



Review of Norad's Assistance to Gender Mainstreaming in the Energy and Petroleum Sector 2010-2014



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REVIEW OF NORAD'S ASSISTANCE TO GENDER MAINSTREAMING IN THE ENERGY AND PETROLEUM SECTOR 2010-2014

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List of acronyms

AEPC	Alternative Energy Promotion Centre (Nepal, main implementing body of the National Rural and Renewable Energy Programme)
CED	Clean Energy for Development
CNAM	Conselho Nacional para o Avanço da Mulher (Mozambique, intersectorial platform for coordination and monitoring of gender equality, national level)
CPAM	Conselho Provincial para o Avanço da Mulher (Mozambique, intersectorial platform for coordination and monitoring of gender equality, provincial level)
CDAM	Conselho Distrital para o Avanço da Mulher (Mozambique, intersectorial platform for coordination and monitoring of gender equality, district level)
CRGE	Climate Resilient and Green Economy initiative (national programme of the Government of Ethiopia to reduce greenhouse gas emissions and introduce renewable energy to rural areas)
CSO	Civil society organisation
DPMAS	Direcção Provincial da Mulher e Acção Social (Mozambique, Provincial Directorate for Women and Social Action)
DPREM	Direcção Provincial da Energia e Recursos Minerais (Mozambique, Provincial Directorate for Energy and Mineral Resources)
EDM	Electricidade de Moçambique (Mozambican electricity utility)
EIA	Environmental Impact Assessment
ENERGIA	International Network on Gender and Sustainable Energy
ENH	Empresa Nacional de Hidrocarbonetos (Mozambique, National oil and gas company)
FA	Framework Agreement
FOCADE	Forum das ONGs de Cabo Delgado (NGO forum in Cabo Delgado Province, Mozambique)
FUNAE	Fundo Nacional de Energia (Mozambique, National Energy Fund, specializes in promoting low cost power sources and renewable energy)
GAP	Gender Action Plan
GEA	Gender and Energy Adviser
GESI	Gender Equality and Social Inclusion
GFP	Gender Focal Point
GM	Gender Mainstreaming
GoM	Government of Mozambique

INP	Instituto Nacional de Petróleo (Mozambique, National Petroleum Institute: regulator for the petroleum sector)
LGCDP	Local Governance and Community Development Programme (Nepal)
LIRE	Seksjon for likestilling og rettigheter (Norad, Section for Rights and Gender Equality)
LoC	Letter of Contract
LPG	Liquified Petroleum Gas
M&E	Monitoring and Evaluation
MFA	Norwegian Ministry of Foreign Affairs
MGC	Matola Gas Company
MICOA	Ministério da Coordenação Ambiental (Mozambique, Ministry for the Coordination of Environmental Affairs)
MEM	Ministry of Energy and Minerals (Tanzania)
MIREM	Ministério dos Recursos Minerais (Ministry of Mineral Resources, Mozambique)
MLME	Ministry of Land, Mines and Energy (Liberia)
MMAS	Ministério da Mulher e Acção Social (Mozambique, Ministry of Women and Social Action)
MOE	Ministry of Energy (Mozambique)
MoU	Memorandum of Understanding
MOWIE	Ministry of Water, Irrigation and Energy (Ethiopia)
MTR	Mid Term Review
NGO	Non Governmental Organisation
NRREP	National Rural Renewable Energy Programme (Nepal)
NVE	Norwegian Water Resources and Energy Directorate (Directorate under the Norwegian Ministry of Petroleum and Energy)
OfD	Oil for Development Programme (Secretariat based in Norad)
PAC	Practical Action Consulting (Zimbabwe-based NGO)
Petrad	Non-profit Norwegian government foundation established by the Norwegian Agency for Development Cooperation (Norad) and the Norwegian Petroleum Directorate to facilitate the transfer of knowledge and experience from petroleum management, administration and technology between managers and experts in governments and national oil companies
PUE	Productive Use of Electricity
REA	Rural Electrification Agency (Uganda) Rural Energy Agency (Tanzania)
REF	Rural Energy Fund (Tanzania)
RNE	Royal Norwegian Embassy
Rio +20	UN Conference on world sustainable development held in Rio, Brazil in 2012
SE4All	Sustainable Energy for All

Statnet Norwegian state owned enterprise responsible for owning, operating and constructing the stem power grid in Norway.

TANESCO Tanzania National Electrical Supply Company

TPDC Tanzania Petroleum Development Company

ToR Terms of Reference

UETCL Ugandan Electrical Transmission Company

WAD Women's Affairs Directorate (part of the Ministry of Water, Irrigation and Energy, Ethiopia)

WWF World Wildlife Foundation

Executive Summary

In 2010 Norad entered into a Framework Agreement with the International Network on Gender and Sustainable Energy – ENERGIA . The purpose of the Framework Agreement is to provide Norad with high quality technical support for gender mainstreaming in Norwegian support for the energy sector, which includes both Clean Energy for Development and Oil for Development. The Framework Agreement ended in mid-2014. This report presents the main findings and conclusions of the End Review (which was carried out in July-October 2014), based on the analysis of the Framework Agreement implementation in a number of sample countries: Nepal, Tanzania, Ethiopia, Liberia, Uganda and Mozambique (Mozambique is also subject to a Mid Term Review (MTR), the findings of which are presented as an annex to this report).

The End Review found that ENERGIA and Norad managed the Framework Agreement well, both from a programmatic perspective (ensuring both flexibility to suit each country's needs as well as internal coherence so that gender mainstreaming is carried out through harmonized approaches) and from an administrative perspective (e.g. no major delays in disbursements, no significant management issues inherent to the Framework Agreement (FA) or to Norad and ENERGIA's procedures).

Through the FA Norad has supported a variety of mechanisms for GM and the review found that they have had different degrees of success. Norad has successfully raised the visibility of gender issues through good quality studies in several countries such as Uganda and it is recommended that these be widely shared. In Nepal, Norad used the Framework to provide gender inputs to programme appraisals and the experience shows that they are the most strategically effective when they feed directly into sectoral appraisals and inform funding decisions. In Ethiopia Norad supported the evolution of international policy dialogue in national level strategies. This was through the development of a strategic document identifying key gender issues, thereby ensuring that gender remains visible as an integral aspect of national strategies. In countries such as Nepal and Mozambique Norad has supported the development of Gender Action Plans. These documents are very practical and operational, but they require intensive capacity building and support for the Gender Focal Point function/structure that leads the elaboration and implementation of the Gender Action Plans. The review also found that demonstration projects focus on the transfer of technological knowhow. These initiatives still need extensive complementary measures to support micro-entrepreneurship and help utilities to develop more gender-responsive outreach mechanisms and pro-poor modalities.

A clear majority of people interviewed stated that the Framework Agreement's advantages outweigh its weaknesses and, that the weaknesses do not represent fatal flaws. They can thus be overcome in a future Framework Agreement. In particular, future Framework Agreements would benefit from a longer duration and inclusion of a results framework. One specific issue that should be considered in a future Framework Agreement is the need to focus more deeply on the Oil for Development (OfD)/petroleum sector. In many countries this is emerging as a very dynamic and strategic sector, with a clear need to support Oil for Development staff with technical, hands-on entry-points and instruments for gender mainstreaming. In addition support to enabling embassies should be provided to include gender mainstreaming in the political dialogue around energy issues, including petroleum development.

In the countries surveyed, the review found that the embassies are generally satisfied with the Framework Agreement, how it was implemented and managed. If there had been no Framework Agreement, embassies could have entered into local agreements tendering for each assignment. This would have given them a

stronger role in delivering the training themselves, but in this way gender mainstreaming would have depended primarily on the awareness and commitment of embassy staff since internal accountability mechanisms have yet to be explored and defined. It is likely that local procurement would have taken much more time since embassies generally have a more limited network than ENERGIA to source experts in gender mainstreaming for the energy sector. The review also identified opportunities for future capacity building for embassy staff and closer engagement of the embassies by Norad for gender mainstreaming in the energy and petroleum sectors.

Overall, the embassies have successfully deployed the Framework Agreement/ENERGIA to support – or define - their own approach to gender mainstreaming in the energy sector. In Mozambique, Framework Agreement support was used to define an entire gender mainstreaming programme from the beginning. In Uganda Framework Agreement support was used to engender existing programmes. In Ethiopia ENERGIA assisted the government to ‘domesticate’ gender mainstreaming commitments made at global level, whereas in Tanzania and Nepal the Framework Agreement was used to help the embassy and donors by enriching ongoing appraisals with specific gender perspectives. Liberia was the only country in which requests for support were initiated by a Norwegian partner.

Finally, the review found that the Framework Agreement has to a considerable extent enabled LIRE to build up capacity for gender mainstreaming through knowledge development, strengthening the Gender Focal Point system as an institutional mechanism for gender mainstreaming and introducing joint planning with the energy and petroleum sections. It also considers that there is scope to further strengthen the role of LIRE, particularly by exploring linkages between gender mainstreaming and rights approaches and piloting examples that clearly demonstrate the added value of rights-based approaches and social inclusion when addressing gender equality, as well as strengthening capacity for gender mainstreaming in the petroleum sector.

In sum, the review considers overall, the objectives of the Framework Agreement have been achieved in so far as that through the Framework Agreement, ENERGIA was able to provide Norad with relevant and effective expertise in relation to integration of gender and equality in clean energy and petroleum development cooperation. It has achieved this at both country level and at the level of support for LIRE. By its very nature, capacity building requires sustained engagement. More needs to be done to consolidate the gains obtained under this Framework Agreement and carry forward the process and commitment that was fostered under the Framework Agreement. The review therefore recommends that Norad tender a second framework agreement which should address the specific issues highlighted and formalize mechanisms to document and widely share best practices and learning obtained through Framework Agreement-supported initiatives.

1 INTRODUCTION

1.1 CONTEXT

As part of its long-standing commitment to gender equality in the energy sector, Norad entered into a Framework Agreement with the International Network of Experts on Gender and Energy (also known as and hereafter referred to as ENERGIA) to promote gender mainstreaming in Norad's energy and petroleum sector development cooperation. ENERGIA is internationally recognized as a platform where leading experts in gender mainstreaming in the energy sector from all over the world meet to exchange and facilitate learning regarding gender issues in the energy sector. Members of the ENERGIA network are registered in a database of consultants, which covers a wide range of gender analysis and mainstreaming skills in relation to the energy sector. As such, ENERGIA was a very suitable partner to provide Norad with relevant and effective expertise on how to systematically integrate gender issues ("mainstream") in its Clean Energy and Oil for Development cooperation in several countries. The purpose of the Framework Agreement was to make this expertise available to Norad in several countries including Ethiopia, Liberia, Mozambique, Nepal, Tanzania and Uganda. In particular, ENERGIA was required to assess relevant gender issues, identify gender entry points, and provide capacity building and backstopping for gender mainstreaming. In addition to assignments in the aforementioned countries, the Framework Agreement was also used to i) provide support to Norad to participate in international events and global processes such as SE4All Action Agenda, Energy+, high level energy consultations in Oslo in April 2013 etc. ii) to review Petrad's training programme for key petroleum sector stakeholders; iii) to carry out capacity building of NVE in its institutional development programme, and to contribute to sharing of lessons learned and best practices at international conferences.

The rationale behind the Framework Agreement was to help Norad to strengthen its capacity for gender mainstreaming and to enhance the level of gender mainstreaming in energy programmes. Thus, ENERGIA carried out a baseline study of Norad's capacity and competence regarding gender mainstreaming in the energy and petroleum sector in the initial phase of the Framework Agreement. Capacity building for gender requires new knowledge and new skills as well as changes in attitude and is therefore best approached as a process.

In Mozambique, Norad's Framework Agreement with ENERGIA supports the Gender and Energy – Gender Mainstreaming in Energy Cooperation Programme which was developed by the Royal Norwegian Embassy, Ministry of Energy, Ministry of Mineral Resources, Ministry of Women, and associated agencies in November 2012. The goal of the Gender Mainstreaming in Energy Cooperation Programme is to ensure that both men and women have equal opportunities to participate in and benefit from the country's energy sector development. ENERGIA has supported the design and implementation of the Gender Mainstreaming in Energy Cooperation Programme with analysis, capacity building, advice, backstopping and reporting.

1.2 PURPOSE AND SCOPE OF EVALUATION

The Framework Agreement started in August 2010 and was originally foreseen to have a three-year duration. In February 2013 the agreement was extended by 10 months, so that it formally ended in June 2014, being thereby subject to an End Review. According to the Terms of Reference, the purpose of the End Review is: i) to assess strengths, weaknesses and future needs of the current Framework Agreement and its results; and ii) to make recommendations for the way forward for Norad's assistance to reach results on women's rights and gender equality in energy and petroleum sector development cooperation. The scope of the End Review is to review a) Norad and ENERGIA's management of the Framework Agreement, and b) the Norwegian Embassies' approaches to gender mainstreaming and use of the Framework Agreement.

In Mozambique, the Gender Mainstreaming in Energy Cooperation Programme's activities started in the second semester of 2012. According to the agreement with the Ministry of Energy it is now subject to a Mid Term Review (MTR). The scope of the MTR is to review achievements in each of the key components. These components are: i) capacity building of Ministry of Energy and key stakeholders in the energy sector; ii) a demonstration project with the national electricity company EDM in Macomia (district in Cabo Delgado Province) to create demand for electricity, iii) a demonstration project in Metuge and Pemba (both in Cabo Delgado Province) with the National Energy Fund FUNAE on energy market systems to increase women's access to clean cooking energy, iv) capacity building of the Ministry of Mineral Resources (MIREM) and petroleum sector for gender mainstreaming. In addition, the following were assessed: relevance and effectiveness of the programme in achieving intended results; quality of management arrangements; degree of national ownership and sustainability; effectiveness of institutional mechanisms for gender mainstreaming; and the extent to which trained partners were able to apply gender mainstreaming capacity.

1.3 METHODOLOGY

The methodology is outlined in detail in Norconsult's proposal and the ToR provided by Norad. In addition, a telemeeting was held between Norad (Ms Kari Mari Thorsen, Senior Advisor LIRE) and the Norconsult Consultant (Edda Van den Bergh Collier, Team Leader) to discuss the ToR and ensure a common understanding of Norad's expectations regarding the End Review and MTR assignments. Specifically, Norad requested analysis of the different models used for gender mainstreaming in order to draw out learning. Norad indicated five countries to constitute the sample for the End Review: Liberia, Ethiopia, Tanzania, Uganda, and Nepal. The MTR focuses solely on Mozambique, which is also intended as a case study to support the End Review's analysis of the Framework Agreement. As agreed with Norad, the methodology is essentially qualitative and for the End Review consists of a desk review and analysis of relevant documentation and skype and telephone interviews with Norad staff, ENERGIA consultants, Embassy officials, national partners and participating institutions. For the MTR, there were additional interviews in Maputo and interviews and field visits to EDM's and FUNAE's pilot projects in Macomia and Metuge in Cabo Delgado Province. Field work included meetings with local government authorities and focus group meetings with women's groups, local associations, community leaders, and representatives of civil society. Triangulation was carried out by cross-referencing; issues were raised with several

respondents in order to obtain as wide a range of responses as possible and to gauge/verify their consistency. Citations are included to illustrate triangulated perspectives.

2 ANALYSIS OF THE DIFFERENT STRATEGIES USED UNDER THE FRAMEWORK AGREEMENT TO PROMOTE AND/OR SUPPORT GENDER MAINSTREAMING

Strategies to affirm policy commitments to gender equality and gender mainstreaming in the energy sector include:

- Raising visibility of gender issues through studies, policy dialogue, assessment of proposals;
- Mitigating negative impacts and increase access to decision making in relation to the management of natural resources;
- Creation of employment for women;
- Support and mentoring of women for gender mainstreaming;
- Development of Gender Action Plans;
- Promoting linkages between gender and energy institutions and mechanisms within countries; and,
- Demonstration projects.

Norad has tested each of these strategies, in one or other form, under the Framework Agreement with ENERGIA. The findings of the evaluation team in relation to the merits of each strategy are presented and recommendations to capitalize/consolidate on what was achieved under the Framework Agreement follow.

2.1 THE USE OF STUDIES TO PROMOTE GENDER MAINSTREAMING

In Uganda for example, visibility was raised through various studies produced by ENERGIA at the request of the Embassy, national partners and Norwegian partners:

- A study for the Rural Electrification Agency that includes a baseline and possible entry points for gender integration in the Norwegian supported rural electrification projects. The Rural Electrification Agency is benefiting from Norwegian support for eight construction projects. The Rural Electrification Agency's proposal to the Embassy included important gender elements and in order to deepen the knowledge on how to practically mainstream gender in the electrification projects, the Embassy asked Norad to provide assistance to develop a study.

- A baseline study for the Uganda Electricity Generation Company Ltd (UETCL) that describes the current situation as well as entry points for integrating gender equality in the transmission sector in Uganda and the twinning arrangement between UETCL and Statnet that is financed by Norway.

- A baseline study that gives an overview of Uganda's petroleum sector (Ministry of Energy and Mineral Development) and how gender can be integrated into Norway's two major active Oil for Development projects namely: Strengthening the Management of the Oil and Gas Sector and the Feasibility Study on Distribution and Storage Facilities for Petroleum Products from a Refinery in Uganda.

The review is satisfied that all the studies are of very good quality and comprehensive. All include interesting advice on how to address gender mainstreaming in the respective energy sectors (rural electrification, transmission and petroleum sector) in Uganda and meet the expectations of the energy sectors that requested them.

- For example, the baseline study on rural electrification gives entry points in construction (local employment with gender targets, equitable leave compensation, gender sensitive HIV prevention in the workplace, gender sensitive environmental assessments and mitigation plans etc.) and in implementation (e.g. developing promotional materials that speak to women's concerns, equitable access to subsidies and connection credits, promotion of productive use of electricity etc.). In addition, the study includes institutional aspects (e.g. it makes specific training recommendations to build institutional capacity for the Rural Electrification Agency and its partners). The study suggests some indicators against which to measure future progress.

Studies are only effective instruments to mainstream gender if i) the study findings and results are shared with the rights stakeholders (i.e. everyone interested and/or able to act on the evidence) and ii) if they are used as the basis of debates and new initiatives. There is a difference between studies commissioned as separate outputs and studies that are developed as part of an action planning process. However, in many cases reviewed lines were blurred. This reflects inherent tensions between action planning that requires evidence and studies that should lead to action or lose their relevance by not being instruments for programming. Concerning the studies:

- *On the positive side*, the studies have been well received by the Rural Electrification Agency, UECTL and Ministry of Energy and Mineral Development and they have served as starting points to guide internal discussions.
- For example, the transmission baseline was discussed by UETCL in a mini-workshop that culminated in consensus on five priority areas (i) sensitization for UECTL Board members and senior management, ii) gender training for staff and creation of gender focal point system, iii) integrating livelihood support and legal sensitization in the new stakeholder engagement strategy, iv) women-friendly human resource and staff development policies, and v) use of impact indicators).
- Another example is the petroleum baseline that was used by two key departments in the Ministry of Energy and Mineral Development to define concrete gender interventions.
- The Petroleum Exploration and Production Department's intends addressing gender in the Oil and Gas Communication Strategy, through sensitization on women's land rights to ensure adequate compensation, encouraging women to take up science-related subjects

at the Petroleum Institute, including gender assessments in environmental impact assessments, and encouraging oil companies to employ women etc.

- The Petroleum Supply Department will integrate gender aspects in the review and formulation of policy for petroleum supply, will source funds for gender mainstreaming, and integrate gender in environmental impact assessments and environmental audits.

- *On the other hand*, the studies have been shared with only a select (albeit strategic) group of stakeholders and have not been widely disseminated to all potential stakeholders. For example:
 - The study on the petroleum sector has been shared and discussed internally by the Ministry of Energy and Mineral Development but the advice it contains on how to integrate gender into local impacts and environmental management, employment opportunities, on civil society involvement and the indicators proposed in the study would be very useful for the 100+ licensed petroleum organizations that are currently active in Uganda (especially as most have corporate social responsibility initiatives).
 - The study on rural electrification contains insights that would undoubtedly be useful not only for the Rural Electrification Agency but also for NGOs involved in promotion of access to energy and productive use of energy.

- *Lesson learned*: even though the studies were demand-driven and responded to the specific needs of partners, the challenge is to share that information as widely as possible so that the information can be used and applied by a greater number of stakeholders.

Note: The review team has understood from the Embassy in Kampala that Norad's support to the energy sector was suspended for a significant amount of time due to a corruption issue (completely unrelated to Norad's Framework Agreement with ENERGIA) and that therefore the studies could not be followed up on. This in effect means that the responsibility to disseminate the studies now lies solely with the local partners.

2.2 THE USE OF APPRAISALS/ASSESSMENTS OF PROPOSALS TO PROMOTE GENDER MAINSTREAMING

Norad has carried out appraisals in Tanzania and Nepal to give visibility to gender mainstreaming. This has been done by integrating gender into high level diagnostic and consensus-building processes for the energy sector.

