PROGRESS REPORT
GENDER MAINSTREAMING IN NORAD’S ENERGY PROGRAMME

Support for Norad’s Energy Department
Under Frame Agreement Number: 1000903

Prepared by the Gender and Energy Technical Advisory Team
(GETAT)
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EXECUTIVE SUMMARY

1. Introduction

Norad’s Energy Department is in the process of developing a strategy for the mainstreaming of gender in its energy programs that provides not only an activity plan but also identifies which countries, types of programs, areas and activities to prioritise. A consortium led by ETC Netherlands/ENERGIA has been engaged to provide Norad with relevant and effective expertise in relation to integration of gender equality in clean energy and petroleum development cooperation.

The first deliverable for the consortium is a progress report including an understanding of Norwegian support to the energy sector in relation to international best practices in gender mainstreaming.

2. Gender Mainstreaming in Development Cooperation

2.1. Defining the Concept of Gender Mainstreaming

Gender mainstreaming can be seen both as a methodology and as an objective. On the one hand, gender mainstreaming consists of using gender analysis to identify issues related to gender roles and relations, as well as to the ownership and control over assets. On the other hand it consists of addressing particular issues of strategic importance to women. When assessing impact of development programmes, one has to understand the multiple factors which contribute to women’s marginalisation and thereby lack of choices. Adopting a gender mainstreaming approach helps to overcome failures to include the differences between women, whose experience of marginalisation on grounds of sex varies according to other aspects of identity, including poverty, ethnicity, caste or other factors. Mixed groups contain power relationships, between women and women, and between women and men, that will privilege the concerns of the most powerful.

Consequently development agencies need to adopt a dual-faceted approach to ensure that individual women’s choices are not constrained by institutional discrimination against them on grounds of their sex. At the same time, support is required for individual women to enable them to respond positively to interventions intended to transform their lives as well as their family and community.

2.2. Key Elements of Current Gender Mainstreaming Practice Gender Policy

Gender policies are used as an essential first step in mainstreaming, but, in themselves, they are insufficient to transform organisational practices, procedures and structures. For gender mainstreaming to take place, changes are required within programmes to enable women to participate as fully as men, in terms of numbers and with substantive input. First, this is important on the grounds of justice as women have the right to participate in equal numbers with men throughout society. Second, women’s equal participation affects the programmes design and implementation.

A successful gender mainstreaming strategy targets programmes, policies and plans, leadership, commitment and accountability, advocates, and support mechanisms and organizational change. A sound gender mainstreaming process includes:

- Mapping of existing policy, institutional, and implementation situation in the country for gender and development
- Assessment of the existing gender capacities of implementing agencies and their partners
- Use of gender analysis to assess the implications for programme activities of the gender division of labour, and of women’s and men’s differential access to and control over resources and benefits, and hence how benefits can be maximized and negative effects minimized for planned interventions

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1 Gender analysis is a process of analyzing the way in which women’s and men’s, or girls’ and boys’ experiences differ. It often draws on sex-disaggregated data, and analyzes the causes and consequences of gender difference and inequality.
2 Clisby, S., article in Gender & Development, Volume 13, Issue 2 July 2005
3 www.energia.org
• Development of a Gender Action Plan
• Building consensus around the Gender Action Plan and building the necessary capacities to plan and implement the GAP
• Adjusting programme activities and/or carry out pilot activities, which contain the seeds of change to contribute directly and/or indirectly to achievement of the agreed upon gender goals, and contribute to a transformation of gender relations
• Establishing a baseline and track indicators for measuring the success of gender mainstreaming efforts
• Documenting the process of gender mainstreaming for learning for other programmes and practitioners

In the work of gender mainstreaming, it is important to include men in initiatives. Men are important agents of change and their manner of participation can either make or break the success of gender mainstreaming.

