**UNIT 7 Indicators for achieving gender goals**

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| **Learning objectives**: | After completing the unit the participant should be able to:   * Explain the need for gender indicators in energy policies and programmes * Classify indicators as input, process, output or outcome * Explain the difference between qualitative and quantitative indicators * Develop gender indicators for energy policies and programmes |
| **Time schedule**: | * 2 hours |

***Aim of the unit:*** To demonstrate the role of gender indicators in achieving gender goals.

***Key concepts and ideas introduced in this unit:***

Quantitative indicators; qualitative indicators;

SMART indicators

Baselines and targets

***Topics in this unit:*** Levels of indicators

Categories of indicators

Data for Indicators

Designing gender indicators for gender goals

Baselines and targets

**INDICATORS FOR ACHIEVING GENDER GOALS**

***Introduction***

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

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

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

**Levels of indicators**

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

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

**Examples of key questions to ask at this stage**: Is gender disaggregated data routinely collected?

What percentage of the MoE budget is allocated to ensuring that women’s energy needs are met?

Was gender sensitivity training given to all team members?

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

**Key questions:** What factors are furthering/hindering reaching project gender goals?

Have partner organisations sufficient gender capacity?

Are gender goals clear to all partners?

*Outcome* indicators measure the long-term results of policies and programmes and their effectiveness in achieving the gender goals. This assessment requires monitoring and evaluation.

**Key questions:** What are the desired/undesired effects on gender equality?

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

**Categories of indicators**

There are two categories of indicators: quantitative and qualitative.

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

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

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

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

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

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

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

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

**Discussion Point 1**

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

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

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

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

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

**Data for indicators**

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

The data for qualitative indicators is generally collected through interviews and participatory data gathering methods which make data more costly to collect and so can result in smaller sample sizes than a survey using quantitative methods for the same amount of money. There is sometimes scepticism about the validity of the data from participatory methods among some energy sector professionals with a technical background, particularly in relation to how representative the findings are to the population as a whole. However, the increasing use of Participatory Poverty Assessments as part of PRSP processes is increasing familiarity with these methods and helping overcome scepticism.

**Discussion Point 2**

Do you consider that qualitative gender indicators have a role in the energy sector?

Table 1 gives examples of different approaches to data collection for indicators. Each approach has its strengths and weaknesses.

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

**Table 1 Methods for indicator data collection**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Type** | **Description** | **Beneﬁts** | **Drawbacks** | **Examples** |
| **Checklist**  **indicators** | Ask whether something is or is not in place. The measure is a question of “yes” or “no.” | Good for monitoring processes, statements of political will, commitments.  Simple and cheap data collection. | Lack qualitative aspect. Sometimes  a question of interpretation | Is a gender main-streaming policy in place in the MoE?  Was a gender expert involved in production of the energy policy? |
| **Statistics-based**  **indicators** | “Traditional” indicators that measure changes using available statistical data. | Information is readily available. | Rarely provide a qualitative perspective. Often need to be complemented with the other two types. | Male: Female  ratio with access to electricity  Male: Female  employment  levels in the energy sector |
| **Indicators requiring speciﬁc forms**  **of data collection** | Require speciﬁc forms of data collection (sociological surveys, focus groups, interviews, etc). Require specific, replicable methodology so that data can be compared over time. | Data is often extremely useful and speciﬁc. Good means of collecting qualitative data. | Often resource-intensive (time, money, human resources). | % of women/men satisfied with their solar home system.  % of women/men who consider that the national energy policy meets their needs. |

Indicators can be used at different levels (national, regional, local) depending on what policy or intervention is being monitored or evaluation. It also needs to be clear at not only what an indicator measures but also what it does not measure. Table 2 gives some examples.

**Table 2 Examples of indicators, what they do and do not measure[[1]](#footnote-1).**

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

**Developing the gender indicators**

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

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

1. Identify the gender goals [See Unit – Identifying Gender Goals].
2. Develop an indicator for each gender goal. The process should begin with the following questions:

* What type of information (which variable) can demonstrate a positive change?
* How can we measure that the expected results are being achieved?
* What can be feasibly monitored with given resource and capacity constraints?
* Will timely information be available for the different monitoring exercises?
* What will the system of data collection be and who will be responsible?
* Who will use the data?

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

**Table 3 Gender indicators for reaching gender goals**

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

**Baselines and targets**

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

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

**Summary**

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

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

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

**Reference**

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

**Exercise: Identifying and developing indicators**

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

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

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

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

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

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

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

1. Adapted from UNDP (2007), *Gender Mainstreaming in Practice: A Toolkit* (*PART II:* *Sectoral Briefs)* [↑](#footnote-ref-1)