- In Tanzania, Norad asked ENERGIA to carry out a study that identifies gender and poverty issues that can be included in Norway's support for a sector-wide approach to rural energy investments (Norway was interested in funding the Rural Energy Fund programme administered by the Rural Energy Agency).

- In Nepal, ENERGIA conducted a peer review of the National Rural and Renewable Energy Programme from a gender and social inclusion perspective plus a peer review of the Local Governance and Community Development Programme Proposal from a Gender and Social Inclusion and Rights-based Perspective.

Some observations follow about the methodologies used:

- In Tanzania a specific methodology was used, namely: the appraisal of gender issues was carried out by a separate team of ENERGIA consultants, whose team leader also participated in the sectoral appraisal. In effect, Norad thus created a special resource for the sectoral appraisal to draw on expertise for gender and related issues (poverty/social inclusion). As a result, the recommendations of the gender team exist on two levels: firstly in the gender team's own detailed report, and secondly, they are integrated in the Aide Memoire of the sectoral appraisal. This is strategic because an Aide Memoire does not allow for detailed discussion of gender, poverty and social issues (Aide Memoires are not analytical reports but instruments intended to reflect consensus and key priorities of those concerned). The team considers that this ensured a good complementarity: the general political commitment to address specific gender issues is contained in the Aide Memoire while the technical aspects (analysis, entry points, practical recommendations) are available in the gender team's report.
- In Nepal, several methodologies were used:
 - An ENERGIA consultant was invited to participate in the Danida-led appraisal of the inception phase of the National Rural and Renewable Energy Programme and this ensured good gender input to the final Aide Memoire (e.g. a specific recommendation that the programme should include a gender mainstreaming plan).
 - An ENERGIA consultant was contracted to carry out a desk review of the Local Governance and Community Development Programme's rights-based new programme covering access to energy to identify entry points for gender and social inclusion. As the programme proposal had already been developed, opportunities were lost to explore gender and social inclusion aspects in high level consultation meetings with government and other stakeholders (unlike in Tanzania, where the two processes took place in parallel and the gender team leader was an active member of the peer review appraisal team).
 - *Lesson learned:* timing is of the essence. It is best to carry out gender appraisal in parallel to sector/programme appraisal, especially when new approaches are being piloted;
 - *Best practice:* link gender appraisals to sector/programme appraisals by having someone from the gender appraisal team participate directly in the sector/programme appraisal.

In all cases the appraisals were intended to serve 2 purposes: i) to help the government agencies identify specific gender issues and to make recommendations on how they could be integrated in the government's approach and request for support, and ii) to help Norway define priorities for funding. The evaluation team finds that the appraisals are of good quality and certainly contributed to enrich the government's and Norway's understanding of the gender issues.

- In Tanzania, for example, the ENERGIA consultants produced a Matrix on Addressing Gender and Poverty in the Rural Energy Agency that outlines various possible options for targeted activities and associated indicators;

- In Nepal, there is now a consensus that gender equality and social inclusion can be achieved through the rights-based approach. A key aspect of the studies in Nepal was connecting the energy and local governance sectors, and this has been achieved through the rights-based approach.

The evaluation team also finds that the appraisals have indeed served to inform funding decisions by Norway and other donors:

- In Nepal, Norway is supporting the continued implementation of the National Rural and Renewable Energy Programme, and recommendations of the gender appraisal (i.e. under the Framework Agreement Norad has supported the development of gender work plans and helped the Alternative Energy Promotion Center to plan the technical assistance and toolbox it requires for effective mainstreaming). The Embassy has earmarked some energy budget within Norway's contribution to the Local Governance and Community Development Programme to help pilot the collaboration between it and the National Rural and Renewable Programme. It has thus undertaken a commitment (Joint Plan) for the development of a pilot to combine access to renewable energy with a rights-based approach;
- In Tanzania, Norway has proceeded with support for the Rural Energy Agency and other key partners such as AFREA, World Bank and Sweden have also indicated their interest to cooperate and support the Rural Energy Agency's gender mainstreaming efforts.

Norad's experience shows that appraisals can indeed be used as an effective way to ensure high-level visibility of gender mainstreaming in the energy sector and even help governments to mobilize resources for gender mainstreaming. However, much depends on the government leadership: without government commitment and leadership the policy recommendations (Aide Memoire) and practical analysis (gender appraisal) tend to stand still. The review noted however that in Nepal and Tanzania, the governments were very proactive; with high levels of political commitments to gender equality, equitable people-centered poverty reduction and social inclusion.

- For example, the Tanzanian Rural Energy Agency had already undertaken a gender assessment and developed a gender action plan prior to Norad's appraisal and this constituted a very rich starting point; the Rural Energy Agency already had defined some innovative actions that have great potential to benefit women and the gender appraisal built on this by exploring how to maximize these benefits and how to measure progress towards gender equality.
- In Nepal, gender and social inclusion is a clear government priority (it has a legal and policy mandate for gender and social inclusion); consequently the Alternative Energy Promotion Centre (that implements the National Rural and Renewable Programme) has a team dedicated to gender and social inclusion efforts; officials have a very good understanding of gender and social inclusion.

An analysis of Norwegian experience in connecting isolated communities with the national level - in terms of governance and access to electricity - and how women's interests and participation are promoted and protected through local governance, would help to articulate in more detail the linkages between energy and governance. It would constitute a substantial contribution to the work ahead. It is recommended that Norad pioneer this approach in Nepal through the energy sector support.

Note: The existing government awareness and commitment means that the investments made to carry out the appraisals in Nepal and Tanzania are likely to be sustained and carried forward even without Norad's presence. However, it was noted that more "advanced" counterparts clearly expect

more than training in conceptual issues and have a very strong expectation of receiving practical advice on how to operationalize the gender and social inclusion mandate. This expectation was not fully met in Nepal and Ethiopia, where national counterparts expressed a certain degree of disappointment with the lack of impacts of ENERGIA's interventions.

2.3 POLICY DIALOGUE AS A MEANS TO PROMOTE GENDER EQUALITY

In Ethiopia, Norad supported the Energy+ initiative with technical assistance from ENERGIA and this has helped to maintain gender as an integral aspect of Norway's policy dialogue with the government of Ethiopia on climate change. Gender became an important aspect of the Climate Resilient Green Economy Plan of the Government of Ethiopia. Prior to the finalization of Climate Resilient Green Economy procedures, processes and mechanisms, Norad had supported the Women's Affairs Directorate of the Ministry of Water, Irrigation and Energy to develop a Gender Action Plan. The Gender Action Plan identifies various entry points for gender mainstreaming that are relevant to the Climate Resilient Green Economy Plan. As such, the Gender Action Plan is not so much an action plan as an assessment of entry points in the Clean Energy projects of the Ministry of Water, Irrigation and Energy. It will also serve as a mechanism to raise resources for gender mainstreaming and as a roadmap for capacity building in the Ministry of Water, Irrigation and Energy for gender mainstreaming.

The fact that Norad supported gender mainstreaming during the design of the actual Climate Resilient Green Economy "architecture" was very effective strategic positioning in that gender mainstreaming has acquired visibility and importance at the moment at which it can still influence strategic approaches and institutional arrangements. The extent to which the Gender Action Plan has actually helped to prioritize certain interventions above others will remain to be seen, in the implementation phase. Policy dialogue is only useful if someone picks up on the idea and implements, which is possible only if there is ownership/buy-in from national government. To measure that, the evaluation team considers:

- Buy-in by government will be measurable from the government's efforts to raise financial resources (through the state budget or donor funds) for the implementation of the Gender Action Plan.

It is important to respond accurately to the expectations and demand formulated by national partners (i.e. support should not be limited to theoretical capacity building but be practical). In the case of Ethiopia, it was found that the Ministry of Water, Irrigation and Energy expected very hands-on support whereas the Gender Action Plan is a more general assessment. It is therefore strategically important for Norad to continue to provide support for concrete activities that can operationalize the Gender Action Plan.

2.4 DEVELOPMENT OF GENDER ACTION PLANS AS A MEANS TO PROMOTE GENDER MAINSTREAMING

Norad has supported gender mainstreaming with the development of Gender Action Plans in several countries such as Ethiopia, Nepal and Mozambique.

- As noted above, in Ethiopia the Gender Action Plan was a general document. It assesses the current gender situation and outlines priority gender issues that could be integrated in the overall Climate Resilient Green Economy Plan and in particular in the Clean Energy projects of the Ministry of Water, Irrigation and Energy.
- In Nepal, each component of the National Rural Renewable Energy Programme has developed a Gender and Social Inclusion Plan referred to as a Gender Action Plan (e.g. Gender Action Plan for the Solar Energy Component, Gender Action Plan for the Biogas Unit, Gender Action Plan for the Biomass Energy Component, Gender Action Plan for the Climate Change Unit, Gender Action Plan for the Community Energy Component, Gender Action Plan for the Productive End Use Component etc.) There are also Gender Action Plans for the Institutional Development Component and Monitoring and Evaluation Unit.
- In Mozambique, the Gender Mainstreaming in Energy Cooperation Programme foresees that key stakeholders such as the Ministry of Energy and Ministry of Mineral Resources will develop their own Gender Action Plans once their respective gender strategies are finalized.

The model (i.e. the elaboration of gender action plans as instruments for gender mainstreaming) has been adjusted to suit each country:

- In Ethiopia the Gender Action Plan takes the form of a generic strategic orientation document;
- In Nepal each Gender Action Plan is a more practical document that identifies specific opportunities and scope for gender and social inclusion at policy, programme and operational levels;
- In Mozambique the idea is that the Gender Action Plans will be instruments to operationalize the sectoral gender policies.

Clearly, Gender Action Plans are important instruments to reflect on gender issues and identify priorities. They are fundamental to foster strategic thinking on gender mainstreaming. Naturally Gender Plans require a significant degree of gender skills to elaborate and implement and that is why gender action plans have all been developed as part of extensive capacity building. Capacity building is an integral and continuous aspect of gender action planning.

- In Ethiopia, the Gender Action Plan was the result of phased capacity building by ENERGIA that included a validation seminar to secure political commitment.
- In Nepal, the Gender Action Plans were the outputs of a planning workshop that was conducted for the Alternative Energy Promotion Centre's Gender and Social Inclusion Team by ENERGIA under the Framework Agreement.
- In Mozambique, an extensive capacity building programme is underway that involves the Gender Focal Points of all key stakeholder institutions, the creation of a group of trainers (TOT) and development of training materials. In addition, support has been provided to the Ministry of Energy and Ministry of Mineral Resources to update and formulate their energy strategies respectively.

Gender Action Planning is a strategic (albeit expensive) means to carry out gender mainstreaming. Apart from investments in capacity building, once the Gender Action Plan has been elaborated and approved, additional investments are required to ensure that the process leads to effective outcomes, especially as the process raises expectations:

- For example, the Gender Action Plans developed for the National Rural and Renewable Energy Programme are detailed and describe activities, estimated budgets and targets and/or indicators as well as support needed. It can therefore be assumed that support is required to ensure that sufficient resources are mobilized to implement the plan, that monitoring and supervision arrangements are in place and implemented, that progress is reported on etc.

In order to make this endeavour sustainable and obtain the full results of capacity building and action planning that have already been carried out, Norad's long-term support will be required to accompany the implementation of the Gender Action Plans.

The evaluation team notes that Gender Action Planning is usually the responsibility of Gender Focal Points. The Gender Focal Point system is the main mechanism to promote linkages between gender and energy institutions and mechanisms within countries. We asked the question, how effective was the Gender Focal Point system? In this regard, evidence from Mozambique and Uganda shows the energy sector Gender Focal Point function is often fairly recent especially in utilities and transmission companies that perceive gender as unrelated to their core business. Often the Gender Focal Point function is not full-time and has not yet been fully defined.

This means that there is still a lot of support required to institutionalize the Gender Focal Point function in stakeholder institutions such as EDM (Electricidade de Moçambique) and UETCL (Uganda Electrical and Transmission Company Ltd) – and this can be achieved through gender analysis training, sensitization for the Board and senior management, definition of clear profiles and job descriptions of the Gender Focal Point function etc.

Inside Ministries however, the Gender Focal Point function tends to be more established as a result of government commitments to gender equality. The degree of institutional influence of Gender Focal Points or gender departments varies considerably. In Ethiopia, the Women's Affairs Directorate is under-resourced, whereas in Nepal the members of the Gender and Social Inclusion Team of the Alternative Energy Promotion Centre are very conversant in gender mainstreaming issues.

2.5 DEMONSTRATION PROJECTS FOR PRODUCTIVE USE OF ENERGY AND CLEAN COOKING ENERGY

In principle, demonstration projects address specific problems, and facilitate replication and up-scaling through visible accomplishments and lessons of experience. Under the Framework Agreement, Norad has implemented the following demonstration projects for clean energy in Mozambique:

- Improved cooking stoves, manufactured by women's groups and sold locally;
- Productive Use of (electrical) Energy.

International experience shows that the most effective demonstration projects are small-scale, with a short project cycle, and designed so that the new approach and its benefits are clearly demonstrated/visible from the beginning. The projects in Liberia and Mozambique were small-scale, working with very specific target groups, and with a relatively short duration. However in Mozambique for example, there were significant delays in procurement and installation of the equipment for the Productive Use of Energy Centres. Such delays were found to be inherent in the government's procurement procedures and the Gender Mainstreaming in Energy Cooperation Programme's disbursement mechanisms.

We found that the demonstration projects appear to have resulted in much less uptake of the new technology/electrical energy than expected. In Mozambique, Norad supported the National Energy Fund to implement a demonstration project for the low cost manufacturing and local commercialization of improved cooking stoves with two women's groups in northern Mozambique: one group in Metuge, a rural district in Cabo Delgado Province, and another in Muchara, a peri-urban zone of the provincial capital Pemba. Through the Framework Agreement, a Zimbabwe-based service provider Practical Action was deployed (through ENERGIA) to deliver training on value chain mapping and how to manufacture improved stoves using local materials, cost production, calculate adequate retail price, marketing strategy, identify potential markets etc. The training was very well received by the national counterparts. In fact, following this experience the National Energy Fund will apply the value chain analysis methodology to promote the local production and sale of biogas convertors. At the community level, however, the evaluation team found remarkable differences between the Metuge and Muchara groups. The Metuge group was doing well, gradually increasing the production rate and selling stoves both locally and in more distant markets, including Pemba. The Muchara group on the other hand, did poorly, and had hardly started manufacturing alleging that they were unable to source raw materials in a peri-urban area. While this is an important factor, the team noted that the Metuge group is a well-established association that has used the training to diversify its economic activities and generate more profit for its members; the Muchara group however was only recently formed and has no previous experience in entrepreneurship. A clear example of this is that the Muchara group delayed production on the grounds that clay and firewood are too expensive in Pemba, although they would have been able to sell their stoves at higher prices. Indeed, the higher price attracted the Metuge group to make specific efforts to sell their stoves in Pemba.

In Mozambique the Productive Use of Energy demonstration project is being implemented by the Mozambican utility Electricidade de Moçambique in Macomia (Cabo Delgado Province) where equipment such as small battery charging platforms and refrigeration are showcased in containers. These freezers enable women to make popsicles and freeze fish for retail.

It is noted that in Liberia Norad has supported Productive Use of Electricity as part of the Institutional Capacity Building and Strengthening of Energy and Water Resource Sectors programme implemented by NVE and the Ministry of Land, Mines and Energy. Although Norad's support took the form of training delivered by ENERGIA consultants for the Liberian utility (Liberia Electricity Corporation) who could act as resource persons for the community, knowledgeable on practical applications of Productive Use of Energy, training was also delivered to the Ganta Youth Centre in response to a request for training on how to use the equipment it received from the Ministry of Youth and Science in partnership with UNIDO and run a profitable business. Indirectly, Norad has thus supported the Ganta Youth Centre demonstration project.

In both Liberia and Mozambique, the idea behind the Productive Use of Energy demonstration projects is to increase demand for electricity which people cannot afford without generating additional income. In both countries much more training was needed to enhance women's

entrepreneurial skills than was originally expected. Although beneficiaries of training have demonstrated commitment and interest in Productive Use of Energy, they operate in a very challenged and limited environment and have expressed an explicit demand for support measures such as loans, grants, subsidies and reduced connection charges and tariffs etc.

Lesson learned: The uptake of Productive Use of Energy does not depend only on the transfer of technology and technical know-how, but also requires economic support measures that address the poverty and other barriers to women's micro-entrepreneurship.

The evaluation team finds that the design of the demonstration projects failed to consider the context in which the target groups (i.e. micro-entrepreneurs in poor areas) operate and Productive Use of Energy is promoted. This has resulted in very limited uptake (e.g. at the time of the evaluation visit in Macomia, Mozambique only one woman had successfully applied for a household connection as a direct result of the demonstration). This is an extreme example related in a focus group meeting, and the programme is still ongoing – but it does indicate that the demonstration projects are not as effective as expected without additional support measures. As this is clearly beyond the remit of utility companies, expectations have been raised that such measures would be provided by Norad or another donor. In the focus group meeting in Macomia it became clear that the absence of a prepaid meter system is problematic: following a campaign in which the utility reduced connection charges, numerous households applied for connection and were billed monthly. Having no idea of their actual consumption they racked up significant debt and the utility is now applying a strict policy of disconnection – undermining project expansion.

Despite the limited impact at community level, national partners such as Electricidade de Moçambique and the National Energy Fund are very enthusiastic about both demonstration projects. Replication and up-scaling is planned under the ongoing Gender Mainstreaming in Energy Cooperation Programme in at least three other districts and provinces respectively. This is understandable since a demonstration project translates into a visible and tangible presence in the community with low level inputs limited to delivery of some equipment followed by a brief training on the use of the equipment. However, the evaluation team cautions that the delivery of short training is not sufficient to guarantee successful uptake without financial development support measures. In addition, management of a range of demonstration projects by Electricidade de Moçambique and the National Energy Fund will be challenging without funds and staff readily available to appoint local project coordinators in all locations, since managing them from the head office is far from ideal.

The delivery of training – whether on the use of equipment or in entrepreneurial skills – is not part of the utility's core business. In addition, entrepreneurial skills development training is a process, rendering the delivery of training very costly. For that reason it is strategic for utilities to enter into strategic partnerships with experienced partners such as Practical Action. Considering that expectations have been raised both with the communities and national partners it is important that the Gender Mainstreaming in Energy Cooperation Programmes can continue to provide appropriate support. In the case of Mozambique, for instance, it is recommended that Practical Action continue to follow up and provide support under the Gender Mainstreaming in Energy Cooperation Programme. In addition, the Gender Mainstreaming in Energy Cooperation Programme could support other complementary measures that will help to increase the number of electricity users and increase the communities' access to improved cooking stoves. Concretely, these measures may include:

- Support for Electricidade de Moçambique and the National Energy Fund to improve their outreach mechanisms, e.g. community sensitization campaigns explaining the benefits of the energy sources that are being promoted; and
- Support for Electricidade de Moçambique and the National Energy Fund to make their procedures and products more gender-responsive, e.g. subsidies to acquire clean energy, community sensitization about the connection charges and user charges, and putting in place pro-poor measures such as prepaid meters ('Credelec').

2.6 SUPPORT AND MENTORING OF WOMEN AS A MEANS TO PROMOTE GENDER MAINSTREAMING

Norad has adopted this approach in Mozambique, where ENERGIA has worked very closely with the locally recruited Gender and Energy Advisor of the Gender Mainstreaming and Energy Sector Cooperation Programme. Under the Framework Agreement, ENERGIA has assisted Norad in the design/formulation of the programme as well as in the implementation. One of the ways in which Norad has supported the implementation is by mentoring the Gender and Energy Advisor: ENERGIA has coached her in training methods, shared its materials, provided *ad-hoc* advice, and helped to improve reporting. On the one hand, this has been a very empowering experience for the Gender and Energy Advisor and she has readily engaged with ENERGIA and owned the assistance received. However on the other hand, she has not always been able to pass this on to the other stakeholders who are directly involved in the programme.

Lesson learned: mentoring individuals is very time consuming and requires intensive effort, especially when the mentor is not locally resident, and this does not necessarily strengthen the institution-wide capacity for gender mainstreaming.

2.7 PROMOTING GENDER MAINSTREAMING BY MITIGATING NEGATIVE IMPACTS AND INCREASING ACCESS TO DECISION MAKING IN RELATION TO THE MANAGEMENT OF NATURAL RESOURCES

This approach has been recommended by ENERGIA in relation to the petroleum sector in two countries reviewed:

- In Uganda, the baseline study for the petroleum sector commissioned by Norad under the Framework Agreement points out that there has been no explicit consideration of gender differences and issues either in current policies nor in civil society responses to the policy framework.
 - In particular, the study found that i) the Environmental Sensitivity Atlas of the oil-producing region Albertine Graben does not consider fundamental gender aspects such as women's specific land rights, water and energy use, roles in fishing and farming and the impact that petroleum development is likely to have on men and women respectively; and ii)

the National Oil and Gas Policy similarly fails to consider land ownership, displacements and resettlement issues, the effects of in-migration, access to petroleum products etc.

- It therefore calls for Norwegian support for the Ministry of Energy and Mineral Development so that it can, *inter alia*, ensure gender differences are properly taken into account in environmental impact assessments and ensure communities in general and women in particular can participate in positive benefits and mitigate negative effects of petroleum development.