3. The Norwegian Effort towards Gender Mainstreaming

The Norwegian Parliament and the Norwegian Government have put women’s rights and gender equality high on their agenda with the Report No. 11 (2007-2008) On Equal Terms: Women’s Rights and Gender Equality in International Development Policy and the Action Plan for Women’s Rights and Gender Equality. The Action Plan affirms that a holistic approach to development policy requires more than targeted WRGE policies. However, a Mid-Term Review of the Action Plan for Women’s Rights and Gender Equality in Development in 2009 agreed with a Parliament report that found that there is a gap between policy and actions. The reviews found little evidence of gender mainstreaming in the work of the Ministry of Foreign Affairs (MFA) and Norad, in particular infrastructure and energy were found to have a low score. The Norwegian development policy is to mainstream and integrate WRGE perspectives in all sectors with oil and clean energy as priority areas.

3.1. Gender in Norad’s Energy Programming

The purpose of energy supply systems is to provide a variety of energy services to improve the productivity of human beings in the vast array of their daily activities. Energy sector support necessarily focuses on production and supply systems, but when connections are not made with users’ needs and the conditions of their energy use (the demand side), decision-makers and managers miss the reasons why large sections of a population may not have benefited as much as others from improved energy services.

Improvements in energy supply are aimed at supporting the three main components of the economy: productive activities, domestic (also called reproductive or care) activities and public services. A great deal of the work within these components is done by women using sub-standard equipment and inputs and under difficult conditions, often using their own metabolic energy. The work can be very physically demanding and time consuming. There are also serious health issues associated with inefficient energy use, such as indoor air pollution from inefficient stoves. Women are exposed to sexual harassment and violence when collecting fuelwood. When improved energy services such as electricity are introduced, women’s lives are transformed and often gender relations as well, when for example, men begin to help with household chores. Women’s activities tend to be the last to be mechanized or electrified.

Improved energy quality and availability is central to increasing the productivity of labour, in higher levels of employment and wages over time, which then result in improved standards of living. The extent to which the poor and women share in these benefits, however, depends on their capabilities in relation to

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6 http://www.norad.no/en/Tools+and+publications/Publications/Publication+page?key=132907
the types of jobs generated. It is not uncommon that as an industry upgrades unskilled jobs are lost to the detriment of the illiterate poor, a large proportion of whom are women.

The main gender connections with energy supply and use are in the areas of:

- Access to energy services;
- Site-specific effects of energy development, production, and transportation; and
- Climate change and adaptation.

There are also two major areas of gender issues within energy sector institutions (both public and private sector):

- Employment equity and working conditions; and
- Women’s participation in decision-making.

3.2. Gender Assessment of Norad’s Energy Sector Framework and Country Programmes

Energy programming is intended to support the goal of poverty reduction, but indirectly, through economic development. The connection of the Clean Energy programme with poverty reduction and gender equality is elaborated more clearly than in the Oil for Development programme.

The goal of the Clean Energy programme is stated on Norad’s website as “to fight poverty through the promotion of access to sustainable and affordable energy services”\(^7\), whereas the main aim of the Oil for Development initiative “is to generate economic growth and promote welfare for the whole population in an environmentally sustainable way.”\(^8\)

Women’s rights and gender equality (WRGE) are a strategic priority for Norad, but the connections with the energy sector are not clear, and therefore it has not been clear how to mainstream gender within energy programming, especially in the Oil for Development (OfD) programme.

3.3. Gender and Oil for Development\(^9\)

The Oil for Development (OfD) programme aims at assisting developing countries to manage their petroleum resources sustainably. It works at the institutional level, building the capacity of public authorities in resource, environmental and revenue management, and integrating good governance, transparency and anti-corruption as vital components.

OfD is meant to contribute to Norad’s overarching goal of reducing poverty, but, because of the nature of the work at higher levels of management of upstream resource exploration and extraction, its effects on product availability, distribution, access and use are not easily seen or measured.

Gender issues in the site-specific effects of petroleum exploration and production activities have been identified in several studies. The repercussions of oil spills, gas flaring and waste discharges have had serious negative consequences on the “oil communities” living in the vicinity with important gender differences in impacts related to men and women’s different work, needs, responsibilities, social and political positions and the resources available to them.