- In Mozambique a similar approach has been included in the Gender Mainstreaming and Energy Sector Cooperation Programme. The programme originally included a component to work with the Ministry for Coordination of Environmental Affairs to ensure gender dimensions are integrated in environmental impact assessments for petroleum development projects.

However, Norad has not had much experience in implementing this model. On the one hand, it has not yet received any formal request from either Ugandan or Mozambican partners. In Mozambique it has been very difficult to engage the Ministry for Coordination of Environmental Affairs. In fact, due to the Ministry's lack of interest, the component was being considered for discontinuation and its funds were to be reallocated to other programme activities. In an effort to maintain the important objective of capturing gender in environmental impact assessments and women's participation in benefits of petroleum projects, Norad and ENERGIA suggested to programme management that this issue could be taken up with the Instituto Nacional de Petroleo. The Instituto Nacional de Petroleo as regulator, has the authority to impose the inclusion of gender dimensions in environmental impact assessments and analysis of community participation in benefits in all petroleum projects. This possibility is now being explored.

Experience in Mozambique begs the question: did the programme engage the wrong partner? It is noted that the Ministry for Coordination of Environmental Action was not fully involved in the earliest design phase of the programme. Afterwards contact was continued through the Gender Focal Point, although she is not located in the Department of Environmental Impact Assessment. This would seem to indicate that consultations were not effective enough, in spite of ENERGIA's long process designed to create ownership by local institutions.

The evaluation team agrees with ENERGIA that the inclusion of gender in impact assessments is an important aspect of Oil for Development as it is associated with real, tangible results that directly affect the lives of men and women in oil-producing areas. At the same time, it is a very sensitive area considering the large amounts of money and corporate interests that are at play, and considering the political ramifications of resettlement and community participation in decision making. It is essentially a political process, and it should not come as a surprise that civil society response may be slow, or that relations between government and civil society may be quite tense.

- In Mozambique for instance, the programme has been unable to generate interest from civil society organizations.

- *Lesson learned:* civil society does not automatically come on board, especially not if not fully consulted in the beginning. Perhaps they would benefit from a separate support modality (i.e. not part of a government led initiative)?

This model touches on key issues such as transparency in extractive industries and the empowerment of local communities. It also affords many possibilities to address these from a gender, social inclusion and rights-based perspective. The evaluation team finds that considering

the growing importance of the petroleum sector in countries such as Uganda and Mozambique (and elsewhere), there are many opportunities to implement this model (as well as a great need). To date, there is not much evidence of how to set about this, but it would be highly beneficial if Norad were willing to invest in acquiring experience.

2.8 CREATION OF EMPLOYMENT FOR WOMEN

Norad has not yet supported this type of approach since there has been no concrete request for assistance to develop employment opportunities for women in the energy and petroleum sectors. Nonetheless, this approach has been recommended by ENERGIA in countries such as Uganda, Tanzania and Liberia:

- For example in Uganda,
 - The baseline study for the petroleum sector suggests that the Ministry for Energy and Mineral Development considers identifying and implementing measures to recruit women into the petroleum sector, to support women professionals in career development and promotions and to ensure a women-friendly workplace, school presentations and scholarships to encourage girls and women to enter technical training programmes and energy sector conferences for women to share experience, identify needs and organize support networks.
- In Tanzania ENERGIA and the Rural Energy Agency identified possible entry points to increase women's access to employment (e.g. equitable leaves compensation, local employment in renewable energy projects with gender targets etc.).
- In Liberia the institutional support programme implemented by NVE-Ministry of Land, Mines and Energy also offers significant opportunities for development of gender-responsive human resource policy development within the Ministry of Land, Mines and Energy.

The greatest opportunities for women's employment creation are in the utilities and construction works of energy projects. However, most of the technical assistance provided by Norway to these entities goes through parastatal institutions such as Statnet and Petrad. The focus of Statnet and Petrad training is on engineering staff and not also on the essential core administrative and financial staff where women are better represented. The training has thus had very limited impact on gender mainstreaming.

- *Lesson learned:* lack of awareness and clear understanding of gender issues in the Norwegian partner institutions mean that these Norwegian partners have insufficiently shared their valuable experience of how to promote women's participation in technical sectors and this constitutes a missed opportunity.

It also raises the question of how appropriate these partnerships are to promote gender mainstreaming? Ultimately, the answer is determined by the level of commitment at senior management level, as this is what determines the scope and quality of knowledge transfer. This will require more in-depth reflection on the part of Norwegian institutions:

- For example, under the Framework Agreement, Norad has provided input for Petrad's main courses and Petrad in fact offers expertise in gender on demand, but gender is not fully mainstreamed and still predominantly treated as a separate issue.

- In Liberia, NVE has discontinued the gender component of its institutional support programme for the Ministry of Land, Mines and Energy on the grounds that gender is not part of its core business; although NVE has developed an internal gender plan it is unclear how this will be carried forward without a gender advisor.

- In Uganda, Statnet did not fully engage in gender issues in the twinning arrangement with UETCL, implying that gender is predominantly perceived as an add-on required by Norad, unrelated to the core business.

3 ANALYSIS OF THE MANAGEMENT OF THE FRAMEWORK AGREEMENT BY ENERGIA AND NORAD

The Framework Agreement was designed to give Norad access to one credible partner/service provider (ENERGIA) which provides relevant expertise in different countries; thus simplifying administrative procedures and reducing bureaucracy associated with local recruitments. A key challenge in the management of framework agreements is: how to manage a framework agreement so that it is sufficiently flexible to be able to respond to each country's specific needs whilst also ensuring a necessary degree of harmonization and coherent support?

3.1 HARMONIZATION OF PROGRAMME MANAGEMENT BY ENERGIA AND NORAD

ENERGIA harmonized its management approach for all countries by firstly appointing a programme manager to coordinate all assignments, and secondly, by employing a methodology that was essentially the same in all countries. Characteristic of this methodology is that it is very participatory/inclusive, seeking consensus among ENERGIA, Norad, Embassies, national partners and stakeholders. The standard methodology used by ENERGIA for the Framework Agreement consisted of the following steps:

- 1) Norad received a call/request for technical support from an Embassy, national partner (government), or Norwegian partner institutions; after analysis and approval by Norad/LIRE a request/draft ToR was forwarded to ENERGIA;
- 2) The ENERGIA programme manager sourced expertise from ENERGIA's pool/network, pairing international experts with local consultants;
- 3) ENERGIA's team then proceeded to review the ToR or develop appropriate ToR for the assignment: ENERGIA consulted with all stakeholders to understand what is being requested and how exactly ENERGIA can assist; when a common understanding was reached ENERGIA finalized the ToR;
- 4) ENERGIA's team undertook desk review followed by an in-country mission with debriefings to Embassy, Norad, national partners and stakeholders;

- 5) Embassies, Norad and national partners also gave input to the draft report; if necessary, ENERGIA held conference calls to ensure all perspectives were heard;
- 6) ENERGIA submitted the final deliverables to Norad, Embassy and local partners;
- 7) Often ENERGIA continued to provide some long distance assistance through email, skype or telephone conversations.

It is noted that ENERGIA's active involvement in the formulation of the ToR was innovative. ENERGIA's approach was designed for relevancy to the national contexts, inclusiveness and local ownership. It achieved this through the use of both international and local consultants (CVs were sent for approval to Norad, Embassy, national partners) and close dialogue with counterparts. Opportunities were created for national partners and Embassies to give input in finalizing the ToR (through teleconferences and in-country missions at the start of assignments) and continuous communication among all partners facilitated mainly by ENERGIA with the assistance of Embassies (achieved through debriefings, joint deliberations on draft reports in teleconferences etc.).

In most countries this worked very well and support was timely and readily available whenever needed and consistent with the national counterparts' strategic plans and priorities and internal instruments. The review team did note however that in some countries some counterparts were not so involved from the beginning; however we conclude that this is largely due to the fact that many counterparts are extremely busy. In the energy sector, gender mainstreaming is almost always considered as an additional responsibility over and above individual members of counterpart organizations' normal job descriptions. In such cases ENERGIA asked the Embassies to assist by convening meetings and this has been a successful approach.

On the whole, the management of the Framework Agreement was highly participatory, with constant input and quality assurance performed by Norad; by the responsible person in LIRE, those in the two sections (the Gender Focal Points in the Oil for Development secretariat and the Renewable Energy Section). Norad nominated a Senior Adviser in LIRE dedicated full-time to liaise with ENERGIA and closely monitor the assignments. This helped to ensure internal coherence in Norad support. The Senior Advisor left the position when the Framework Agreement ended. Clearly, programme management was facilitated by the presence of a person dedicated 100% / full-time, who had the overview and who could coordinate activities. However, at the same time it is important for institutional sustainability to ensure that technical know-how is transferred to the whole LIRE team.

Norad used diverse strategies to harmonize its support with ENERGIA. These included joint ENERGIA/Norad planning and joint ENERGIA/Norad field visits. Annual face-to-face strategic planning meetings were held, enabling ENERGIA to meet with Norad management and also the country contact persons. These meetings were critical to ensure continuous Norad management support for the Framework Agreement. Norad/LIRE's field visits were a clear signal that Norad considers gender mainstreaming important and gives its full support to local assignment implemented by ENERGIA.

For example, a LIRE representative travelled to Ethiopia to join ENERGIA's second validation mission to finalise the Gender Action Plan of the Ministry of Water Irrigation and Energy. In May 2013, LIRE and ENERGIA undertook a mission to Nepal to see how a human rights approach can be applied to the energy sector so that it strengthens energy service delivery from a rights perspective, and LIRE's involvement was instrumental to carrying the process forward as an

Embassy-Norad Joint Plan was drafted to guide the work ahead. In Mozambique, Norad/ENERGIA undertook a joint mission and this was helpful in “unblocking” a component by suggesting alternative approaches to reach the component’s objectives. The component sought to integrate gender mainstreaming in the environmental impact assessments of petroleum megaprojects, when the programme encountered difficulties to engage the Ministry for Coordination of Environmental Action as planned, it was decided to approach the national regulator for the petroleum sector instead.

There appear to have been no problems with reporting on implementation progress. Apart from the actual deliverables specified in the ToR, ENERGIA produced short management reports for each assignment using a standard format and these were submitted in timely manner. These management reports are practical, showing what was done and what are next steps to follow up. In Mozambique, the main management instrument of the programme is the Steering Committee and ENERGIA helped the lead partner Ministry of Energy to produce quarterly and annual narrative reports and prepared inputs for Steering Committee meetings.

Based on the above, the team finds that the Framework Agreement’s programmatic management was good, thanks to an inclusive and participatory methodology (e.g. drawing up ToR together with partner institutions and ENERGIA’s close dialogue with partners to plan strategy and intervention ensured that beneficiaries were closely involved). This methodology led to strong ownership, flexibility and the process itself became a form of capacity building. The Framework Agreement worked well because Norad and ENERGIA had dedicated professionals who carried the processes forward and harmonized their approaches. A future Framework Agreement will require staff in Norad and ENERGIA dedicated to managing the Framework Agreement, however this should not become the task of only one individual. The focus should be on building up wide-based, in-house experience of gender mainstreaming and how this can be operationalized in programming and how to manage a framework agreement.

3.2 FINANCIAL AND ADMINISTRATIVE MANAGEMENT

The review team did not have access to financial reports as the ToR do not require a detailed analysis of the financial reporting. However, financial management was addressed in interviews and in a questionnaire sent to various stakeholders. Generally, Norad and the Embassies consider that the financial and administrative management of the Framework Agreement by ENERGIA was satisfactory. None of the respondents contacted raised specific concerns about financial management of the Framework Agreement or lack of transparency.

The administrative burden was reduced to a minimum for Norad since ENERGIA handled and advanced all expenditures and recovered these in a final invoice at the end of the assignment. As per standard Norad procedure, ENERGIA proposed a budget for each assignment based on the approved ToR, which was submitted to Norad for its review and by the Embassy. Once approved a Letter of Contract was signed between Norad and ENERGIA for each assignment.

ENERGIA did not receive an advance from Norad (with exception of one advance for Mozambique assignment for travel and daily subsistence allowance in 2012) and funded the upfront costs for all assignments including time, travel, visas, daily subsistence allowance, communication costs. Once the assignment was completed and all deliverables were approved, ENERGIA submitted an invoice,

an overview of the expenditure made, time sheets and travel statement to Norad. Changes such as over or under-spending on budget lines were explained in a final report. Norad would approval payment for an assignment upon approval of all final deliverables. While ENERGIA bore the financial risk for its assignments, this approach also ensured some flexibility and is indicative of trust between the Framework Agreement partners.

In Mozambique financial management of the Framework Agreement followed similar procedures – although funds were also channelled by Norad/Embassy to a Gender Mainstreaming in Energy Support Programme, which is being executed by the Ministry of Energy. Government procedures in Mozambique led to some delays in implementation of specific activities, particularly where the Ministry of Energy had to channel funds to other partners. The review also notes that Petrad indicates that in future it would like to access ENERGIA consultants directly because requesting through Norad takes a long time, sometimes up to four or five months which is inefficient for short-term assignments that arise in the course of gender mainstreaming. In sum, the Framework Agreement's financial and administrative arrangements were beneficial for Norad (since ENERGIA took the financial risk by paying upfront), for the Embassies (as local procurement was avoided) and for ENERGIA (no delays while waiting for approval to implement activities).

4 ANALYSIS OF THE FRAMEWORK AGREEMENT'S STRENGTHS AND WEAKNESSES

4.1 STRENGTHS

ENERGIA is held in very high esteem by Norad and energy sector stakeholders (Embassies and national partners): it is acknowledged by all as a leading expert on gender and energy. There is a consensus that ENERGIA is very strong on policy advice and analysis, combining academic skills with development. For example, ENERGIA's participation in global energy processes such as Rio+20 (on Energy, Gender and Economic Growth), SE4All Action Agenda, Energy+ etc. give ENERGIA credibility among government entities and SCOs. Another example is that, through its local network of gender specialists conversant with the energy sector, ENERGIA has acquired in-depth knowledge of international best practices, which is valued by technical staff. ENERGIA's international network of experts ensured that it could source local expertise, resulting in flexibility and the capacity to respond to each country's specific circumstances.

For the Framework Agreement, ENERGIA used a good methodology for the inclusive engagement of stakeholders, leading in most cases to ownership and commitment. ENERGIA did not initially have much experience in the petroleum sector. However, it made specific efforts to expand its knowledge of this as the Framework Agreement progressed. The Norwegian government has clear and unambiguous policy commitments to gender mainstreaming (e.g. Action Plan for Women's Rights and Gender Equality in Development Cooperation 2007-2013) and subscribes to diverse international commitments (e.g. 2012 UN Initiative on SE4All development objective on gender equality etc.). Norad guided its use of the Framework Agreement based on these policy commitments.

As mentioned above, there was open and transparent communication between the ENERGIA Manager and Norad/LIRE full-time liaison. The good communication between Norad and ENERGIA led to openness and flexible collaboration. It is very positive that this communication did not depend only on personal contacts, but also existed at the institutional level. Evidence of this is found in the annual face-to-face strategic planning meetings between Norad and ENERGIA where the latter could meet with Norad management and country contact persons. Furthermore; ENERGIA and LIRE undertook joint monitoring missions to the countries (e.g. Liberia, Nepal, Mozambique). The collaboration and openness enabled Norad to guide the Framework Agreement application to become more relevant and useful over time: for example, initially, ENERGIA produced some long reports whereas Norad required short, succinct analysis for technical partners, and this was overcome in dialogue with ENERGIA.

4.2 WEAKNESSES

The lack of time prioritized for gender mainstreaming issues by national counterpart institutions is a challenge met when trying to work in the various institutions with these issues and the weakness of the Framework Agreement is that it did not have any systematic approaches to deal with this. It would appear that this was handled on a case-to-case basis. In many cases Embassy officials and ENERGIA consultants found it difficult to obtain time commitments from national partners, particularly from senior officials in strategic and dynamic sectors like energy and petroleum. Once dates are agreed upon, things have to move quickly. This appears to have been a factor in almost all countries in the sample, with various practical consequences. For example, "In the case of Nepal, the biggest constraint the team faced was the delays in responses and decisions from the national partner, the Alternative Energy Promotion Centre, which delayed the processes." (ENERGIA Consultant, by email). In Ethiopia, "Assistance was requested often at very short notice, which created difficulties in terms of consultants planning their time commitments and made it tricky to adequately plan logistics if field work was involved." (ENERGIA Consultant, by email).

The limited time availability of stakeholders can have further negative effects: "In the case of the Gender Action Plan in Ethiopia, certain key national partners were not responsive to attempts to engage them in the TOR development and so it was difficult to get an accurate sense of the full and complex scope of work when the assignment was designed." (ENERGIA Consultant, by email) – in that particular case, the Embassy stepped in to explain the wider picture, whereafter ENERGIA and Norad jointly agreed to redefine the assignment granting an extension of its duration and additional budgetary resources. Apart from causing delays, this can also undermine the degree to which national partners feel ownership of Framework Agreement-supported initiatives and this in turn may compromise future sustainability. To avoid this, Embassies played an important role by convening and facilitating contacts.

The Framework Agreement was used to provide short term inputs, so there was little scope to provide continuity of support to national partners and visible outcomes and impact. "With exception of the gender mainstreaming programme in Mozambique most of the country projects were short term (maximum six months) and thus results were consultancy based and at the output level. In order to achieve outcomes there would be a need for longer term planning and longer engagement with local partners." (ENERGIA Programme Manager, by email). Since most requests were output-based, there was very little articulation of how these would contribute to outcomes and impacts. The requests were not formulated or managed using a results-based framework. For that reason, some national partners interviewed indicated that they could not clearly see how specific inputs could contribute to larger outcomes (changes in women and men's access to/ability to participate in the energy and petroleum sector). On the one hand, the team acknowledges that requests were not unfounded but were intended to complement an existing strategy/set of activities and thus referred to an existing framework. On the other hand, the team also finds that a more structured approach is necessary and therefore recommends that future requests should be framed in terms of a results-based framework to make the linkages and complementarity to existing strategies more visible.

The team also finds that insufficient effort was taken by Norad and ENERGIA to ensure that the all experiences obtained during the Framework Agreement were captured, documented and shared. In Mozambique for example, many reports and inputs are available on the Embassy website and in general knowledge products produced by ENERGIA under the Framework Agreement are on-line

(ENERGIA website), but a more formal and structured mechanism is needed to disseminate learning/experience to all stakeholders, including energy actors in other countries.

The review team was told on several occasions that it is important that a future Framework Agreement should have a long term perspective – with a duration of at least five years – to allow for longer term planning and gender mainstreaming support beyond scoping missions and short term consultancy assignments. Overall, stakeholders agreed that the duration of the Framework Agreement was too short for a capacity-building initiative. It is possible to build up awareness and create willingness/ support for gender mainstreaming in three years, but this time frame is insufficient to produce results.

In February 2013 Norad and ENERGIA agreed to extend the Framework Agreement by ten months, but this was not enough to meet the expectations of national partners. Clearly, more support is needed in countries where the Framework Agreement was used to help national partners explore innovative approaches (e.g. Nepal, where a large part of Framework Agreement support was geared towards obtaining a better understanding of how gender mainstreaming and social inclusion can be approached from a rights-based approach). Sustained support is also required in countries where technical assistance is not at present readily available from a Norwegian partner. For example, in Liberia, the Ministry of Land, Mines and Energy considers that “ENERGIA should step up its assistance since the main implementing partner NVE no longer has the necessary personnel to assist with this.” (Programme Manager, Ministry of Land, Mines and Energy, Liberia, by phone)

In respect of the role of the Norwegian partners, the team notes that much of Norwegian energy and petroleum sector support is based on sharing Norwegian experiences, legal frameworks and models and adapting them to suit developing countries' requirements, namely contextualizing the situation in each country. The purpose of the cooperation is to try finding international best-practice methods/legal structures etc. when identifying how to collaborate and structure the sectors in which cooperation is initiated.

As such, several key Norwegian partner institutes are important stakeholders and as development partners NVE, Statnett and Petrad are required to address gender mainstreaming as a cross-cutting issue and to monitor progress towards gender equality. However, in practice it was found that these institutions have low commitment, limited internal capacity for gender mainstreaming and a major constraint seems to be lack of Oil for Development programme support to Petrad to carry out gender mainstreaming. While Petrad can do some activities within its existing budget, additional budget resources would also be needed. The Norwegian partners' experience of gender mainstreaming focuses predominantly on it as a human resources issue (i.e. women's participation in employment and training). Consequently, they experienced difficulties in integrating gender mainstreaming in their development cooperation at country level. The low commitment among these institutions is at least in part due to the perception that gender is a soft issue, which is not relevant to technical sectors such as electrical transmission and petroleum development since it is not part of their core business. But underlying that perception is an expectation that gender mainstreaming will be useful only when adequate evidence is produced to show the advantage of this approach. Concrete answers are expected to questions such as: what is the advantage of employing greater numbers of women in the electricity sector; what is the advantage of a utility developing a more inclusive outreach model; how can women benefit from oil exploration? Essentially, these questions are related to gender mainstreaming as a means to increase efficiency and social justice. From that perspective it would be useful for institutions to start discussions around these questions rather than sitting back and expecting gender experts to present “hard” evidence of the added value of gender mainstreaming. Another aspect is that the Framework

Agreement has been output and process-oriented; in future the added value of gender mainstreaming can be made more visible through an explicit results-based management framework.

In principle, Norad is not mandated to provide Norwegian partner institutions with capacity building. Rather, as development cooperation partners they should put their expertise at disposal of Norad. Nonetheless, ENERGIA support has been deployed under the Framework Agreement in a demand-driven manner. Support was provided as requested by NVE, Statnett and Petrad. There is no doubt that this has been a useful process, helping the partner institutions to understand where their gender mainstreaming capacity challenges are and how to address them. It is beyond the scope of the End Review to answer the question of whether this support has been sufficient and how to deliver support in the future, as this would require a comprehensive assessment of the partner institutions themselves. It does, however, beg the question: should a future Framework Agreement be used to support gender mainstreaming capacity building for northern as well as southern partners?

Experience from many countries shows that it is essential to work with all stakeholders in the energy sector and that all should have capacity built to work towards the achievement of common gender mainstreaming objectives. From that perspective, the review suggests that Norad should dialogue with the partners to determine the level of commitment within the Norwegian partner institutions for gender mainstreaming. Petrad and NVE have developed a gender action plan and gender policy respectively, but the true indicator of commitment is the allocation of human and financial resources to implement these instruments. Ultimately, for example, Petrad's commitment will be evident from the degree to which the gender approach (based on ENERGIA's gender review of Petrad's eight week programme) will be considered in the new framework agreement with Petrad and future training programmes. The experience in Liberia with NVE also shows the importance of defining realistic commitments. Subsequent to the recommendations of the programme MTR in 2013, which found that NVE's gender mainstreaming component was too ambitious considering that gender mainstreaming is not part of NVE's core business, NVE has significantly reduced its gender activities, disengaging from several planned gender activities and redefined/limited the activities planned to promote women's productive use of electricity.

5

ANALYSIS OF THE NORWEGIAN EMBASSIES' APPROACH TO GENDER MAINSTREAMING AND USE OF THE FRAMEWORK AGREEMENT

Clearly all Embassies are supportive of the Norwegian government's commitments to gender mainstreaming in the energy and petroleum sectors and welcomed the Framework Agreement. Norad's role is to give advice and technical support to Embassies so that they can implement Norwegian government's policy commitments on gender mainstreaming, but there are no formal mechanisms to make gender mainstreaming by Embassies mandatory or to hold them accountable for meeting gender mainstreaming objectives. The Framework Agreement did not explore accountability structures for gender mainstreaming. However, in interviews, the review team found that some existing instruments such as the annual Allocation Letter from the Ministry to Embassy present opportunities to enforce gender commitments. In principle the Allocation Letter could include gender mainstreaming, which would make it necessary for Embassies to report on gender mainstreaming in their six monthly General Management Reviews. Another option may be to integrate gender mainstreaming objectives in Norway's MoU with respective countries, which would also put gender mainstreaming at the highest diplomatic/political level.

All Embassies have the same institutional set-up for managing gender mainstreaming which consists of a Gender Focal Point who has an advisory role vis-à-vis her/his colleagues in other sectors. Most Gender Focal Points have a good basis for gender mainstreaming in general but most have not had extensive training for gender mainstreaming in relation to the energy and petroleum sectors. This is an issue because Gender Focal Points may be called upon to give advice on a very wide range of activities and interventions. For example, Nepal's National Rural Renewable Energy Programme includes many different forms of energy sources, energy delivery modalities, and technologies. In Uganda the Embassy's support included very technical areas such as electricity transmission. In the countries reviewed, the Gender Focal Points participated in Framework Agreement events (trainings/workshops), which was in and of itself a form of capacity building. Indeed, many explained that they were first exposed to this specific area by participating in the training activities of the Framework Agreement. However, they require more evidence and practical arguments of how gender can make a difference to enable them to intervene, particularly in dialogue with the Embassy's energy advisors. As always, the challenge is how to ensure that gender mainstreaming is seen as a joint responsibility (not only of the Gender Focal Point). This requires the definition of concrete, relevant entry points that enable Gender Focal Points to 'talk to engineers'.

Generally, the Embassies are satisfied with the management and outputs of the Framework Agreement. ENERGIA was able to respond to each country's specificities and provided clear added value for the Embassies, thus strengthening the Embassies' respective approaches. Given the important role of the Embassy, there is scope to give more support to the Embassies, i.e. to

help them identify what could be useful, particularly in relation to the petroleum sector, and provide support to Gender Focal Points to provide the necessary inputs to General Management Review and Memorandum of Understanding. Considering the need to formalize gender mainstreaming commitments at Embassy level, a future Framework Agreement could be used to help Norad/LIRE and the Ministry of Foreign Affairs to jointly define appropriate accountability mechanisms for gender mainstreaming at country (Embassy) level.

In Mozambique, the Embassy requested Norad's assistance to design and support a separate programme for gender mainstreaming that involves all key stakeholders including the Ministry of Energy, the electricity utility, National Fund for Energy, Ministry of Mineral Resources, National Petroleum Institute, National Oil and Gas Company, and the Ministry for Women and Social Action. The programme includes a Gender and Energy Advisor and the Framework Agreement was used to provide ENERGIA's support for the Gender and Energy Advisor as well as specific inputs for specific activities. For example, ENERGIA subcontracted a Zimbabwe-based organization to develop and deliver market development training for women's associations that produce and sell improved stoves. Clearly, the Framework Agreement's considerable value lies in the design and technical support for the programme.

In Nepal, the Embassy had already been actively involved in support of first National Rural Renewable Energy Programme and requested Norad's assistance to provide Gender Equality and Social Inclusion inputs for the appraisal leading to the development of National Rural Renewable Energy Programme II. The Framework Agreement was also used to identify linkages with the human rights based approach and entry points for gender mainstreaming in the governance programme Local Governance and Community Development Programme. In Nepal, the Framework Agreement was valuable to identify gender equality and social inclusion (GESI) and rights based entry points for national energy sector frameworks supported by the Embassy. However, exploring innovative approaches is time consuming and resulted in delays, exacerbated by limited time availability on all sides. It is noted that the delays resulted in clear disappointment among the national partners, although they remain interested in future support.

In June 2012 Norway and Ethiopia signed an Energy+ Partnership Agreement to support the Ethiopian government's efforts to increase access to sustainable energy and reduce greenhouse gas emissions in rural areas, as part of the Climate Resilient and Green Economy initiative. Norad used the Framework Agreement to support the development of a Gender Action Plan with the Gender Directorate in the Ministry of Water, Irrigation and Energy (MOWIE). In this case, the Framework Agreement's value lay in engendering a national priority and operationalizing global commitments at country level.

In Uganda, the Framework Agreement was applied to respond to specific requests from the Rural Electrification Agency and the Royal Norwegian Embassy in Kampala itself. In July 2011 the Rural Electrification Agency requested support from the Framework Agreement to engender its proposal for the financing and construction of new rural electrification projects to expand the distribution grid to rural areas (this was achieved through a Gender Task Team fielded by ENERGIA). In 2012 the Embassy approached ENERGIA to develop gender baseline indicators for its entire energy sector cooperation (including the petroleum sector). In this context, ENERGIA also identified entry points for gender mainstreaming in the Embassy's work with the Uganda Electricity Transmission Company, Statnett, Rural Electrification Agency and petroleum supply policy project. ENERGIA's input thus supported the Embassy's request to integrate gender considerations in the programme documents of the twinning arrangement between Statnett and UETCL. For example, ENERGIA consultants suggested entry points to make electrical engineering courses more attractive to women. These examples show that until 2012 the Framework Agreement was used to respond to

requests by national partners and it was also used strategically by the Embassy to push for gender mainstreaming in projects involving Norwegian partners. ENERGIA also assisted the Rural Electrification Agency in Uganda to prepare a GAP proposal based on the gender mainstreaming and baseline reports: the draft proposal was provided to Norad and commented on but it was not finalized due to the corruption scandal in the President's office, which caused all donors to withdraw.

In Tanzania, the Framework Agreement was used to field a gender team of consultants that held extensive consultations with stakeholders, sector ministries, and produced a separate gender and poverty report on how to mainstream gender and poverty issues in the Rural Energy Fund. The added value of the Framework Agreement was that it enabled the Embassy to provide specialized gender and poverty inputs to the wider sector appraisal process, thus ensuring that the Embassy has detailed understanding of gender mainstreaming which can be used to guide the Embassy's support to the Rural Energy Fund. It has also helped the Rural Energy Fund and its Gender Unit to develop specific training and marketing materials that 'speak' to women's concerns as well as a Gender Action Plan. The implementation of the Gender Action Plan will be presented to donors as a future gender mainstreaming programme.

In Liberia the Framework Agreement was used to support the institutional development programme implemented by Norwegian partner NVE and the Ministry Land Mines and Energy. The programme started in 2010 and initially included a component dedicated to gender equality activities including promotion of electricity demand through women's productive use of energy. The Framework Agreement was used to help NVE with its training courses, training materials and provide backstopping for the NVE Gender Adviser. Following its Gender Policy that gender activities that are directly linked to and support the other cooperation areas shall be included and integrated, NVE planned to arrange a gender workshop in August 2014 to identify relevant gender activities, but this was not possible due to the Ebola outbreak.

The Framework Agreement was of particular importance to the Embassy in Ghana when NVE discontinued its gender mainstreaming activities: the Embassy resorted to the Framework Agreement to ask ENERGIA for a gap analysis and suggestions on how to move the planned gender mainstreaming activities forward. The lack of an Embassy in Monrovia was a challenge in terms of follow up, as was the fact that the Gender Advisor of NVE and Gender Focal Point in the REA left their positions halfway through ENERGIA's engagement in Liberia.

The Framework Agreement was applied to support a variety of approaches showing the role of the Embassies as practical entry points at country level since each country is different this mechanism has been very effective. Clearly Embassies have played an important role in helping Norad understand what each country needs and/or what is realistic in the country context. However, the regular changes of contact persons in the Embassies affect institutional memory and continuity of the gender mainstreaming process. Although Embassy staff were closely involved in capacity building events organized under the Framework Agreements, there was no specific training targeting Gender Focal Points and sector advisors. In general the Embassies did not consider that the Framework Agreement could also be a resource for them.

6

ANALYSIS OF THE FRAMEWORK AGREEMENT'S CONTRIBUTION TO CAPACITY BUILDING FOR GENDER MAINSTREAMING IN NORAD'S SUPPORT TO THE ENERGY SECTOR AND PETROLEUM PROGRAMME

Although the Framework Agreement has not formerly provided any training specifically targeting Gender Focal Points and Gender Advisors at Embassy level, evidence of their increased awareness and strengthened role can be seen in Embassies often asking LIRE for advice, making requests both for assistance under the Framework Agreement as well as for backstopping advice. Under the Framework Agreement, ENERGIA has developed materials that enable LIRE to respond to this demand. At first, ENERGIA's support for knowledge development took the form of detailed and academic discussions on gender mainstreaming in the clean energy sector and Oil for Development programme. LIRE was quick to point out that this response was too extensive, and that it required concise, evidence-based arguments to convince energy sector stakeholders of the relevance of gender mainstreaming. In other words, LIRE expected practical entry points and suggestions for concrete interventions which can then be used in discussions with Embassies and implementers. In response to this and in close collaboration with Norad, ENERGIA developed a series of technical notes (briefing materials) which have in effect helped LIRE to raise gender mainstreaming in its dialogue with the clean energy sector and Oil for Development programme and energy policy advisers in Norad/Embassies. ENERGIA has also integrated gender mainstreaming into the Oil for Development manual entitled "Veilederen". The manual is available from <http://www.norad.no/no/resultater/publikasjoner/publikasjon?key=410597>

Clearly LIRE will continue to have special responsibilities in leading and guiding Norad's efforts to mainstream gender in the energy sector, until the energy and petroleum staff are able to fully integrate gender equality in their programmes. The formalization of the Gender Focal Point network in the energy and petroleum sections and development of joint annual plans for LIRE and the energy sector and Oil for Development programme are duly noted as having strengthened the awareness of Norad's petroleum and energy advisers. It is noted that ENERGIA did not directly interface with the Gender Focal Points in the Oil for Development programme. Instead, technical briefing materials developed by ENERGIA under the Framework Agreement were channelled to the programme through the Senior Advisor in LIRE overseeing the Framework Agreement. At ENERGIA's suggestion LIRE has started to develop Joint Activity Plans with the energy and petroleum staff. An agreement was secured at management level that this joint planning will in future also include reporting on gender results. To fully guide and support this joint planning and reporting on gender mainstreaming with the petroleum programme, LIRE would benefit from

continued support from a specialist such as ENERGIA particularly to build up its capacity to monitor and track results in partnership with the Oil for Development programme. Appropriate measures could include additional training for programme staff and accountability mechanisms. Continued support is not only required for LIRE, but also for Norad's Oil for Development personnel and for national partners. It is likely that in the next years the petroleum sector in many countries will steadily gain in importance and political leverage. Embassy staff clearly expressed an expectation that gender mainstreaming support should focus on concrete, practical advice for visible initiatives. In Mozambique the petroleum sector has rapidly emerged as one of the future drivers of the economy, presenting a critical opportunity to ensure that gender mainstreaming is taken into consideration.

Specific issues that could be addressed by a future Framework Agreement, to deepen the support for gender mainstreaming in the petroleum sector, include: documentation and analysis of what happens when gender issues are not considered in petroleum sector development (lessons learned/best practices), development of ways to transfer the knowledge generated by consultancies to the operational level (for example through short reports targeted at political leadership/technical staff that show concrete results of gender mainstreaming in energy and petroleum sectors), maintaining a dialogue with technical staff, particularly in the petroleum sector (e.g. support for the joint planning and reporting between LIRE and the Oil for Development programme secretariat), delivery of training for Norad and Embassy staff engaged in the petroleum programme.

Specific entry points for gender mainstreaming include: integration of gender equality in the institutional and regulatory framework, capacity building for the management of social, gender and environmental impacts, employment equity in the petroleum sector, transparency of receipts and public spending of revenue from the petroleum sector, ensuring that poor men and women have access to petroleum products, focus on downstream and linkages with clean energy (e.g. use of natural gas as a cooking fuel) etc.

It is noted that while gender focal points were identified there was little to no accountability required of the departments to Norad's top management on gender mainstreaming. The review team subscribes to ENERGIA's suggestion that the development of an overall Gender Action Plan for Norad would be instrumental in ensuring its commitment to long term systematic implementation of the gender mainstreaming process as well as the delivery of results [including] gender targets and outputs/outcomes for Norad's Energy and Oil for Development interventions.

ENERGIA has given policy and political advice which was used by Norad to enrich its advocacy efforts in global events and processes (e.g. Energy+). For example, ENERGIA has assisted in the production of a document outlining how budgetary allocations in the energy sector can help redress gender inequalities (Gender-Responsive Energy Financing), which has strengthened Norad's support for countries that are implementing global commitments. Norad's participation in these global processes also highlights the importance of the dialogue between Norad and Ministry Foreign Affairs and the importance of evidence-based advocacy even if Norad was not as yet able to engage the Ministry very much yet on gender mainstreaming. A future Framework Agreement could assist by developing pilot projects showing how global commitments can be operationalized in the local context (based on experience in Ethiopia).

The integration of the rights approach and social inclusion in gender mainstreaming strategies is an aspect of LIRE's mandate as the section responsible for Gender Equality and Human Rights. In Nepal, ENERGIA has helped Norad explore how gender mainstreaming can be addressed from a rights perspective. So far this has been a constructive initiative which has generated a lot of

interest both in and outside of Nepal, highlighting new approaches (e.g. linkages with governance; new way of thinking which go beyond issues of access and delivery but also include downward accountability, agency and women's voice etc.). This has not yet been explored in training for either Gender Focal Points or sector advisers. Training would be very useful since human rights-based approaches fundamentally affect the programme approach. In Mozambique and Uganda there are strategic opportunities to integrate gender mainstreaming as an essential aspect of the social dimensions of the petroleum exploration projects, thereby ensuring that all population groups regardless of poverty and gender have access to the benefits of petroleum development, both upstream and downstream. Clearly these approaches need to be explored further. A future Framework Agreement should help LIRE to define how these perspectives can be used to create leverage for gender mainstreaming in the sector.

7

OVERALL CONCLUSION AND RECOMMENDATION

The review finds that overall, the objectives of the Framework Agreement have been achieved. Thus through the Framework Agreement, ENERGIA was able “to provide Norad with relevant and effective expertise in relation to integration of gender and equality in clean energy and petroleum development cooperation”. The team finds that ENERGIA has made its expertise available and produced the outputs that were required in the Letters of Contract. The team considers that the outputs respond to what was defined in the Letters of Contract and are appropriate to the specific objectives that were defined. However, in the absence of an explicit results-based management framework the team considers that it is not possible at this stage to say how this has contributed to impacts and real changes in women and men’s relative access to and participation in the energy and petroleum sectors. In addition, there is no adequate monitoring and evaluation framework to measure such impacts. These are shortcomings that should be addressed in future framework agreements – and it is recommended that the starting point be a general Gender Action Plan for Norad, built around key results and targets Norad can commit to.

It is at this point too early to draw any conclusions about how the capacity created and instruments that were developed under the Framework Agreement will be used by the national counterparts to carry gender mainstreaming forward. However, by its very nature, capacity building requires sustained engagement. It is necessary to consolidate the gains obtained under this Framework Agreement and carry forward the process and commitment that was fostered under the Framework Agreement.

The review therefore recommends that Norad tender a second framework agreement which should address the specific issues highlighted in the review and in particular:

- Support Norad to develop a Gender Action Plan with clear gender targets and results to be achieved through a future framework agreement;
- Provide technical assistance to Norad for the development of an adequate results oriented framework and monitoring tools to measure progress and impacts of gender mainstreaming in the energy sector;
- Strengthen gender mainstreaming in the Oil for Development sector through more studies that analyse strategic interventions and their impact on women’s access to energy;
- Pilot practical methods to link gender and social inclusion to a rights-based perspective based on analysis of Norway’s experience in connecting communities with governance structures;

- Build systematic mechanisms to document and disseminate all learning gained from implementation and measure how learning enhances policy making and programming.

Annexes:

- 1) TOR
- 2) Minutes of teleconference 26 June 2014
- 3) List of respondents
- 4) List of materials consulted
- 5) MTR Mozambique
- 6) Framework Agreement achievements and way forward in some sample countries

Annex 1

TOR REVIEW of NORAD gender mainstreaming 2010-2014

Review of Norad's assistance to gender mainstreaming in the energy and petroleum sector in the period September 2010-June 2014

Oslo, 08.05.2014

1. Overall purpose and scope of the Review

The purpose of the Review is to assess Norad's assistance to gender mainstreaming in the energy and petroleum sector in the period September 2010 – June 2014, and to make recommendations for the way forward. The overall goal of the assistance is to maximize results on women's rights and gender equality in energy and petroleum sector development cooperation.

The scope of the Review is limited to:

- End Review of the framework agreement with ENERGIA (Paragraph 3)
- Mid-Term Review of the Programme in Mozambique: "*Gender and Energy – Gender Mainstreaming in Energy Cooperation*" (Paragraph 4)

2. Background

Norad initiated concerted efforts for gender mainstreaming in energy and petroleum sector development cooperation in 2010 by entering into a framework agreement with the international network of experts on energy and gender – ENERGIA. Parallel to the undertaking of an End Review of the agreement, Norad has been requested by the Norwegian embassy in Maputo to assist with a Mid-Term Review of the Programme: "*Gender and Energy – Gender Mainstreaming in Energy Cooperation in Mozambique*". The support to this Programme through the framework agreement is the most extensive and systematic support provided by Norad to gender mainstreaming in energy and petroleum sector development cooperation. The MTR of Mozambique will therefore be used as the case study for the review.

Gender mainstreaming (GM)¹ in this context is the systematic process of:

- assessing gender specific issues and the implications for gender equality of energy- and petroleum sector interventions,
- identifying appropriate actions to redress negative impacts or to promote positive outcomes for affected people, as well as,
- building capacity to address these issues effectively throughout the programme cycle.

¹GM is the method of ensuring that women's as well as men's concerns and interests are an integral dimension of the design, implementation, monitoring and evaluation of policies, programmes and projects. Policies are an essential first step in GM, but in themselves, they are insufficient to transform organisational practices, procedures and structures. Changes have been required within programmes and projects to enable women to participate and benefit as fully as men. The ultimate goal of GM is gender equality.