In terms of an analytical framework for oil for development programmes, gender aspects found in specific elements of country programmes in Norad’s nine core countries (Angola, Bolivia, Ghana, Madagascar, Mozambique, Nigeria, Sudan, Timor-Leste) are outlined in the following table:

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\(^7\) http://www.norad.no/en/Thematic-areas/Energy/Clean-Energy/Clean-Energy.125103.cms?show=all

\(^8\) Preface, Oil for Development Annual Report 2009

\(^9\) This section is based on a review of the Oil for Development Annual Report 2009, the Oil for Development Work Plan and Financial Overview 2010 and Evaluation of the Norwegian petroleum-related assistance: Case Studies Regarding Mozambique, Bangladesh, East Timor and Angola, 2007.
<table>
<thead>
<tr>
<th><strong>OIL FOR DEVELOPMENT COUNTRY PROGRAMMES</strong></th>
<th><strong>GENDER ASPECTS</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. GENERAL:</strong> Sector management and institutional strengthening</td>
<td><strong>All programme components:</strong></td>
</tr>
<tr>
<td><strong>Policy</strong></td>
<td>• Gender equitable employment</td>
</tr>
<tr>
<td>• Petroleum development policies and strategies</td>
<td>• Women’s participation/consultation in decision-making</td>
</tr>
<tr>
<td>• Legal and regulatory frameworks</td>
<td>• Women in training programs</td>
</tr>
<tr>
<td>• Licensing regulations</td>
<td><strong>Policy</strong></td>
</tr>
<tr>
<td><strong>Financial: Revenue management</strong></td>
<td><strong>Revenue management</strong></td>
</tr>
<tr>
<td>• Tax regimes, government budgets</td>
<td><strong>Transparency</strong></td>
</tr>
<tr>
<td>• Financial transparency and accountability</td>
<td><strong>Environmental management &amp; protection</strong></td>
</tr>
<tr>
<td>• Management of financial savings (oil funds)</td>
<td>• livelihoods</td>
</tr>
<tr>
<td><strong>Transparency, anti-corruption</strong></td>
<td>• food, water and fuel sources</td>
</tr>
<tr>
<td>• Strategies for transparent licensing and tendering processes, contracting and payments by oil companies</td>
<td>• health</td>
</tr>
<tr>
<td>• Support to civil society</td>
<td>• social networks and support</td>
</tr>
<tr>
<td><strong>Environmental management &amp; protection</strong></td>
<td><strong>Data</strong></td>
</tr>
<tr>
<td>• Capacity building</td>
<td><strong>Occupational health and safety</strong></td>
</tr>
<tr>
<td>• Basic legislation, rules and regulations</td>
<td><strong>Education, training &amp; capacity building</strong></td>
</tr>
<tr>
<td>• Minimise discharges from activities</td>
<td>• Gender impacts of exploration &amp; extraction activities:</td>
</tr>
<tr>
<td>• Environmental impact assessments</td>
<td>• involuntary relocation</td>
</tr>
<tr>
<td>• Manage gas flaring and other petroleum-related climate challenges</td>
<td>• livelihoods</td>
</tr>
<tr>
<td>• Women’s participation in negotiations</td>
<td>• food, water and fuel sources</td>
</tr>
<tr>
<td>• Women’s needs and interests included in compensation and mitigation measures</td>
<td>• family health, nutrition &amp; sanitation</td>
</tr>
<tr>
<td><strong>Data systems and collection</strong></td>
<td>• social networks and support</td>
</tr>
<tr>
<td>• Petroleum Data management</td>
<td>• women’s participation in negotiations</td>
</tr>
<tr>
<td>• Updating office computer systems</td>
<td>• women’s needs and interests included in compensation and mitigation measures</td>
</tr>
<tr>
<td><strong>Human Resources</strong></td>
<td>• Women’s access to products</td>
</tr>
<tr>
<td>• Occupational health and safety</td>
<td><strong>Education, training &amp; capacity building</strong></td>
</tr>
<tr>
<td>Education, training &amp; capacity building</td>
<td>• Gender impacts of exploration &amp; extraction activities:</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>2. UPSTREAM PROGRAMS</strong></th>
<th><strong>Data</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Resource management</strong></td>
<td>• involuntary relocation</td>
</tr>
<tr>
<td>• Frameworks for petroleum exploration and production</td>
<td>• livelihoods</td>
</tr>
<tr>
<td>• Resource assessment &amp; analysis</td>
<td>• food, water and fuel sources</td>
</tr>
<tr>
<td>• Resource databases</td>
<td>• family health, nutrition &amp; sanitation</td>
</tr>
<tr>
<td>• Policies to stimulate technology development and local industry</td>
<td>• social networks and support</td>
</tr>
<tr>
<td><strong>Monitoring and control of petroleum activities</strong></td>
<td>• women’s participation in negotiations</td>
</tr>
<tr>
<td>• Production monitoring</td>
<td>• women’s needs and interests included in compensation and mitigation measures</td>
</tr>
<tr>
<td>• Deep-water development (Nigeria)</td>
<td><strong>Private sector linkages</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>3. DOWNSTREAM PROGRAMS</strong></th>
<th><strong>Product distribution and use</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Product distribution and use</strong></td>
<td>• Gender impacts of exploration &amp; extraction activities:</td>
</tr>
<tr>
<td>• Gas utilization and metering (Nigeria)</td>
<td>• involuntary relocation</td>
</tr>
<tr>
<td><strong>Private sector linkages</strong></td>
<td>• livelihoods</td>
</tr>
<tr>
<td>• Negotiations and licensing</td>
<td>• food, water and fuel sources</td>
</tr>
</tbody>
</table>