I. Norwegian policy commitment

Norad's decision to prioritize assistance to GM in energy sector development cooperation is based on Norway's policy commitment in the Norwegian Government's policy (White Paper 11/2007-2008 "On Equal Terms")² and the Norwegian Action Plan for Women's Rights and Gender Equality(2007-13)³. Both documents contain strong language underlining the seriousness of Government of Norway's commitment to advancing this agenda, with the policy stating: *"Norway's policy on mainstreaming women's rights and gender equality in development cooperation has been based on good intentions, but efforts have not been sufficiently systematic... We will promote gender equality both as an integral dimension in other development sectors and as an independent target. Women's rights and gender equality must be explicitly and comprehensively incorporated into Norway's development cooperation efforts.... We will require our cooperation partner [...] to demonstrate that they take women and gender equality seriously. If they do not, this will have consequences for the cooperation in the long term."*

The 2013 Gender Action Plan of the Ministry of Foreign Affairs (MFA) ('Equal Rights: Equal Opportunities'), reiterates and strengthens these commitments by requiring that all institutions falling under the jurisdiction of MFA must report regularly on progress against gender commitments. The Proposition to the Storting for 2013-2014 (Prop 1s) defines goals and priority areas for the gender budget line (which Norad uses for the purpose of gender mainstreaming in the energy sector). Moreover, it focuses on *safe living conditions for women; women's management, participation and influence in politics and economic development; and the development of methods and tools for a result oriented integration of women's rights and gender equality in development cooperation.*

Norad Technical Notes on Gender in Energy and Petroleum Sector (April 2013) have been developed to increase the understanding of energy and petroleum decision-makers about the relevance of gender issues in the sector, and how those issues can be addressed to ensure that they are considered appropriately in policy dialogues and in the design of interventions. The Notes catalogue relevant policy documents, including:

- Proposition to the Storting 2013-2014 (Prop 1s)
- The Action Plan for Women's Rights and Gender Equality in Development Cooperation (2007-2013)
http://www.regjeringen.no/upload/UD/Vedlegg/Utvikling/Kvinner%20og%20likestilling/Handlingsplan_kvinner_Eng0510.pdf
- White Paper No 25 to the Norwegian Parliament: Fair distribution is key to development (2012-2013)
<http://www.regjeringen.no/nb/dep/ud/dok/regpubl/stmeld/2012-2013/meld-st-25-20122013.html?id=721514>
- White Paper No. 11 to the Norwegian Parliament: On Equal Terms: Women's Rights and Gender Equality in International Development Policy (2007-2008)
http://www.regjeringen.no/pages/2156814/PDFS/STM200720080011000EN_PDFS.pdf

²*On Equal Terms: Women's Rights and Gender Equality in International Development Policy* (2008) Norwegian Ministry of Foreign Affairs

³*Action Plan for Women's Rights and Gender Equality in Development Cooperation* (2008) Norwegian Ministry of Foreign Affairs

- Norway's Strategic Plan for the Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security (2006).
http://www.un.org/womenwatch/ianwge/taskforces/wps/nap/Norway_1325_Action_Plan_English.pdf
- The 2012 UN Initiative on Sustainable Energy for All's (SE4ALL) development objective on gender equality. <http://sustainableenergyforall.org/images/content/SEFA-ActionAgenda.pdf>

An independent Mid-Term Review of the Action Plan for Women's Rights and Gender Equality was conducted in 2009. A main conclusion was that gender mainstreaming in the energy sector continued to be the weakest part of the women's rights and gender equality work.

To accommodate stronger GMin the energy sector, including both the Oil for Development (OfD) Programme and the Clean Energy Initiative, an internal gender review of Norad's energy sector portfolio was carried out September 2009 – March 2010. One conclusion was that Norad could benefit from assistance from external consultants.

II. The Oil for Development (OfD) Programme

The ultimate aim of the Oil for Development programme is poverty reduction by promoting "economically, environmentally and socially responsible management of petroleum resources". The OfD Programme cooperates with 17 countries, where eight countries are engaged in long-term institutional cooperation. Long-term cooperation involves institutional cooperation between relevant ministries and directorates in Norway and the host country in areas of resource management, revenue management, safety management and environmental management. The implementing parties are the Norwegian Petroleum Directorate, Norwegian Environment Agency, Petroleum Safety Authority Norway, the Norwegian Oil Taxation Office and the Norwegian Coastal Administration. Their assistance is overseen by a Steering Committee consisting of the Ministry of Foreign Affairs, the Ministry of Petroleum and Energy, the Ministry of Climate and Environment and the Ministry of Finance. The Oil for Development Secretariat is located in Norad.

Main countries where ENERGIA has assisted in Oil for Development are Mozambique, Tanzania and Uganda.

III. The Clean Energy for Development Initiative

The Clean Energy for Development Initiative is one of Norway's two major programmes within Norwegian renewable energy development aid, through both multilateral and bilateral channels, as well as through Norfund (the commercial investment instrument in Norwegian Development Aid). Together with the International Energy and Climate Initiative (Energy +) Norway cooperates with seven main countries, and several other countries to increase access to clean energy, at affordable prices. The Norwegian engagement focuses on promoting long-term sustainable management of natural resources, and the cooperation intends to contribute to sustainable economic and social development.

About one third of the funds allocated through the Clean Energy for Development Initiative aims at capacity building and institutional cooperation. In the main cooperating countries, a major part of the Norwegian support targets the national energy institutions, be it ministries, directorates, regulators and power companies etc. The Norwegian Water Resources – and Energy Directorate (NVE) and Statnett (the Norwegian Transmission System Operator) are important key partners in this effort. Another important partner is the International Centre for Hydropower (ICH), who offers courses in Norway and in the partner countries. The topics relate to different aspects of development of hydropower and markets for electricity.

Main countries where ENERGIA has assisted in the energy sector are Liberia, Ethiopia, Mozambique, Nepal, Tanzania and Uganda.

IV. The framework agreement with ENERGIA

In August 2010 Norad and ENERGIA entered into a framework agreement for a three-year period, with the possibility to extend the agreement for one more year. In February 2013, Norad decided to extend the framework agreement for 10 months until the end of June 2014.

The purpose of the framework agreement is to provide Norad with relevant and effective expertise in integrating gender issues in Clean Energy and Oil for Development (OfD) cooperation.

ENERGIA's advice and technical assistance has been demand driven responding to requests for Norad's assistance from energy and petroleum institutions in the mentioned countries communicated via the respective Norwegian embassies, or requests from Norwegian partners. Deliveries have been within the following scope of work;

- Within the context of Norwegian development cooperation in the energy and petroleum sector at country level, ENERGIA has provided;
 - Assessments of gender issues, identifying gender entry-points and providing capacity building and backstopping to reach results on gender equality in institutional cooperation programmes in the energy and petroleum sector in Mozambique, and in the energy sector in Liberia.
 - Assessments of gender issues and identification of gender entry-points in institutional cooperation programmes in the energy and petroleum sector in Tanzania and Uganda, and in the energy sector in Ethiopia.
 - Assessments of rights and gender issues and identification of gender entry points in the new and renewable energy programme in Nepal.
 - Contributions of gender and energy competence in Appraisals of energy sector cooperation in Nepal and Tanzania.
- Capacity building of NVE, a key Norwegian partner in the energy sector, in gender mainstreaming to maximize results on women's rights and gender equality in institutional development cooperation.
- Gender review of Petrad's 8 week programme, a key Norwegian partner in the petroleum sector
- Desk support, analysis, technical assistance and capacity building in gender and energy in global energy processes, such as: Side-event at Rio +20: Energy, Gender and Economic Growth, SE4All Action Agenda, Post 2015 high level energy consultations in Oslo April 2013, and consultation with civil society on Energy+.
- Contributions to the communication of lessons learned and results, and inputs into international conferences.

Total disbursement to ENERGIA in the period 2010-2013 amounts to approximately 8.4 million NOK. Planned disbursements in 2014 amount to approximately 4.5 million NOK. Mozambique and Liberia⁴ have been the main countries for ENERGIA's assistance, and clean energy sector development has been the subsector receiving most assistance.

V. The Programme in Mozambique "*Gender and energy – Gender Mainstreaming in Energy Cooperation*"

Since February 2011, Norad has supported Norway's partners in energy cooperation in Mozambique with the assistance of ENERGIA in both Clean Energy and the Oil for Development Programme. The programme in Mozambique: "*Gender and energy – Gender Mainstreaming in Energy Cooperation*" (hereafter called the Programme) was developed through the collaboration between the Royal Norwegian Embassy (RNE) in Mozambique and the Ministry of Energy (MoE), the Ministry of Mineral Resources (MIREM), the Ministry of Women and Social Action (MMAS) and associated agencies. The goal of the Programme is to ensure that both women and men have equal opportunities to participate in and benefit from the country's energy sector development. The Programme Agreement between RNE and MoE was signed on 2nd November 2012.

⁴ A Mid-Term Review of Norwegian financial support to the energy sector in Liberia was commissioned by Norad in 2013. This included a gender assessment of the MLME-NVE Programme.

Through the framework agreement with Norad, ENERGIA has supported the initiation and implementation of this Programme with analysis, capacity building, advice, backstopping and reporting.

According to the Agreement with MoE a Mid-Term Review (MTR) of the Programme shall be done in 2014.

3. The End Review of the framework agreement with ENERGIA

I. Purpose of the End Review

The purpose is:

- to assess strengths, weaknesses and future needs of the current framework agreement and its results, and
- to make recommendations for the way forward for Norad's assistance to reach results on women's rights and gender equality in energy and petroleum sector development cooperation.

II. Scope of work of the End Review

The scope of work is:

- a) Norad's and ENERGIA's management of the framework agreement, and
- b) The Norwegian embassies' approaches to GM and use of the framework agreement

a) **Norad's and ENERGIA's management of the framework agreement, and the Norwegian embassies' approach to GM and use of the framework agreement**

It is recommended: that the Programme in Mozambique is the main case study in the Review; to choose a maximum of 3 countries from the following list of other countries supported: Nepal, Uganda, Tanzania and Ethiopia; that Petrad is the Norwegian partner institution targeted by the Review; and to focus on Norad's engagement on gender and energy in global energy processes, such as: Side-event at Rio +20: Energy, Gender and Economic Growth, SE4All Action Agenda, Post 2015 high level energy consultations in Oslo April 2013, and consultation with civil society on Energy+.

Hereunder the following shall be reviewed:

- ENERGIA's achievements of objectives of the framework agreement, i.e. *"To provide Norad with relevant and effective expertise in relation to integration of gender and equality in clean energy and petroleum development cooperation"*.
- Norad's and ENERGIA's administrative and financial routines for management of relevant assignments under the framework agreement.
- Norad's and ENERGIA's institutional commitments and set-up to deliver effective and cost efficient capacity building, advice, assessments, quality assurance, backstopping, communication and results related to GM in energy- and petroleum sector development cooperation. This includes support to Norad's Sections for Rights and Gender Equality, Renewable Energy and Oil, MFA, the Norwegian embassies, and the external consultants; and the establishment and use of guiding frameworks i.e. strategic goals, plans, results frameworks and procedures.
- The effective use of competency and financial resources for GM in energy- and petroleum sector development cooperation.

b) The Norwegian Embassies' approaches to GM and use of the framework agreement

Hereunder the following shall be reviewed:

- The approaches of the embassies to support GM in partner institutions in energy and petroleum sector.
- Embassies' priorities, GM competence, capacity and institutional set-up for managing GM in energy and petroleum sector development cooperation.
- Embassies' financial resources for support to GM in energy and petroleum sector.
- The Embassies' use of ENERGIA's assistance in developing and supporting their approaches, GM capacity and implementation of GM goals and objectives.

III. Suggested methodology for the End Review

- Desk review and analysis of relevant documents, including reports and outputs related to the relevant ENERGIA assignments.
- Interviews with key informants involved in the support provided under the relevant assignments. The interviews with embassy staff can be done by telephone or while embassy staff are in Norway. The key informants can also bring up relevant documents to be reviewed.
- Relevant informants are:
 - Embassy management and energy and gender advisors in relevant countries
 - Norad management and staff (Section for Rights and Gender Equality, Oil for Development and Clean Energy)
 - ENERGIA management and technical advisors
 - Representatives of national partners
- Draw on relevant findings and recommendations from the MTR of the Programme in Mozambique.

4. MTR of the Programme in Mozambique: “Gender and Energy – Gender Mainstreaming in Energy Projects (Clean Energy and Petroleum)”

I. Purpose of the MTR

The purpose of MTR is:

- to assess progress, strengths, weaknesses and future needs of the Programme,
- to make recommendations for the way forward that will ensure sustainability and achievement of the objectives of the Programme, and to
- to exemplify results and lessons learned from Norad's assistance to GM in energy and petroleum sector development cooperation on country level.

II. Scope of work of the MTR

The following main components of the Programme shall be reviewed: a) GM capacity of the participating institutions, b) EdM demonstration pilot in Macomia, c) FUNAE energy market system pilot to increase access for women to clean cooking, d) GM capacity of the participating petroleum section institutions (MIREM, INP and ENH) related to local community impacts of Petroleum Sector Development.

Under each component a) – d) the following shall be reviewed;

- The management of the Programme, including:
 - The role and responsibility of MOE, implementing agencies, civil society and ENERGIA.

- The change in GEA's⁵ role from implementer to advisor.
- Programmatic and financial planning and reporting in compliance with the Agreement. This includes reached outputs compared to planned outputs, timeliness and cost efficiency of achieved outputs, relevance of Programme indicators and their means of verification and fulfillment, main challenges and risk management in reaching planned results, and partners' identified future needs and adjustments to reach results.
- The GM approach of the Programme and its implementation, including:
 - The relevance and effectiveness of the Programme in achieving the intended objectives and results on the ground, especially in the two pilot initiatives with EdM and FUNAE.
 - The effectiveness and progress of the Programme in establishing sustainable ownership of GM on national, departmental and local levels.
 - The move from GM capacity building to making use of the GM capacity. Changes seen in requests and need for GM competence in developing and implementing strategies and action plans in the institutions (including in the adoption and use of new approaches in FUNAE's and EdM project design and implementation procedures, as well as in new initiatives).
 - How well does the GFP system work? Do the GFPs have relevant competence and mandate, and is there a system that makes use of their competence in the core work of the institutions? How are the Gender Action Plans (GAP's) useful tools for the GFPs in their daily work.

III. Suggested methodology for the MTR

- Desk review and analysis of relevant documentation
- Field work in Mozambique, to be planned in dialogue with the Norwegian Embassy, MoE and GEA.
- The field-work in Mozambique should include:
 - Interviews with the Norwegian embassy, participating energy and petroleum institutions in the Programme (management, GEA, GFPs and technical staff), ENERGIA Technical Advisors and Norad's technical staff. It is recommended that interviews with local partners in Mozambique are conducted in Portuguese.
 - Field visits to EdM's and FUNAE's Pilot projects in Macomia, and to INP's Cabo Delgado office.
- Recommendations are based on input from the relevant institutions and be aimed at their ownership of the recommended changes.

5. Deliverables with suggested deadlines

Debriefing with the Norwegian embassy in Maputo of main findings and recommendations in the MTR of the Programme in Mozambique by: 1 August 2014

Draft Review Report by: 20 August 2014

Final Review Report by: 2 weeks after received comments from Norad and the Embassy in Maputo, latest by 15 September 2014

Presentation of Final Review Report for Norad and possibly other relevant actors after approval of final report and before 1 October 2014

The Review Report (without annexes) shall be maximum 30 pages. It shall be in English and include:

⁵ GEA is the gender and Energy Adviser engaged by the Programme. The GEA works from Ministry of Energy (MoE)

- a) Executive summary
- b) Methodology and data
- c) Main findings and conclusions
- d) Main recommendations and lessons learned
- e) Annex (max 15 pages): MTR of the Programme in Mozambique

6. List over total assignments under the framework agreement with ENERGIA

Saksnr.	Tittel
1400328	ENERGIA's support to the Women's affairs directorate in the Ministry of water, irrigation and energy in Ethiopia
1400222	QZA-0107 QZA-14/0028 Energia Running desk consultancies 2014
1302014	Bestilling Amb Kampala - ENERGIA addendum til LoC A/2011 - Gender Mainstreaming i energi- og oljesektorsamarbeid
1301876	Loc 21 with ENERGIA: Gender review of Petrad's 8 week course
1301868	LoC 20: ENERGIA support to Women Empowerment through Productive Uses of Electricity in Liberia
1300431	LoC 18 with ENERGIA: desk consultancies
1201010	QZA-12/0299 LoC 16 with ENERGIA - Running consultancies
1201009	QZA-0107 TAN-12/0028 LoC 17 with ENERGIA - Participation in Appraisal of Rural Energy Fund in Tanzania
1201008	QZA-0107 MOZ-12/0018 LoC 15 with ENERGIA Technical assistance for Gender Mainstreaming GM in Energy Sector Cooperation in Mozambique
1200453	LoC 14 with ENERGIA - Energias assistanse i "Appraisal of the Rural and Renewable Energy Programme in Nepal"
1101534	QZA-0107 LBR-11/0009 LoC 12 with Energia - Planning and implementing gender activities in the MLME - NVE institutional cooperation programme in Liberia
1100676	QZA-0107 TIM-11/0004 LoC 8 Gender mainstreaming (GM) of Energy Sector cooperation in Timor Leste Initial Scoping Mission Ref. frame agreement with Energia 1001451

1100082	QZA-0107 MOZ-11/0002 ETC NL - LoC 5 Building Capacity for Gender Mainstreaming of Energy Sector Cooperation in Mozambique Ref frame agreement with ETC / Energia 1001451
1100067	GLO-2016 QZA-11/0056 Workshop on Gender aspects and the energy sector (NVE) LoC 7: Assistance to NVE workshop QZA-0107 QZA-11/0696 Energia
1100058	QZA-0107 QZA-11/0468 LoC 6 Running Desk consultancies 2011 / Gender Review - ref frame agreement with Energia 1001451
1100042	QZA-0107 QZA-11/0045 LoC 4 Background paper for the World Development Report 2012 Empirical based social analysis of energy and gender ref frame agreement with Energia 1000903
1001710	Energia samarbeid med Petrad ref Norads rammeavtale med Energia 1001451
1001655	LoC 2/2010 Energias Nepal mission Ref frameagreement 1001451 with Energia
1001654	LoC 3/2010 : review of ToR for nepal energy strategy. ref frameagreement with energia 1001451
1001476	LoC1 Assignment over ENA's frameagreement with Energia ref 1001451 : Development of strategy / activity plan for mainstreaming gender in energy programmes
1400531	Annual plans in Norad for gender mainstreaming energy and petroleum sector development cooperation
1302014	Bestilling Amb Kampala - ENERGIA addendum til LoC A/2011 - Gender Mainstreaming i energi- og oljesektorsamarbeid
1300556	Gender and Human rights in energy cooperation in Nepal
1201046	Policy and country experience briefs for gender in energy and petroleum sector cooperation -
1200452	Gender i Energi+

1200230	LoC 13 - The Second Roundtable Conference in connection with Gender Mainstreaming in Energy Sector Cooperation in Mozambique
1101534	QZA-0107 LBR-11/0009 LoC 12 with Energia - Planning and implementing gender activities in the MLME - NVE institutional cooperation programme in Liberia
1101333	QZA-0107 Gender ENA QZA-11/0919 LoC 11 Energy for all deliveries Konferanse i Oslo oktober 2011
1101212	QZA-0107 UGA-11/0051 LoC 9 Gender review of rural electrification projects ETC Crystal
1000903	Procurement of Consultancy Services Gender mainstreaming in energy projects (hydropower and petroleum)
1300151	Bestilling Amb Accra QZA-0498 LBR-12/0008 Mid-term review energy programmes Liberia
1200224	LBR-1022 LBR-09/010 Capacity building MLME Institutional cooperation NVE Implementation

Abbreviations

EdM	Electricidad de Mozambique (national electricity company)
ENH	Empresa Nacional de Hidrocarbonetos (national oil company)
FUNAE	Fundo de Energia (renewable energy agency)
GM	Gender Mainstreaming
GEA	Gender and Energy Adviser
GFP	Gender Focal Point
ICH	International Centre for Hydropower
INP	Instituto Nacional de Petroleo (national petroleum regulator)
MIREM	Ministry of Mineral Resources
MMAS	Ministry of Women and Social Action
MoE	Ministry of Energy
MTR	Mid-Term Review
NVE	Resources- and Energy Directorate
OfD	Oil for Development
RNE	Royal Norwegian Embassy
SE4All	Sustainable Energy for All

Annex 2

Minutes of teleconference 26 June 2014

Date: Thursday 26 June 2014, 14.10 – 15.40

Participants: Kari Marie Thorsen (Norad, Oslo) (KMT)
Edda Collier (for Norconsult, Maputo) (EC)

Objective: Preparatory meeting for kick-off meeting, to affirm common understanding of the ToR and methodology + preliminary briefing by Norad

Key points discussed:

1. Norad's expectations regarding outputs of consultancy:

For Norad the End Review of Energia Framework is the main concern; whereas for the Embassy in Maputo the Mid Term Review is more important since the MTR will indicate how to proceed with the remainder of the project implementation – KMT is therefore concerned to ensure that i) the MTR analysis is used as a case study for the assessment of the Energia Framework and ii) sufficient time is allocated to capture the lessons and specificity of each country in which Energia Framework was implemented. The team should ensure that the report responds to the ToR for the assignment.

EC will draft a revised work plan that also shows the different activities scheduled for the analysis of the different countries and share this with KMT by 7 July.

KMT is available week 7-11 July to be interviewed by telephone and review documents and give input.

EC will send regular status reports to keep Norad informed of progress and to solicit assistance in contacting people and accessing materials if necessary.

The kick-off meeting that is planned for next week with the embassy should clarify the embassy's expectations for the MTR and plan the way forward with regard to operationalize the ToR especially with regard to the field work in Mozambique and MTR of the Mozambique programme. Norad should be informed about the planned meeting in order to take a decision on whether to take part in the meeting or not.

2. Materials and contact persons:

KMT advised that most reports and relevant analytical documents delivered by ENERGIA are available from Norad's website (she will upload the most recent documents in near future). Internal documents such as TOR/contracts and other relevant documents can be requested from KMT and/or the embassies.

KMT will draw up a list of people to be interviewed in Norway and in each country. She will share this list with Sheila so that Sheila can add the local partners into the list.

EC intends to develop a questionnaire to be sent by email to the stakeholders and to follow up with telephone interviews as necessary. She will share this draft questionnaire with KMT by 7 July.

KMT advised EC to follow up asap with Sheila and to send an email to the Embassies with the time frame and explaining what will be the role of the Embassies in this review – send emails with cc to LIRE Section Leader and 2 GPFs (KMT to give contacts).

3. Selection of countries to be included in End Review of Energia Framework:

Each country has its own specificity. KMT briefly explained the following:

- o Nepal: useful to analyse the added value of a Human Rights Based approach to access to energy

- o Uganda: interventions were demand-driven, useful to draw on ENERGIA's reports and to analyse specific requirements and expectations of national partners
- o Ethiopia: activities started in 2014 as part of Global Energy +, useful to analyse the operationalization of global interventions at country level and linkages between gender, energy and climate change
- o Tanzania: gender competence included in appraisal teams, useful to analyse the approach of gender mainstreaming broader appraisals rather than targeted gender mainstreaming interventions
- o Liberia: much has been done already (MTR and gap review and a gender audit for the energy sector is planned) - KMT will make the MTR and gap analysis available for comparative purposes – Liberia is the only country in which a Norwegian partner requested gender mainstreaming assistance in their institutional cooperation with local partners. As in Mozambique focus is on productive use of energy and capacity building for women, and this focus in Liberia may be useful for comparison with the Mozambique case

EC will speak to the other team members to divide the work so that all these countries can be captured. The revised workplan will be submitted to KMT by 7 July (see above). Specifically, she will advise the team to take note of Norad's specific expectations to see an analysis of:

- o the specificity of each country highlighted, relevance of support, what kind of support gives best results in a given context,
- o where should be the main focus for future follow-up (bearing in mind that Norad's assistance in gender mainstreaming has started from Norwegian development cooperation with energy institutions, and not the Ministry of Women/Gender Mainstreaming),
- o Ethiopia, Tanzania and Nepal are countries that Norad consider for further assistance. It is thus important to draw the lessons learned and make recommendations for the future.
- o support to Petrad: Analyse the quality of support given to the Norwegian partner, Petrad, and make recommendations for how Norad should follow up gender mainstreaming of Norwegian partners development cooperation in energy and petroleum cooperation.

4. Institutional aspects to be included in the End Review

Norad plans for tendring a new Framework agreement after this review, thus Norad expects information on:

- o how has the Energia Framework helped Norad to institutionalize gender mainstreaming in Norad's work? What are current challenges and how can a new framework agreement assist Norad in institutionalizing gender mainstreaming?
- o (KMT indicated that Norad's institutional mechanism consists of LIRE and 2 GFPs and country level advisors; what is the institutional location and role of this mechanism, how useful is this mechanism to help Norad institutionalize gender mainstreaming, what capacity building has taken place for Norad and partners to address gender issues; what are weaknesses and strengths of this mechanism) – KMT advises that beginning August is a good time to contact Norad personnel (LIRE, GFPs, Country Advisers, Managers) – KMT will share joint plans (internal planning documents) and suggests that EC schedule a teleconference on these documents
- o How was the framework agreement managed by Norad and ENERGIA + recommendations
- o How have the Embassies made use of Norad and the framework agreement with ENERGIA? In each country requests came up in different ways and the involvement and ownership by the Embassies and national partners is different, so this needs to be drawn out.

o What is the experience of the embassies and partners on Norad's and ENERGIA's management of assignments under the framework agreement?

EC will develop different questionnaires for different audiences (Norad, Embassy and partners).

5. Role of Norconsult in Oslo

Since Norconsult Norway is Norad's main agreement partner, KMT requested that they should be involved in the whole process. She also stressed the importance of English language proficiency. EC will copy Carl on all correspondence, including progress reports, and ask Gaye and Carl to contact Norad on how to handle the additional time that is required to fully cover the End Review.

EC, Maputo, 27 June 2014

Annex 3

List of respondents

Name	Country	Position	Type of interview
Lasten Mika	Zimbabwe	Practical Action	Email
Katrine Danielsen	Netherlands	Lead ENERGIA consultant	Phone
Patience Samhutsa	Zimbabwe	Practical Action	Email
Dorothy Lele	Canada	ENERGIA consultant	Phone + email
Soila Hirvonen	Finland	ENERGIA consultant	Phone
Kim Chi Tran	Myanmar	Petrad GFP	Email
Rose Kutin	Liberia	Email	Email
Soma Dutta	India	Lead ENERGIA Consultant	Phone + email
Sheila Oparaocha	Netherlands	ENERGIA Programme Manager	Email various
Kari Thorsen	Norway	Senior Adviser, Section for Gender and Human Rights	Phone
Kristine Storholt	Norway	Director, Section for Gender and Human Rights	Phone
Sandra Correia	Mozambique – Maputo	Coordinator, GFP Ministry of Energy	Meeting
Laura Nhancale	Mozambique – Maputo	Director Department Planning and Studies, Ministry of Energy	Meeting
Odete Martins	Mozambique – Maputo	Coordinator, GFP Ministry of Mineral Resources	Meeting
Jerónimo Marrime	Mozambique – Maputo/Cabo-Delgado	Head of the EDM Environment and Social Unit, Coordinator of the EDM Demonstration Project	Meeting and Field work visit to EDM Demonstration Project
Olivia Vilanculos	Mozambique – Maputo/Cabo Delgado	EDM GFP	Field work visit to EDM Demonstration Project
Anabela Guilamba	Mozambique – Maputo	FUNAE GFP	

Name	Country	Position	Type of interview
Mari Sofie	Norway	NORAD Senior Adviser Department for Economic Development, Gender and Governance	Phone
Isaura Cuambe	Mozambique – Maputo		Meeting
Elísio Panguene	Mozambique – Maputo	INP GFP	Meeting
Geraldina Juma	Mozambique – Maputo		Meeting
Manuela Magos	Mozambique – Maputo/Cabo Delgado	Delegate of INP Cabo Delgado	Meeting
Knut Laksa	Mozambique	Petroleum Sector Advisor RNE Maputo	Meeting
Grace Mathew	Uganda	REA/REF manager	Email
Bibek Chapagain	RNE in Kathmandu	Energy Advisor	Email + phone
Henry Kimber	Liberia	Ministry of Land, Mines and Energy	Phone
Jen Scott			Email
Lakech Haile	Ethiopia	MOWIE	Email
Tesfaye Alemayehu	Ethiopia	RNE Addis Abeba	Email
Erneus Kijage	Tanzania	ENERGIA consultant	Email
Elsiabeth Cecelski		ENERGIA consultant	Email
Kyr Holm			Email
Dr Saïd	Mozambique - Maputo		Interview
Nigma Tamrakar	Nepal	AEPC	Email
Izildo Nogueira	Mozambique – Cabo Delgado	FUNAE - Nampula and Cabo Delgado Delegate	Field work visit to FUNAE Demonstration Project
Ângela Collet	Mozambique – Cabo Delgado	Reasercher and Ex Gender Adviser to DPMAS Cabo Delgado	Meeting
Dr. Norte	Mozambique – Cabo Delgado	DPREME Cabo Delgado GFP	Meeting

Name	Country	Position	Type of interview
Sheila Murima	Mozambique – Cabo Delgado	Coordinator of Women Department, DPMAS Cabo Delgado	Meeting
Dra. Helena	Mozambique – Cabo Delgado	Executive President of CPAM	Phone
Associação 10 de Maio	Mozambique - Macomia	EDM's Demonstration Programme	Focal Group
Associação 7 de Abril	Mozambique – Macomia	EDM's Demonstration Programme	Focal Group
Associação Luta Contra a Pobreza	Mozambique - Pemba	FUNAE's Demonstration Project	Focal Group
Associação Uhuwere Nrina	Mozambique – Pemba	FUNAE's Demonstration Project	Focal Group

Annex 4

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Training of trainers workshop on gender, productive uses of electricity and business development skills

Annex 5

MTR Mozambique

1. Background: programme description

As part of its long standing support to the energy sector in Mozambique, and in the context of Norway's commitment to gender equality, in 2010 Norad asked ENERGIA to formulate a programme to promote gender mainstreaming in the energy sector at the request of the Royal Norwegian Embassy in Maputo. In 2011 ENERGIA fielded three successive missions to Mozambique to meet with the Embassy, stakeholders in Maputo and in Niassa Province. ENERGIA also involved its Zimbabwe-based consulting partner, Practical Action Consulting, in the elaboration of a programme proposal. The Embassy convened a Roundtable meeting in June 2011 (hosted by the Norwegian Ambassador) to share the proposal and consult with government partners. A final version of the proposal was presented at the 2nd Roundtable meeting held on 6 February 2012. Programme activities started with the recruitment of a Gender and Energy Advisor by the Embassy and Ministry of Energy. She started working in the Ministry of Energy in May 2012. In November 2012 an official agreement was signed between the Government of Mozambique and the Embassy to formalize the programme. A Steering Committee meeting was held in March 2103 in which the M&E framework was refined and risk analysis was updated. The programme's overall goal is to "ensure that both women and men have equal opportunities and benefits from the energy sector in order to participate in the community as well as country development process." The programme consists of various components:

1. Capacity building in gender mainstreaming for key energy sector actors;
2. Creating electricity demand by mobilizing women;
3. Participatory market system development of energy for cooking;
4. Capacity development in gender mainstreaming in environmental management of petroleum development; and,
5. Support to WWF-led civil society coalition for gender mainstreaming in petroleum development.

The main partners are Ministry of Energy (MOE), Ministry of Mineral Resources (MIREM), Mozambican electricity company (Electricidade de Moçambique, hereafter EDM), National Energy Fund (Fundo de Energia, hereafter FUNAE), National Petroleum Institute (Instituto Nacional de Petroleo, INP), National Oil and Gas Company (Empresa Nacional de Hidrocarbonetos, ENH), Ministry of Women and Social Action (Ministério da Mulher e Acção Social, MMAS), Ministry for Environmental Coordination (Ministerio da Coordenação Ambiental, MICOA) and World Wildlife Fund (WWF). MOE is the lead partner, responsible for overall coordination and execution. Considering ENERGIA's extensive participation in the design and implementation of key programme activities, this Mid Term Review serves as a case study for the End Review of the Framework Agreement, illustrating how ENERGIA's approaches and involvement have been applied to respond to a request/call by the Embassy in Maputo, which was in itself based on Norway's long standing support of the Mozambican energy sector.

2. Deployment of the Framework Agreement with ENERGIA

To date, ENERGIA's assistance was deployed under the Framework Agreement for the design of the programme and support to its implementation.

□ Design process

To design/formulate the programme ENERGIA carried out three field missions to Mozambique, during which ENERGIA experts and Practical Action consultants carried out extensive consultations with energy sector stakeholders. This resulted in the production of an assessment (Gender Audit). National priorities for clean energy identified in the assessment included a request from MOE for support to update its 2009 - 2013 Gender Strategy for the Energy Sector and support to build capacity for the implementation of the said strategy. In addition, it was agreed to develop a demonstration project with the utility EDM to increase women's access to electricity and a demonstration project with FUNAE to increase women's use of clean cooking energy. The latter demonstration projects were included in the programme design since both EDM and FUNAE are under the tutelage of MOE and MOE's mandate includes gender issues in supply and demand of energy products and services. National priorities for the petroleum sector identified in the assessment consisted of a request from MIREM to develop a Gender Strategy; training for GPFs in MIREME, INP and ENH; and support to enable MICOA to integrate gender mainstreaming in the social and environmental dimensions of petroleum development. In the consultations, ENERGIA and the governmental stakeholders defined and agreed on the strategies (namely development of training instruments and demonstration projects). ENERGIA subsequently developed a ToR for technical assistance to support gender mainstreaming in energy sector cooperation. The ToR is in essence a kind of concept note, outlining how ENERGIA sees the programme. This was further developed into a Proposed Gender Mainstreaming Support Programme, which was discussed in two roundtable meetings and approved in February 2012.

Although ENERGIA's methodology is time-consuming (e.g. three missions) it permitted extensive consultations which helped design a programme that responds to national priorities and specific requests from government counterparts, thereby helping to build ownership. However, consultations focused entirely on governmental stakeholders and did not make sufficient effort to engage civil society. This may well explain the programme's inability to engage the WWF-led civil society platform later, during implementation. Also, MICOA was not fully engaged from the beginning (MICOA was not consulted before the 2nd Roundtable meeting) and this may have similarly resulted in little demand for the programme's support.

□ Support to implementation

ENERGIA's support to implementation occurred on various levels: i) training activities to build gender mainstreaming capacity, including preparation of resources and training materials; ii) ongoing technical advice and guidance; iii) quality assurance, and iv) reporting of progress and best practices. The sections below outline how ENERGIA inputs were provided to the different programme components. However, from the onset it was clear that the programme would only benefit from ENERGIA's support for the duration of the Framework Agreement. Consequently, there have been no ENERGIA interventions after the Framework Agreement ended in mid 2014.

3. Findings of component 1: Capacity building in gender mainstreaming

This component lies at the heart of the programme. The overall objective is to create capacity for gender mainstreaming among the key partners in the energy sector. The component consists of several interlinked subcomponents, namely:

- Development of gender training toolkits for MOE and MIREM;
- Development of a group of gender mainstreaming trainers in MOE, MIREM, EDM, FUNAE, INP, ENH, MICOA, MMAS and civil society organisations;
- Training of Gender Focal Points from respective partner institutions and development of respective Gender Action Plans;
- Develop and apply a road map for the implementation of the Gender Action Plans.

Outputs/outcomes so far

In May 2012 a local expert, Ms Gilda Monjane, was recruited and started work as Gender and Energy Advisor located in the MOE. Working with ENERGIA, she has adapted training toolkits to suit the Mozambican context and a training manual for Gender Focal Points and trainers that is now available in Portuguese. This process has taken much longer than expected due to difficulties in securing translation and professional printing services. At the time of the evaluation, the manual on energy had not yet been finalized or shared with all partners. During implementation it was agreed that ENERGIA would assist in developing training materials that focus specifically on gender and the extractive industries. This is also being completed. It is clear from all the interviews held by the review team that the Gender and Energy Advisor has been consistently briefed and very well guided by ENERGIA to train a group of trainers within MOE, MIREM, MMAS, MICOA, EDM, FUNAE, INP and ENH on how to mainstream gender into the energy sector. Under this component three workshops were held and these were all facilitated by the Gender and Energy Adviser with direct assistance from ENERGIA (i.e. ENERGIA gave advice on training methodologies and training contents and fielded experts such as Ms Dorothy Lele or partners such as Practical Action to assist with facilitation). To date, 25 Gender and Energy Trainers (seven men and 18 women, including the Gender Focal Points from all institutions) have been trained. The Gender Focal Points have not yet started to work inside their respective institutions to develop Gender Action Plans since they are awaiting the finalization of materials. However, progress has been made in rolling out the planned training programme. For example, trainings for technical staff took place in MOE, MIREM, MMAS, EDM, ENH, INP and awareness sessions were delivered to senior staff.

The review found that although Gender Focal Points already had knowledge of gender mainstreaming, this training component was useful in that it specifically applied gender mainstreaming to the energy sector. For many counterparts gender mainstreaming in energy is a relatively new topic and for those institutions senior management will not support gender unless they see its importance. There is thus a need to intensify training efforts in institutions such as EDM, INP and ENH that have recently been introduced to gender mainstreaming. Ultimately, the impact of this component will be measured by the implementation of the Gender Action Plans and degree to which the implemented activities have contributed to improving women's access to clean energy and increased their participation in the benefits of the emerging petroleum sector. In interviews with the Gender Focal Points, the review team found that they are very clear about this – as they are also clear about the fact that Gender Action Plans will be sustainable only in so far as they are funded through the sectoral budget. In the meantime, as a result of the capacity gained so far the Gender Focal Points have taken some initiatives: for example, ENH's Gender Focal Points have started to organize activities to promote women's participation in technical and managerial jobs; INP staff in Maputo have gained a greater awareness of the importance of sex-disaggregated data; Gender Focal Point/ENERGIA were invited to give input to the design of a new programme with MOE, EDM, Statnet and NVE;

ENERGIA/Gender Focal Point gave input to MIREM's new guidelines on Corporate Social Responsibility; and ENERGIA /Gender Focal Points gave input to the revised Energy Strategy developed by the MOE.

During the programme implementation, the MOE and MIREM also requested assistance to develop up-to-date Gender Strategies for the ministries. In addition, MOE requested support to engender the National Energy Strategy. This is very relevant since Gender Action Plans will have to be consistent with these strategic objectives and activities prioritized in these frameworks. In March 2014 a joint MOE/MIREM workshop was held to validate their respective Gender Strategies and it was decided to hold additional consultations with provincial delegates to give them an opportunity to give input. This process took place in May 2014.

Gender Focal Point system as an institutional mechanism for gender mainstreaming

In Mozambique, the institutional mechanism for gender mainstreaming in the Mozambican government is the network of Gender Focal Points at national, provincial and district level. In some cases (but not all) the Gender Focal Point network is supported by a Gender Unit. Usually Gender Focal Points have other functions and are not in a position to dedicate themselves full-time to gender mainstreaming. Subsequently, there is a need to develop clear ToR outlining their gender mainstreaming responsibilities as well as a system whereby performance of their Gender Focal Point function is assessed and rewarded in the same that their other functions are assessed. In addition, ToR will help Gender Focal Points at provincial and district levels to gain a better understanding of what their specific tasks and responsibilities are. In MIREM the Coordinator of the Gender Focal Points is permanently invited to participate in the ministry's weekly Consultative Council meeting. There is a concern to strengthen the Gender Unit/Coordination mechanism by reviewing its institutional location (to give it visibility and a certain degree of autonomy). EDM has a system of focal points for HIV and there is an idea that they should be responsible for gender mainstreaming also, however, this will require careful delineation of responsibilities in ToR. Gender Action Plans are only useful if they translate into current and future sectoral plans, as this is what secures funding and ensures that staff-time is allocated. This requires political commitment of senior management. One issue is that in Mozambique the Gender Focal Point structure is not effective in holding managers responsible for gender mainstreaming. Consequently, the review team considers that it is necessary to include gender issues in the energy sector in the ongoing political dialogue between the Embassy/Norad and national partners.

Strengthening the role of MMAS and CNAM

So far MMAS has participated in the capacity building (training of trainers) but specific ways in which the programme could help MMAS to apply these new skills have not yet been defined. The review suggests several entry points for closer engagement of MMAS in programme activities. Firstly, the collaboration with MMAS can be strengthened by providing support for the training of CNAM's members at provincial level in Cabo Delgado and at district level in Macomia. At national level there exists the National Council for Advancement of Women (CNAM), which is the intersectoral mechanism presided by the Minister for Women and Social Action. The Gender Focal Points of all ministries, including MOE and MIREM, participate in this forum, as well as representatives of CSOs. CNAM's main mandate is to monitor the implementation of the National Plan for Advancement of Women (PNAM), which contains activities related to the energy sector. CNAM exists at provincial level (CPAM) and at district level (CDAM) and thus is the appropriate mechanism to monitor gender mainstreaming in the energy sector as well as social impacts of petroleum development in Cabo Delgado and in Macomia district. CPAM is led by the Permanent Secretary of the Province; CDAM is led by the Permanent Secretary of the district government; its members include local government technical staff, community leaders, various local associations etc. Secondly, DPMAS has commissioned a study and multi-sectoral action plan to address some critical gender and social aspects of the petroleum megaprojects because the growth of the petroleum sector in Cabo Delgado leads to an urgent need to address gender and

vulnerability issues from an inter-sectorial perspective. Although the study and its concomitant plan have not yet been publicly made available, this may be an opportunity to support the dissemination of this study and its plan of action.

4. Creating electricity demand through mobilizing women

(Findings regarding the EDM demonstration project)

Rural electrification is one of the priorities of the Government of Mozambique and the programme is supporting this by building the capacity of EDM to increase women's access to electricity by promoting the use of electricity to generate income, with which households can finance electricity charges. This approach is being developed in a demonstration project in Macomia, Cabo Delgado Province. Activities implemented include a baseline study showing connection levels at the start of the demonstration project, training for community members with demonstrations of electrical appliances and equipment, basic business development skills, and setting up energy service centres operated by women. Results achieved so far include the following: five groups with a total of 83 women and 16 male community leaders in Macomia have been trained as peer educators on how to use electricity for income generation and how to set up viable businesses and two Energy Centers benefitting a total of 26 women community leaders in Macomia were set up and functioning since March 2014.