Progress Report: Gender Mainstreaming into Norad’s Energy Programme
### 3.4. Gender and Clean Energy for Development

The Programme Clean Energy for Development sees energy playing a role in achieving development strategies, combating poverty and achieving the Millennium Development Goals. The programme also contributes to Norway’s efforts to address greenhouse gas emissions and climate change. Gender is at the heart of the programme by specifically identifying women and children as a target group. There are a number of aspects to the programme which can be considered as beneficial to women, such as the attention to clean energy at affordable prices, based on long-term, sustainable management of natural resources (including the need to maintain biodiversity) and efficient energy consumption. However, gender is only referred to as a cross-cutting theme without explanation of how it will function.

The private sector, with priority to local or regional companies, and NGOs are expected to play a central role in implementing the energy programme. This raises the question about the gender employment policy of such organisations and the attention given to women’s skills and capacity development.

The development of a technical skills base in the South is a major component of the Clean Energy Programme within which there is an example of best practice: the EnPe Master Programme. This programme includes among its objectives enhancing gender equality in all programme activities.

In terms of an analytical framework for clean energy programmes, gender aspects found in specific elements of country programmes in Norad’s seven core countries (Mozambique, Nepal, Tanzania, Uganda, Timor-Leste, Liberia and Ethiopia) are outlined in the following table:

<table>
<thead>
<tr>
<th>CLEAN ENERGY FOR DEVELOPMENT</th>
<th>GENDER ASPECTS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. GENERAL:</strong> Sector management and institutional strengthening</td>
<td>All programme components:</td>
</tr>
<tr>
<td></td>
<td>• Gender equitable employment</td>
</tr>
<tr>
<td></td>
<td>• Women’s participation or consultation in decision-making</td>
</tr>
<tr>
<td></td>
<td>• Women in training programs</td>
</tr>
<tr>
<td><strong>Policy</strong></td>
<td></td>
</tr>
<tr>
<td>• Reducing bottlenecks to scaling up access to clean energy technologies</td>
<td></td>
</tr>
<tr>
<td>• Increasing the role of private sector investment</td>
<td></td>
</tr>
<tr>
<td>• Developing analytical basis, organizational set-up and partnership structure to aid Norwegian policy makers.</td>
<td></td>
</tr>
<tr>
<td><strong>Management of public funds</strong></td>
<td></td>
</tr>
<tr>
<td>• Improved management of public financial investments</td>
<td></td>
</tr>
<tr>
<td>• Improved planning processes</td>
<td></td>
</tr>
<tr>
<td>• Increased cash flows from improved access to electricity supply</td>
<td></td>
</tr>
<tr>
<td><strong>Transparency, anti-corruption</strong></td>
<td></td>
</tr>
<tr>
<td>• Utilities with appropriate legal framework, an autonomous regulatory body, and clear guidelines for accounting practices, auditing systems and financial reporting</td>
<td></td>
</tr>
<tr>
<td>• Increased community control over and ownership of decentralised energy systems</td>
<td></td>
</tr>
<tr>
<td>• Support to civil society for monitoring</td>
<td></td>
</tr>
<tr>
<td>• Appropriate uses of subsidies and tariffs</td>
<td></td>
</tr>
<tr>
<td><strong>Environmental management &amp; protection</strong></td>
<td></td>
</tr>
<tr>
<td>• Capacity building</td>
<td></td>
</tr>
<tr>
<td>• Basic legislation, rules and regulations</td>
<td></td>
</tr>
<tr>
<td>• Watershed management</td>
<td></td>
</tr>
<tr>
<td>• Safe battery disposal with PV systems</td>
<td></td>
</tr>
<tr>
<td>• Environmental impact assessments</td>
<td></td>
</tr>
</tbody>
</table>

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This section is based on a review of "Clean Energy for Development Policy Platform" and "Initiative for Clean Energy in Development Cooperation: Action Plan 2009-12".
<table>
<thead>
<tr>
<th>CLEAN ENERGY FOR DEVELOPMENT</th>
<th>GENDER ASPECTS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Human Resources</strong></td>
<td><strong>Occupational health and safety</strong></td>
</tr>
<tr>
<td>• Occupational health and safety</td>
<td>• Gender differences, including sizing of equipment and reproductive health</td>
</tr>
<tr>
<td>• Education, training &amp; capacity building</td>
<td>• Gender differences familiarity and confidence with modern energy technology</td>
</tr>
<tr>
<td><strong>Education, training &amp; capacity building</strong></td>
<td><strong>Education, training &amp; capacity building</strong></td>
</tr>
<tr>
<td>• Gender differences, including sizing of equipment and reproductive health</td>
<td>• Recruitment and involvement of women in infrastructure projects</td>
</tr>
<tr>
<td>• Gender differences familiarity and confidence with modern energy technology</td>
<td>• Women receive training with modern energy equipment.</td>
</tr>
</tbody>
</table>

### 2. THEMATIC AREAS

<table>
<thead>
<tr>
<th><strong>Leveraging private investment</strong></th>
<th><strong>Leveraging private investment</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>• Promoting public-private partnerships</td>
<td>• Transfer process is gender sensitive</td>
</tr>
<tr>
<td>• Technology transfer</td>
<td>• Women benefit from more transparent distribution and use of financial resources</td>
</tr>
<tr>
<td>• Improved budgeting processes</td>
<td>• Gender analysis is at the core of the methodology</td>
</tr>
<tr>
<td>• Development of best practice approach, methodology and analysis for financial investments</td>
<td><strong>Rural electrification</strong></td>
</tr>
<tr>
<td><strong>Rural electrification</strong></td>
<td><strong>Rural electrification</strong></td>
</tr>
<tr>
<td>• Increased access through grid and off-grid systems</td>
<td>• Gender impacts of large-scale hydro development:</td>
</tr>
<tr>
<td>• Inward migration bringing STDs and pressure on public services</td>
<td>• Involuntary relocation</td>
</tr>
<tr>
<td>• Optimising electricity for social &amp; productive needs</td>
<td>• Livelihoods</td>
</tr>
<tr>
<td>• Financing access to supply and technology</td>
<td>• Food, water and fuel sources</td>
</tr>
<tr>
<td>• Awareness raising about possibilities</td>
<td>• Family health, nutrition &amp; sanitation</td>
</tr>
<tr>
<td><strong>Energy efficiency</strong></td>
<td><strong>Energy efficiency</strong></td>
</tr>
<tr>
<td>• Greenhouse gas emission reduction</td>
<td>• Social networks and support</td>
</tr>
<tr>
<td>• Efficient large-scale power systems</td>
<td>• Gender differences in finance, skills and other resources influencing access to electricity &amp; its benefits</td>
</tr>
<tr>
<td><strong>Gender and equal opportunities</strong></td>
<td><strong>Gender and equal opportunities</strong></td>
</tr>
<tr>
<td>• Identifying and implementing opportunities for gender mainstreaming</td>
<td>• Gender differences in political influence to direct prioritisation of benefits</td>
</tr>
<tr>
<td><strong>Institutional cooperation</strong></td>
<td><strong>Institutional cooperation</strong></td>
</tr>
<tr>
<td>• Enhancing institutional capacity</td>
<td>• Gender mainstreaming is promoted as part of capacity building.</td>
</tr>
</tbody>
</table>