According to Practical Action, contracted by ENERGIA to deliver the training sessions, impacts are becoming visible: "the women in first two centers have been demonstrating electricity use and have developed business plans [and] by end of June EDM had recorded more than 50 customers who have registered with EDM to be connected to the National Grid." (Mika Lasten, Practical Action, by email). EDM is also satisfied with Practical Action's intervention and has plans to follow-up with three additional centres in Macomia district. Concerned with the sustainability of the project, the review team in Macomia learned that EDM has difficulty to respond to the increased number of connection requests. In focus group meetings, women indicated they have been placed on a waiting list since they lodged their applications applied (in some cases) up to seven months ago. Many have been encouraged to apply by the training they received and by EDM's special introductory offer of substantially reduced connection costs. As a result of the campaign, which is directed at the general population, many households have been connected with contracts instead of the prepayment system (Credelec is not in use in Macomia.). As households experience difficulties in managing electricity consumption under an unlimited contract, they are often surprised to receive unexpectedly high invoices. Consequently, EDM has to spend a lot of staff time on administratively processing the disconnections of (non-project) clients who have fallen behind with payments. EDM staff suggested that in future they would only install connections if there are guarantees of payment. There have been challenges related to income generation and there have been some negative consequences for female participants who have not been able to pay their electricity bills, showing a need for seed money to help the beneficiaries start their income generating activities. In the focus group, it was reported that only one woman who participated in the project had successfully installed electricity at home as a result of her income generating activities. Anecdotal evidence presented in the meeting suggests that other project members are hesitant to lodge applications as they are afraid of disconnection. The demonstration project is intended for replication. EDM is strongly committed to do this and is awaiting delivery of three additional containers and equipment to set up new demonstration centres. It should also be recognized that the whole process of assessing the situation, training the women and developing the centres has had some impact on some of EDM's managers both in Maputo and in Cabo Delgado, in better recognizing customer needs, EDM responsibilities and how to fulfil them.

The review is concerned that replication will require a substantial effort – acquisition of materials, training events, staff time to follow up, providing in-depth civic education to the community about the conditions of connection, payment modalities, etc. Although EDM has appointed a Coordinator in Macomia, this is not part of EDM's core business and it will be difficult to manage several centres from Maputo. EDM may therefore consider working with an NGO to manage future field projects, especially when rolling out this experience in other districts and provinces. This experience shows that reduced connection fees and training are not enough to encourage women's productive use of electricity in an area where there is little to support women's economic activities and where people have little experience in managing resources including cash revenue. Support measures for micro businesses including seed money are required as well as pro-poor mechanisms such as prepayment and civic education about user charges.

5. Promoting Access to Clean Cooking Energy (FUNAE demonstration project)

The objective of this component is to increase women's access to clean cooking technologies, namely improved cooking stoves, through the development of an integrated strategy and action plan. To do this, Practical Action designed and delivered training on how to produce improved stoves and how to carry out a value chain analysis to commercialize the stoves. In 2013, FUNAE developed strategic action plans for Biogas Market System, LPG Market System, Biomass Market System looking at improved cooking stoves (ICS) specifically and Solar Market System. In 2013, FUNAE reviewed their current strategy to incorporate strategic action plans and developed a Gender Action Plan that was submitted to MOE for approval and funds were disbursed in December 2014. Two women's associations were established, legalized and trained in business planning and management of their ICS enterprises. By end of June 2014, the two women's groups had been assisted to produce ICS and link up with markets for ICS. As a result of these activities, FUNAE is now able to identify gender and energy issues in their specific areas of work and what can be done to resolve them. In terms of efficiency, FUNAE's procurement procedures are geared to secure quality goods and services but they are part of a lengthy process. This has resulted in delays, which were a challenge for Practical Action since its intervention was limited by the duration of the Framework Agreement. The activities have been effective in reaching the component objectives, but several (unexpected) challenges were encountered, such as the lack of business acumen among the women's associations and resulting need to provide business development skills and the difficulties to identify suitable groups resulting in the need to assist them in formally registering their association etc. FUNAE is very positive about the experience, fostering commitment to replicate the demonstration project in Gaza and Tete Provinces. To ensure that the production and sale of the improved cooking stoves can continue without FUNAE's support, FUNAE will carry out civic education because practice has shown that uptake is very limited unless communities have been properly informed about the advantages of improved stoves.

The review team visited the two associations and found significant differences between them, with the group in Metuge doing very well: they have acquired know-how to produce stoves using locally available raw materials and have clear strategies to sell them (i.e. they have identified a price that is acceptable to the consumers and the stoves are sold in several markets, not only locally). They are now keeping records and have begun to cost their labour input and raw materials (clay and firewood) into operations. They have captured a certain market and even travel to Pemba to sell their stoves as well as in feiras (market days) around Metuge. At the end of the year the proceeds are divided among the association's members so that they have cash available for the festive season, school fees etc. The association in Muchara (based in Pemba) is a much newer group, created specifically to make use of the knowledge provided by the programme. This group faces difficulties as the association has not yet been legally registered (process not yet completed) and the demonstration site is on land that is not yet legally theirs. As they are in a peri-urban area the greatest challenge is to obtain clay and wood and FUNAE has had to find solutions to make this available. The difference between the two groups highlights the importance of working with a mature

association that has a diversified source of income. For the Metuge group the training represented an added value in that it enabled them to develop a new product to complement their existing economic activities, whereas for the Muchara group the knowledge delivered by the programme is only one of many inputs that are required for the association's adequate functioning.

6. Capacity development in gender mainstreaming in environmental management of petroleum development

According to the programme document, the objective of this component is to provide support for MICOA to integrate gender concerns in their training programmes for social impact assessment of petroleum development. We find that implementation is very much below what was planned: in 2012 MICOA participated in gender mainstreaming training and it appears that since then no concrete activities have taken place. In particular, the briefing paper and checklists have not been developed because there have been no requests from MICOA. When ENERGIA approached MICOA, it heard that there was no perceived need for support. As noted before, the lack of requests is perhaps indicative of MICOA's late and limited participation in the formulation process. In addition, the team finds that the programme only engaged the Gender Focal Point, who is located in the Directorate for Environmental Promotion. This narrow identification of gender mainstreaming responsibilities with the Gender Focal Point role leads to a risk of not engaging the adequate counterparts, as happened in this case, when the Department of Environmental Licensing in the National Directorate for Environmental Impact Assessments was not involved. During the evaluation, the team found that MICOA expressed other needs that could constitute potential entry points for collaboration with the programme. MICOA confirmed that it is interested in exploring with the MOE how to jointly implement MICOA's Gender Strategy (which includes the promotion of improved stoves in Cabo Delgado), which could be linked to replication of FUNAE's demonstration project. In addition, MICOA already coordinates with the energy sector on the Plan of Action for Gender, Environment and Climate Change. During a mission to Mozambique, Norad/LIRE suggested an alternative approach to ensure that gender issues are captured in the social and environmental impact assessments of petroleum development (i.e. other than through MICOA). In particular, it was suggested that the programme should support INP, the regulator, which is mandated to address social aspects of petroleum development. ENERGIA has carried out an assignment to consult with INP and stakeholders; this is now being explored.

7. Support to WWF-led civil society coalition for gender mainstreaming in petroleum development

As per programme proposal, the objective of this component was "to build the capacity of the WWF-led civil society coalition to integrate gender considerations within the activities, training and materials of the Platform for Natural Resources." This was to be done by establishing a working relationship with WWF and the coalition, giving civil society organizations (CSOs) access to gender mainstreaming materials and including them in gender mainstreaming training, and supporting WWF to undertake a study to obtain concrete sex disaggregated data on the social and gender impacts of petroleum development in the communities. This component has not been implemented "due to lack of requests." (Quarterly Progress Report Oct-Dec 2013, submitted February 2014). Some attempts were made to initiate collaboration and key SCOs were invited to participate in programme training activities but the coalition was not interested to collaborate, on the grounds that they are already aware of gender issues and lack of interest in working in a government-led programme. In April 2014 Norad instructed that all components should attempt to engage civil society, but no specific effort has been made. The team considers that CSOs are reluctant to engage in a partnership with government since in controversial areas such as social and environmental aspects of megaprojects of petroleum development in Cabo Delgado (recently there has been some disagreement between government and some CSOs around the resettlement of local populations in Palma where the liquid natural gas plant will be built). The programme has approached Forum Mulher (nation-wide umbrella organization of women's

associations and gender NGOs) but no clear commitments were reached, as Forum Mulher has limited outreach in the districts affected by megaprojects.

Considering that the oil sector is set to grow exponentially, and considering the current lack of a platform where government and CSOs can dialogue around men and women's rights to participate in oil sector development, lack of progress in this component could signify a substantial missed opportunity. The team therefore endorses ENERZIA's proposal to carry out a mapping of CSOs to identify appropriate partnerships (since the WWF-platform did not engage) and support INP in setting up an on-going constructive dialogue with civil society for monitoring and oversight, particularly with regard to addressing women and men's respective vulnerabilities (ENERZIA, Support to INP on the Gender Impacts of Gas Development in Cabo Delgado, Final Report, June 2014).

8. Programme management

The MOE is lead partner and programme coordinator. As such, the Ministry is responsible for the financial management of programme resources, coordination of programme activities with other participating institutions and orientation of programme strategies. For programme management, semestral meetings have been held in which progress has been reviewed and programme approaches reviewed. Furthermore, a Steering Committee was established that is headed by the Director of Planning and Studies of MOE. To date there have been three Steering Committee meetings, (March 2013, October 2013, March 2014) in which indicators have been revised and the risk analysis updated. The Gender and Energy Advisor plays a central role in the management of programme activities: the Gender and Energy Advisor function is to provide continuous support to the partner institutions and to help MOE to coordinate between the stakeholders. The Gender and Energy Advisor thus reports directly to the Steering Committee. From the beginning it was clear that this role is key to the programme's success: "It is essential that the Gender and Energy Advisor is accepted as a key coordinating person by all involved parties, is well integrated into the working structure, and has a clear mandate and space to act and to influence processes for progress and positive change." (ENERZIA, Proposed Gender Mainstreaming Support Programme, 15 February 2012, based on agreements reached in the 2nd Roundtable) During the interviews, the review team found a deep concern among all partner institutions that in practice the Gender and Energy Advisor is carrying out responsibilities that are inherent to MOE including leadership and overall coordination, reporting and financial management. It is also noted that the Gender and Energy Advisor's contract ended in May 2014. The review team therefore recommends that a Steering Committee meeting be convened as soon as possible to assess the performance and future contractual status of the Gender and Energy Advisor.

In terms of financial management, expenses related to ENERZIA's activities are covered by Norad through the Framework Agreement and are thus managed separately. Initially, there was some confusion about the contract/budget under the Framework Agreement and the Embassy's separate agreement and budget with MOE. However, that was clarified by the Embassy. Regarding the part that is nationally executed, programme funds are paid by the Embassy to MOE. The review team only received narrative reports and did not get access to financial reports submitted by either ENERZIA or the MOE to Norad and the Embassy respectively. From interviews, the following was understood: regarding the management of the Framework Agreement by Norad and ENERZIA, the Embassy and national partners indicate that they are satisfied, since this reduces their administrative work and ENERZIA has produced good reports in timely manner. However, several partners raised concerns about the quality and timeliness of financial and narrative reporting by the Gender and Energy Advisor, obliging ENERZIA to step in. There are also some concerns about inefficiency caused by double accounting: MOE channels funds to other partners who in turn channel it to other institutions. For example, INP receives funding through MIREM (that receives from the MOE). INP's senior management opted to receive funds from MIREM on the grounds that INP and MIREM work closely together and that this would reduce the administrative burden. In practice, however, each institution is

obliged to comply with governmental procedures and this translates into a dual system of accounting. This in turn has significantly complicated and delayed the processing of reimbursements. Some flexibility is required since delays can negatively impact the programme. For example, an INP staff member could not participate in the Palma workshop because the money was not processed in time; EDM has been waiting three months for funds to place an order for three containers to replicate the demonstration centres. Expenses for the baseline study of EDM were originally included under a special budget line for NGO activities; when this line was cut the necessary reallocation caused delays.

9. Overall analysis of the programme approach

Relevance of the programme

The programme fits the priorities and policies of the main stakeholders very well, since its design was carried out using a participatory and inclusive approach. It responds to the needs of governmental stakeholders and has resulted in a significant degree of commitment and ownership by key stakeholders (e.g. EDM and FUNAE are committed to replicate the demonstration projects). The design also capitalizes on ENERGIA's existing expertise and knowledge capital (e.g. by adapting existing toolkits that have been tried and tested, by using previous experience in other countries etc). However, the review also found that not all stakeholders were actively engaged in the design phase. In particular, MMAS, MICOA and CSOs were not involved in the initial design of the programme resulting in their limited participation in the programme activities. Regarding MMAS/CNAM, there is an opportunity to strengthen strategic partnerships with MMAS/CNAM at national, provincial and district levels. Although there is little time left to establish such partnerships, they would be very useful as they could enable the programme to integrate gender mainstreaming in the definition of mitigation measures as well as in the analysis of social and environmental dimensions of the petroleum projects in Cabo Delgado. This will help to build awareness and visibility of gender issues in the petroleum sector which is steadily gaining importance in Mozambique's national economy.

Effectiveness of the institutional arrangements

The review finds that the programme is effective in so far that: i) implementation arrangements are based on the respective mandates of each partner organization, including the coordination roles of the MOE and MIREM in relation to the clean energy and petroleum sectors respectively ; ii) the programme's focus on competency building for Gender Focal Points and the development of Gender Action Plans is in line with government strategies for gender mainstreaming; and iii) the initial outcomes are in line with expected results. The programme strategies focus on capacity building through training, development of policy documents and Gender Action Plans, and demonstration projects. These strategies are relevant for gender mainstreaming in Mozambique but experience shows that mainstreaming requires much more than capacity building for Gender Focal Points and development of Gender Action Plans – the review finds that these aspects have been insufficiently addressed by the programme. Firstly, in some institutions the Gender Focal Point role is quite new (e.g. EDM, ENH, INP) and there is still a need to define the role of the Gender Focal Point. Secondly, it is necessary to define the institutional mechanisms that enable Gender Focal Points to intervene in activities that are developed by other departments. Thirdly, there is a need to ensure that Gender Action Plans are properly disseminated among all staff so that a broad-based commitment is built to secure resource allocation and implement the Gender Action Plans. As long as Gender Action Plans are "owned" only by the Gender Focal Points, they will not be effective instruments for mainstreaming. In addition, the achievement of real, sustainable results will depend to a significant extent on management support, which could be compromised if clarity of the Gender and Energy Advisor role is not achieved. As discussed above and in the End Review, the team has serious concerns about the effectiveness of the demonstration projects since they focus only on technological transfer and fail to consider the full context in which they operate.

The Framework Agreement was effective to provide quality expertise: ENERGIA used its network to source the nearest local partner (Practical Action is Zimbabwe-based). Practical Action's delivery of the EDM baseline was somewhat delayed by staff turn-over within Practical Action, but overall their work is generally acknowledged to be very good. ENERGIA consultants were also considered very professional by the national partners.

□ Efficiency

The programme is managed on two levels: i) ENERGIA activities are managed by Norad and ENERGIA under the Framework Agreement, which are very efficiently managed, and ii) programme activities and finances are managed by MOE in collaboration with other partners. Overall this management is good, although there have been some delays in disbursements and flexibility is required to avoid administrative delays.

10. Conclusions and recommendations

□ Component 1: capacity building

The review found that in spite of initial delays related to the disbursement of funds to start activities and practical issues (translation, printing of materials etc.) capacity building efforts are proceeding (i.e. Gender Focal Points have been trained and are delivering awareness training within their institutions). The development of Gender Action Plans has been delayed due to the long approval process of the Gender Strategies for the MOE and MIREM. It is thus not yet possible to gauge the impact and quality of the training received by the Gender Focal Points, as this was to lead to the development of Gender Action Plans as well as to the delivery of awareness trainings. There is a need to respond to requests for additional capacity building from partners such as EDM and INP for whom the gender mainstreaming approach is still very new – this will be critical to ensure the formulation and implementation of adequate Gender Action Plans. A positive aspect is that the government has requested assistance from ENERGIA and Gender Focal Points to engender other processes and instruments such as the National Energy Strategy, illustrating how the programme's strategy for capacity building leads to gender mainstreaming in sectoral initiatives. Specific recommendations are:

- Finalize and share the TOT manuals as soon as possible;
- Finalize Gender Strategies for MOE and MIREM;
- Update training needs to meet the needs/expectations of all partners;
- Develop Gender Action Plans in each institution;
- The capacity building for Gender Focal Points in the energy sector could include an opportunity for Gender Focal Points to collectively analyse the relative advantages and weaknesses of the Gender Focal Point system and identify appropriate responses such as the development of ToR, training of Gender Focal Points at provincial level etc;
- Inclusion of gender mainstreaming in the energy sector as part of the ongoing policy dialogue between the Embassy and government partners;
- Provide training on gender and energy to CNAM's members at provincial level in Cabo Delgado and at district level in Macomia;
- Support the dissemination of DPAMS' study and plan of action on the gender and social dimensions of the megaprojects in Cabo Delgado.

EDM demonstration project and FUNAE demonstration project (components 2 and 3)

Both demonstration projects are being implemented according to the workplan. So far, all partners expressed satisfaction and replication is planned both by EDM and FUNAE. EDM is interested in developing the productive use of energy to increase demand for electricity, whereas FUNAE intends to develop initiatives related to biogas based on the value chain analysis methodology that was learned in the workshops. Although both EDM and FUNAE have a clear political will to replicate these demonstration projects, both demonstration projects highlight the fact that demand for electricity and improved stoves depend on much more than the delivery of technology and marketing skills. In the case of the EDM project, the team learned of only one woman who succeeded in obtaining electricity; in the case of the Muchara association supported by FUNAE production had not really started. In both cases the critical factor was the absence of additional support measures needed for women's entrepreneurship, including access to capital (with which to purchase raw materials) and extensive community education is needed to explain clearly what opportunities are being created.

Specific recommendations include:

- Identification of synergies/linkages with other partners that can deliver economic support and community education about the conditions for household/commercial connections and benefits of improved cooking stoves – this includes securing initial financing of the electricity consumption until the activities turn out to be sustainable (seed – money)
- Assist EDM in defining appropriate methods to upscale PUE (e.g. support for the development of a PUE strategy) and define ways to integrate gender into its customer outreach model – this includes putting Credelec (prepayment of electricity consumption) in place.
- Assist FUNAE to document and widely disseminate the benefits of the value chain analysis as a strategy to promote women's access to clean cooking energy.

Component 4: support to the petroleum sector

Although MICOA has actively participated in the general capacity building no support has been given yet by the programme to integrate gender mainstreaming in MICOA's environmental impact assessments. As pointed out above, perhaps this limited engagement is due to MICOA's late involvement in the formulation process and it is unclear to which extent the Department of Environmental Licensing has been engaged. This experience shows that the programme has not sought to dialogue with MICOA on what could be done to fully attain this objective in function of MICOA's own priorities. Instead, the programme has sought to find alternative ways to meet the objective of engendering social and environmental impact assessments of megaprojects associated with petroleum development (in particular, the INP as regulator will be a very strategic partner). However, opportunities to define meaningful collaboration with MICOA exist and should be explored.

Specific recommendations for the programme include:

- Proceed with ENERGIA's proposal for support to INP (i.e. assisting INP to start a dialogue with CSOs);
- Provide training to the expanded INP team in Pemba;
- Explore ways to support MICOA's capacity to implement its Gender Strategy and the Plan of Action for Gender, Environment and Climate Change;

- Engage MICOA's Department of Environmental Licensing in the National Directorate for Environmental Impact Assessments with a view to defining appropriate forms of support.

□ Component 5: support to CSOs

Like most Framework Agreement assignments, the gender mainstreaming programme in Mozambique has focused almost exclusively on government. In this case, the experience confirms that CSOs that have not been actively included in the formulation process are hesitant to partake in programmes, especially if they are executed by government and touch on contentious issues. Nonetheless, CSOs have an important role in monitoring social dimensions of strategic energy sectors such as the petroleum gas development in Cabo Delgado. It has been seen that CSOs will not automatically come on board, but that they need to have the space to define and negotiate their role with government partners. Their role cannot be regarded as an add-on in government executed programmes unless they are seen as equal partners. In this respect, Embassies/donors can be helpful to support CSO engagement and raise CSO visibility.

Concrete recommendations :

- Encourage INP, MIREM, DPMAS/CPAM, MICOA to set up a constructive dialogue with CSOs;
- Explore what specific inputs (e.g. technical assistance) would be useful to CSOs to integrate gender in their work to mitigate social impacts of megaprojects.