### 3.5. Country Selection Criteria

The following criteria are proposed for selecting the priority countries for gender mainstreaming in Norad’s energy sector support:

- Interest and gender responsiveness of particular Embassies, programs and partners in each country
- the size and focus (core or non-core) of Norad’s energy program in each country
- overlap and availability of ENERGIA’s network and resources in each country
- global and regional balance according to Norad’s priorities
- MFA pilot countries on gender
Suggested priority countries to start with that have been discussed and decided upon by the Energy department are:

- Nepal – Clean Energy (CE)
- Ethiopia – Clean Energy (CE)
- Liberia – Clean Energy (CE)
- Nigeria – Oil for Development (OfD)
- Angola – Clean Energy (CE) and Oil for Development (Ofd)
- Mozambique – Clean Energy (CE) and Oil for Development (Ofd)
- Timor-Leste – Clean Energy (CE) and Oil for Development (Ofd)

To mainstream gender in the Norad’s energy programmes and to identify what needs to be done in each country context, one need to be clear about the gender connections and impacts, i.e. the differential benefits and costs on women and men of different social groups, in relation to each country programme. Further to this, specific action will be needed to promote gender equality and women’s empowerment as a route to gender equality.
1 INTRODUCTION

A consortium led by ETC Netherlands/ENERGIA has been engaged to provide Norad with relevant and effective expertise in relation to integration of gender equality in clean energy and petroleum development cooperation. Within a general frame agreement for the assignment, specific activities and tasks will be carried out by the consortium.

Under this arrangement, the first task is to develop a concrete, to the point and practical strategy/activity plan for mainstreaming of gender in energy programs that provides Norad’s Energy Department with an activity plan for what countries, types of programs, areas and activities to give priority to. This document is the first deliverable under this task and is a progress report including an understanding of Norwegian support to the energy sector in relation to international best practices in gender mainstreaming11.

This report is organised in four sections. After the Introduction, section 2 introduces current thinking on the concept and practice of gender mainstreaming, including key learning points and an assessment of Norad’s own efforts on gender mainstreaming. Section 3 provides a gender assessment of two aspects of NORAD’s development cooperation: that on Oil for Development and on Clean Energy. The annex compiles together best practice and lessons on gender mainstreaming linked to the Norad’s five priority areas of development cooperation drawn from experiences of other donors and sectors, in particular that of infrastructure provision.

2 GENDER MAINSTREAMING IN DEVELOPMENT COOPERATION

2.1 Defining the Concept of Gender Mainstreaming

Many development organisations have followed the definition on gender mainstreaming developed by the UN Economic and Social Council. The definition is also used to describe the Norwegian policy towards gender mainstreaming:

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.12

Further, it is common to distinguish between two kinds of mainstreaming approaches. The first approach started during the UN Decade for Women 1976–85. It aims to integrate women, as well as men, into the existing development framework. The focus is on women as a marginalised group, with additional or special interests. This approach has been criticised as a ‘add women and stir’ strategy, which ignores unequal gender power relations.

The second approach aims to rectify this critique by looking at the ‘strategic gender interests’, which aims to transform law, customs, and institutional procedures so that these no longer discriminate against women on grounds of sex. Here a gender analysis of inequalities between women and men is included, which also sets gender relations in the context of other societal issues such as race, class, age, religion, cast, language, and disability. In this way new insight of the causes of women’s marginalisation is included in development programmes, and thereby a commitment to support changes that challenges gender inequality.

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11 Based on this report and discussions with NORAD, a practical Gender Strategy and Activity Plan will be developed, suggesting intervention strategies, methods and key activities for gender mainstreaming in energy projects for a list of priority countries.
Thus, on the one hand, gender mainstreaming consists of using gender analysis to identify issues related to gender roles and relations, as well as to the ownership and control over assets. On the other hand, it consists of addressing particular issues of strategic importance to women. For example, practical needs faced by poor households in rural areas of Africa are shown in gender analysis to be caused, in part, by unequal access to essential resources/assets especially by female-headed households. Women’s and men’s range of resources/assets are included in the analysis:

- Natural resource assets: land, water, forests, biodiversity, energy
- Financial assets: credit, capital, and income
- Physical assets: technology, in particular labour-saving technologies
- Information assets: local knowledge, formal education, access to information.