□ Need for continued technical support

On the whole, the review finds that the programme is being implemented according to the stated objectives and the material reviewed indicates that in all likelihood the planned results will be reached although they may not be achieved within the stipulated time frame.

The implementation so far shows that consultative processes almost invariably take more time than initially planned and this risk factor is seldom adequately provided for. In order to accelerate the pace of implementation, it will be important that Norad provides continued technical support such as was provided by ENERGIA to help the programme address the recommendations outlined above. There is very little time left and delays are to be expected on account of elections, holidays, formation of a new government. The challenge will be to move quickly. This makes the availability of high quality and effective technical input critical. To ensure continuity of the programme strategies the review team recommends that the Embassy/Norad make funds available to continue input by ENERGIA.

Overall recommendation

The team recommends that the Embassy should proceed with the programme after its current round is phased out. This is based on the fact that gender mainstreaming is a demanding process in terms of capacity, the strategic importance of the energy sector in Mozambique's future political and economic development, the present commitment/interest by leading energy sector partners, and the possibility to engage key players in the petroleum sector (INP as regulator, ENH, MIREM). When the programme is concluded, a separate Final Review/external evaluation should take place to determine what significant gaps remained insufficiently addressed and what opportunities exist to deepen gender mainstreaming in the Mozambican energy sector which can be used as the basis for continuation of support. In our view support should be directed primarily at ensuring that gender is systematically included in policy dialogue on clean

energy and petroleum sector development. In other words, whereas the first phase focuses on training and gender action planning, the second phase could consolidate these gains by supporting the inclusion of gender in the policy dialogue (through development of skills, strategies, evidence, and instruments for advocacy).

11 Summary

Evaluation element

Definition/key issues

Efficiency

(Programme productivity)

- Outputs in relation to inputs, i.e. results in relation to resource use

Effectiveness

Extent to which the objective has been achieved

- Achievements in relation to the target (quantity, quality, time)
- When the objective can be expected to be fulfilled

Impact

All other direct or indirect effects of the programme

- All positive effects
- All negative effects, foreseen and unforeseen
- The relative importance of the various effects

Relevance

Whether the objectives are still in keeping with local and national priorities and needs

- Relevant changes in the society
- Changes in the programme to accommodate unfulfilled needs
- Discrepancies between objectives and priorities/policies

Sustainability

Whether the positive effects will continue after external support has been terminated

- Availability of resources for continuation of operations in the future
- Willingness to use resources for this purpose
- Whether benefits justify future costs

Ratings

Efficiency: Possible ratings: High, Substantial, Modest, negligible.

Effectiveness: Possible ratings: High, Substantial, Modest, Negligible.

Impact: Possible ratings: High, Substantial, Modest, negligible.

Relevance: Possible ratings: High, Substantial, Modest, Negligible.

Sustainability: Possible ratings: Highly Likely, Likely, Unlikely, Highly Unlikely, Not Evaluable

Criterion and Rating	Reasons for Rating
<p>Sustainability</p> <p>The sustainability of the programme can be rated as <i>unlikely</i></p>	<ul style="list-style-type: none"> • High commitment by government to replication of demonstration projects, but unclear to what extent this can be covered by own funds • The demonstration projects require complex support measures (business skills development, community information campaigns) and introduction of new instruments (gender responsive outreach and pro-poor contractual/payment modalities) that are not foreseen in the programme • Good quality training and technical support was provided • Good commitment to capacity building activities by governmental partners, but additional capacity was requested and this is not foreseen in programme (so resource allocation is uncertain) • Gender Action Plans will be developed soon but there is no provision for funding the implementation under the programme (gender plans will compete with other priorities for funding under the state budget) • Additional support (training) is needed to strengthen the Gender Focal Point structure that will lead and monitor the development and implementation of the gender action plans • Limited buy-in by the partners that were not consulted from the beginning, especially Ministry of Women and Social Action, Ministry of Coordination of Environmental Affairs and civil society • Perceived ambiguity concerning the role and responsibilities of the Gender and Energy Advisor • New government may not be committed to gender equality – possible need for programme to engage in policy dialogue
<p>Relevance</p> <p>The relevance of the programme can be rated as <i>substantial</i>.</p> <p>(does programme respond to stated priorities and needs/circumstances)</p>	<ul style="list-style-type: none"> • Rural electrification is a government priority – so the programme strategy to increase demand by promoting productive use of energy is relevant; • Strategy to promote manufacture and sale of low-cost improved cooking stoves addresses increased environmental pressure and decreased availability of fire wood for cooking • Capacity building targets Gender Focal Points function/structure which is government's chosen institutional mechanism for gender mainstreaming and builds on previous donor support • Consistency of programme outputs with government policy commitments: it is expected that the Gender Action Plans (still to be developed) will be based on the strategies of the Ministry of Energy and Ministry of Mineral Resources • However, two components have not been addressed and there is little evidence of strategic action
<p>Impact</p> <p>The real impacts (both positive and negative) of the programme at this</p>	<ul style="list-style-type: none"> • At the moment the only results are outputs (training materials, manuals, number of people trained, gender strategies for Ministry of Energy and Ministry of Mineral Resources)

Criterion and Rating	Reasons for Rating
<p>time can be rated as <i>negligible</i>.</p>	<ul style="list-style-type: none"> • The Clean Cooking Energy demonstration project implemented by the National Energy Fund FUNAE has not led to a significantly greater demand for improved cooking stoves • The demonstration project run by Electricidade de Moçambique EDM failed to increase the demand for electricity • Non-implementation of the component that was intended to train Ministry of Environmental Coordination and civil society to include gender and social dimensions in environmental impact assessments is a missed opportunity to address growing concerns around petroleum development
<p>Effectiveness</p> <p>The effectiveness of the programme at this time can be rated as <i>modest</i>.</p> <p>(will objectives be fulfilled)</p>	<ul style="list-style-type: none"> • Technical assistance by ENERGIA ended when the Framework Agreement expired in June 2014 • ENERGIA did not develop an exit strategy - hence absence of effective quality control • Limited budgetary resources to introduce meaningful actions on the ground • Limited existing opportunities for sector-wide planning and management (hence gender will be monitored in each institution and synergies are lost) • Absence of SMART results framework • In spite of extensive consultations in the design phase, demonstration projects do not adequately address socio-economic and political context • The programme and projects can only lead to a more sustainable development if there are other supporting efforts
<p>Efficiency</p> <p>The efficiency of the programme at this time can be rated as <i>modest</i></p> <p>(output in relation to input)</p>	<ul style="list-style-type: none"> • Programme outputs will be achieved • Involvement of international technical experts with proven track record • Good quality technical assistance led to solid outputs (trainings, materials etc) • Proactive engagement of government counterparts • Some delays but generally due to procurement and dual accountability

Annex 6

Framework Agreement achievements and way forward in some sample countries

FA achievements and way forward in some sample countries

The ToR specify that Ethiopia, Nepal and Tanzania are countries that Norad may consider for future assistance. The End Review, therefore, summarized what have been the key outputs and outcomes of the FA and presents some suggestions for follow up.

Ethiopia

FA outputs and outcomes

In Ethiopia, the FA was used to develop a Gender Action Plan in the Ministry for Water, Irrigation and Energy. This is in line with the clean energy initiatives under the Climate Resilient Green Economy (CRGE) strategy in Ethiopia. "The CRGE is the Government of Ethiopia's (GoE) ambitious plan across multiple sectors to realize its commitment to national economic growth without increasing carbon emissions relative to today's baseline. The establishment of the CRGE institutional architecture and processes is currently being devised; eventually the vision is to incorporate all clean energy programs and projects under its auspices. Recognizing the opportunity for the GoE to mainstream gender from the outset as the sector continues to grow, the purpose of the GAP was to assess the status of, and potential for, gender entry points in ongoing clean energy projects of the Ministry of Water, Irrigation and Energy (MOWIE). The GAP further aimed to assess what support was required to enhance the ability of the institution and in particular its Women's Affairs Directorate (WAD), to strengthen ongoing gender mainstreaming in energy programs." (ENERGIA Management Note for LoC 24/2014)

An ENERGIA consultant, who worked with a local consultant seconded by MOWIE, carried out a document review, key informant interviews, a gender action planning workshop with stakeholders, and a field trip to visit selected clean energy projects in Ethiopia during a first mission in March 2014. In May 2014 the ENERGIA consultant returned to Addis Ababa together with a LIRE representative to discuss the findings and recommendations of the GAP in a validation workshop with national partners. Once it is implemented, the GAP will be important instrument to institutionalize GM in the entire energy sector. "As the GAP has just been developed, it is perhaps too early to say what the long-term impacts will be. However putting in place gender indicators and objectives in every energy sector program identified in the GAP, and requiring gender disaggregated data, will go a long way towards providing information for policy makers to better tailor their projects and interventions to reach women as well as men. Additionally, providing for the creation of a center of expertise within the Ministry on gender and energy will create an institutional framework for sustainable capacity building, and enable the Ministry to extend training to regions and sub-regional government staff, to ensure gender is addressed effectively in their work. The GAP includes a pilot gender and energy audit to establish a research-based overview of the priority issues in terms of gender and energy, and the GAP further contains a budget line to implement a pilot gender and energy project in response to the audit's findings. Finally, the GAP provides a strategic roadmap with activities and achievable goals to measure progress against." (Jen Scott, ENERGIA consultant, questionnaire) This will be important, since "the sector is very dominated by men and most of the studies and National documents are not gender sensitive knowing the end result is for women. Most of the plans do not have a gender sensitive objective and clear target, output and outcome." (Ms Lakech Haile, Director Women's Affairs Directorate, MOWIE, by email) "The GAP could give a better consideration of the issue and would eventually become obligatory. Provided the full package implementation of the GAP for the next three years, it would also avert the awareness problem both at the ministry and regional level (institutional level)." (Tsfaye Alemayehu, on behalf of Royal Norwegian Embassy in Addis Abeba, questionnaire).

Way forward

The GAP has been finalized and approved by national partners and publicly disseminated in August 2014. However, implementation has not yet started, although MOWIE has indicated that it will do so when funds are available. "One very important challenge is budget, there are no a clear earmarked budget for the purpose of gender mainstreaming in the national action plans and this hampers the progress of gender mainstreaming." (Ms Lakech Haile, Director Women's Affairs Directorate, MOWIE, by email) Funding was addressed by the LIRE/ENERGIA mission which met with UNDP, who agreed to apportion part of its CRGE support program to fund a 6-month position for a national consultant to work with the WAD and continue momentum on initiating GAP recommendations. ENERGIA and the Embassy also advised MOWIE to ensure GAP funding requirements are included in the long-term budget for CRGE implementation: "First and foremost we have to ensure that all relevant directorates within the Ministry should clearly show that gender mainstreaming will be one of the activities in the next Ethiopian budget year. WAD in the Ministry could distribute the Final GAP and call for a meeting to discuss what activities should be taken by which directorate." (Tesfaye Alemayehu, on behalf of Royal Norwegian Embassy in Addis Abeba, questionnaire). Long term support will be required: "beyond the 6 months initial support consultant as budgeted in the plan, the Ministry is likely to need longer term support, particularly in terms of internal coordination/communication, and monitoring and evaluation of gender mainstreaming efforts in the energy programs. In terms of scaling the gender mainstreaming effort, the Ministry will require a longer-term strategy focusing on how to create capacity to mainstream gender at local and regional levels." (Jen Scott, ENERGIA consultant, questionnaire)

Recommendations

- Embassy to convene quarterly review in which all relevant directorates are invited to participate under coordination of WAD so as to follow up progress
- Norad to continue its support for WAD (staffing and training), especially at the early stages of implementation (not only the staff of WAD, but also staff of other relevant directorates should be trained)
- Embassy and a framework partner to provide sustained follow up and technical support

Nepal

FA outputs and outcomes

In Nepal, the FA was used on several occasions to support the systematic integration of Gender Equality and Social Inclusion (GESI) issues in both Norway's own strategy for energy sector support and in national energy sector programmes. For example, Letter of Contract (LoC) 3/2010 provided ENERGIA assistance to help Norad comment on the ToR of a review to develop a new 10 year strategy for Norwegian support to the energy sector in Nepal. This assignment ensured that the new sector support strategy was based on a proper analysis of GESI issues. Consequently, Norad decided in 2011 to support the National Rural and Renewable Energy Programme (NRREP) and to include support for GM in its programme support. LoC 14/2012 deployed an ENERGIA consultancy to provide GESI inputs to the Appraisal of the National Rural and Renewable Energy Programme (NRREP) 2012-2017, and this resulted in a critical examination of all GESI aspects of the NRREP's components. The Alternative Energy Promotion Centre (AEPC) is the implementing body for the NRREP and in 2013 ENERGIA was requested to assist AEPC to operationalize GESI in the NRREP. Since AEPC had a good knowledge of GESI, it found ENERGIA's input very theoretical, in comparison to the practical, implementation-oriented support they expected.

In 2013 Norad (LIRE) undertook a mission to Nepal to monitor the FA and to explore GM from a rights perspective. As part of its support for Norad's mission ENERGIA deployed a consultant to carry out an appraisal of the Local Governance and Community Development Programme (LGCDP) 2013-2017 from a gender and rights perspective. During the joint ENERGIA/LIRE mission, an Embassy-Norad Working Group established and Joint Plan drafted. The Joint Plan was presented in June 2013 and includes several forms of support, such as technical assistance to LGCDP and NRREP, the design and implement pilot on G&R and GESI, capacity building for AEPC on GESI so that knowledge translates into other policy, awareness and engagement of civil society groups working on GESI and Gender & Rights and access to energy. Two activities under the draft Joint Plan have already been finalized with the support of ENERGIA, namely inputs to the Aide Memoire of the NRREP inception review and an appraisal of the LGCDP in Nepal identifying entry points for a more inclusive and accountable renewable energy service delivery using a GESI and human rights perspective.

Asked what constitute the main outcomes so far, AEPC cited "preparation of ToR and work plan to produce knowledge products and pilot testing the rights based approach in the RET service delivery". (GESI team member, AEPC/National Renewable Energy Programme, by email) "In response to the FA initiative, the AEPC GESI-team developed a ToR on 'GESI and human rights-based approach to increase energy access in Nepal' requesting ENERGIA's assistance to implement three focused assignments: a) Production of knowledge products to strengthen Gender & Rights in renewable energy (RE) policy and practice, b) Hands-on technical assistance to the preparation of the RE policy and RE perspective plan, and c) Piloting a GESI and rights based approach to increase energy access in Nepal. This resulted in a lengthy process of developing and agreeing on a detailed TOR." (ENERGIA consultant, questionnaire). There was however not time to implement these assignments before the end of the FA. "The start-up of the main trajectory was delayed because of the time constraints of both Norad and national partner in Nepal (AEPC). When the go ahead was given there was too short time left of the framework contract to start its implementation." Although the delay has led to some disappointment on the part of AEPC, the importance of the process is acknowledged.

Way forward

Clearly, the agreed trajectory/focused assignments need to be implemented, including gender integration in RE policy and a G&R based approach to district and community level energy planning. Expectations have been raised, so this should be a priority. If there is a 2nd phase of the FA, "the framework partner should start a dialogue with NRREP to see what are current priorities/most relevant support, considering that

NRREP has since signed an MOU with local governance programme so they will expect some technical assistance on how to design interventions, develop training packages and develop tools." (Energy Advisor, Royal Norwegian Embassy in Katmandu). Norway's support for the LGCDP presents a concrete opportunity to link the energy sector and governance programmes. Possible entry points include working with communities to help citizens understand what are subsidies, how to access these, what are their rights (e.g. clean cooking technology for all by 2017) etc. "Up-scaling GESI can be done by using an ENERGIA-like organization to create training packages to build capacity for social mobilizers in local governance programme to empower citizens to demand energy services and access to subsidies etc. from local government." (Energy Advisor, Royal Embassy of Norway in Katmandu, by telephone)

The Norad-Embassy Joint Plan also foresees in the communication and global sharing of lessons learned and best practices. On the one hand, stakeholders in Nepal are keen to obtain access to international best practices. On the other hand, considering Nepal's experience in exploring social inclusion and human rights based approach, the documentation and exchange of experience is likely to be of benefit and interest to other countries.

Recommendations

- Norad and Embassy to proceed with the implementation of their Joint Plan
- Embassy to support the development of a pilot to maximise the linkages between Norway's energy sector support and its support to the governance sector and make rights perspective visible
- Embassy to ensure the pilot process is documented and experience is shared as widely as possible (stakeholders in Nepal, other countries etc.)

Tanzania

FA outputs and results so far

At the Embassy's request, ENERGIA undertook an assignment to provide gender and poverty inputs to the Embassy's appraisal of the Rural Energy Agency (REA). The REA administers the Rural Energy Fund (REF), providing rural populations with access to knowledge about energy sources and grants to acquire such technology. In this way, the FA was used to introduce GM into the Embassy's funding decision. In particular, ENERGIA mobilized a team of four experts, two international and two local consultants who were tasked with examining to what extent the REF programme includes GM, identifying specific entry points for GM, and briefing the Appraisal team on these issues with a view to integrating the GM findings into the final Appraisal report. Based on the identified gaps, a gender action plan was developed for implementation by REA and partners. This process "involved several pre-country visit discussions with REA and other in country gender experts to ensure that key gender issues in energy were fully underscored. Based on these discussions, an action plan was developed in the form of program which was then used to render the support. This program included formation of a gender team of experts, which included local gender experts, and ENERGIA experts." (Grace Mathew, REA/REF Manager, by email)

As a result, "REA is now fully set with commitments, tools and strategic framework for ensuring gender mainstreaming in all of its operations throughout the country." (Erneus Kaijage, ENERGIA consultant, questionnaire) REA is continually offering's training and capacity building to new and existing project developers. Gender is also being integrated in communication and marketing materials. Apart from helping REA to develop concrete activities, the FA has also greatly contributed to strengthening institutionalization of GM commitments in REA/REF: "REA has a gender unit which is responsible for coordinating all aspects related to gender and energy. Also REA has developed a gender strategy, action plans and has incorporated key gender considerations in key REA operational frameworks (e.g. business plans, guidelines for feasibility studies, incorporation into SP and M+ E framework. This will ensure gender issues are fully addressed going forward. Further, REA is planning to prepare a gender program which will be implemented say in not less than five (5) years." (Grace Mathew, REA/REF Manager, by email)

Way forward

The NORAD framework agreement through ENERGIA only focused on energy in terms of grid and some of grid such as solar wind and hydropower which in the direct mandate of REA. However, other important energy sources such gas and petroleum which are not under the direct mandate of REA were not addressed during this engagement. This is an area where interventions are eagerly needed. As identified in the Appraisal, Tanzania is a large country and for the majority of households the sole energy option for cooking is wood fuel. For that reason, REA considers that support for scaling up its pilot project on using LPG as cooking energy would be very timely and necessary. The pilot is being implemented as a pilot project in one region in partnership with Oryx Gas T Ltd.

There is also a need for joint/coordinated efforts on mainstreaming gender within energy sector. "REA collaborates with other energy actors like TANESCO as such sharing experience and lessons learnt and influence action of other actors in other energy subsectors such as gas and petroleum is a good idea because by doing that we can have entry point for supporting rural women." (Grace Mathew, REA/REF, by email) Indeed, "addressing gender gap/challenges a separate program for TANESCO and TPDC which can be linked to REA's efforts is recommended." (Grace Mathew, REA/REF, by email)

Recommendation

- Norad and the Embassy to explore with REA/REF how its GM experience can be shared, particularly with a view to developing evidence-based advocacy directed at other actors in other energy subsectors such as the emerging gas and petroleum sector.

Overall Conclusion

The experience in Ethiopia and Nepal illustrate that for the country level assignments, the FA with ENERGIA has appropriately responded to specific needs for technical assistance. Given the limited time frame it is not yet concretely possible to show how the FA intervention has contributed to improvements in women's access to energy, although in Tanzania clear progress has been made in institutionalizing GM at the level of the Rural Energy Agency and Rural Energy Fund that provide access to energy technologies and this has led to some concrete gains (e.g. training is available for women, information materials are gender responsive etc). However, the process itself is widely recognized and valued by stakeholders as an aspect of capacity building.

Tanzania, Nepal and Ethiopia clearly indicated an interest in receiving sustained Norad assistance to consolidate progress achieved under the FA. Ideally, this assistance ideally would take the form of a framework agreement that can be used to deploy technical assistance in combination with strong commitment building for GM. For example: "In Ethiopia, the work is just beginning – the Ministry will need continued support to implement the Gender Action Plan, in the form of technical assistance to build institutional capacity, but also budget to implement the GAP. It would also be very helpful if there was a strong signal of support for gender mainstreaming from the management of the flagship Energy+ program, and more of a commitment to incorporate gender requirements into Norwegian support for the sector." (Jen Scott, ENERGIA consultant, by email). With regard to Nepal: [There is a need for] further and continuous work with AEPC in Nepal [and to] produce the planned knowledge products. However, it is also necessary that AEPC is asked to demonstrate its own commitment by following up on gender mainstreaming efforts and sharing gender results with Norad." (Soma Dutta, ENERGIA consultant, by email)

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