When assessing impact of development programmes, one has to understand the multiple factors which contribute to women’s marginalisation and thereby lack of choices. But often analyses fail to include the differences between women, whose experience of marginalisation on grounds of sex varies according to other aspects of identity, including poverty, ethnicity, caste or other factors. Mixed groups contain power relationships, between women and women, and between women and men, that will privilege the concerns of the most powerful.

Consequently development agencies need to adopt a dual-faceted approach to ensure that individual women’s choices are not constrained by institutional discrimination against them on grounds of their sex. At the same time, support is required for individual women to enable them to respond positively to interventions intended to transform their lives as well as their family and community.

### 2.2 Key Elements of Current Gender Mainstreaming Practice

#### Gender Policy

Gender policies are used as an essential first step in mainstreaming, but, in themselves, they are insufficient to transform organisational practices, procedures, and structures, as evidence from the Norwegian reviews show. Policies can often seem imposed from above or outside. Without local ownership, these policies can alienate the very people who are supposed to implement them. Also many international donors insist that gender inequality must be addressed as part of the funding agreements. Once the money is secured, although there might be a role such as ‘gender adviser’, this is often window dressing and little attention is paid to the need for policy and activities to be shaped to the local context. There is policy evaporation in part this can be attributed to local partners have different motivations to incorporating gender into policy.

#### Gender Training

Gender training is often the only local activity to be included in the funded interventions. While gender training has the potential to build commitment to put gender policies into practice, all too often the type of training offered fails to do this. Gender training, like gender policy, is often not adapted to local realities. In addition, it has a tendency to focus narrowly on awareness rising, as if this will, in itself, enable individuals to address gender inequality in their work. It neglects the need to mainstream men into the process and support them in creating the space for women to participate. The training should be tailored to the local context to enable participants and communities to respond to specific tasks in their personal and professional contexts.

#### Gender in Programmes

For gender mainstreaming to take place, changes are required within programmes to enable women to participate as fully as men, in terms of numbers and with substantive input. First, this is important on the grounds of justice as women have the right to participate in equal numbers with men throughout society. Second, women’s equal participation affects the programmes design and implementation. One should not assume that being a woman means a shared strategic interest with all women. Yet evidence shows

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13 Gender analysis is a process of analyzing the way in which women's and men's, or girls' and boys' experiences differ. It often draws on sex-disaggregated data, and analyzes the causes and consequences of gender difference and inequality.

14 Clisby, S., article in Gender & Development, Volume 13, Issue 2 July 2005

15 Porter, F. and Sweetman C., Editorial in Gender & Development, Volume 13, Issue 2 July 2005
that a mix group of people, by gender, age, religion, cast, race, language, disability etc., bring with them different agendas.

A successful gender mainstreaming strategy targets programmes, policies and plans, leadership, commitment and accountability, advocates, and support mechanisms and organizational change. A sound gender mainstreaming process includes\textsuperscript{16}.

- Mapping of existing policy, institutional, and implementation situation in the country for gender and development
- Assessment of the existing gender capacities of implementing agencies and their partners
- Use of gender analysis to assess the implications for programme activities of the gender division of labour, and of women's and men's differential access to and control over resources and benefits, and hence how benefits can be maximized and negative effects minimized for planned interventions
- Development of a Gender Action Plan
- Building consensus around the Gender Action Plan and building the necessary capacities to plan and implement the GAP
- Adjusting programme activities and/or carry out pilot activities, which contain the seeds of change to contribute directly and/or indirectly to achievement of the agreed upon gender goals, and contribute to a transformation of gender relations
- Establishing a baseline and track indicators for measuring the success of gender mainstreaming efforts
- Documenting the process of gender mainstreaming for learning for other programmes and practitioners

In the work of gender mainstreaming, the importance of including men in initiatives must not be forgotten. Men are also important as agents of change which can either make or break the success of gender mainstreaming. In many contexts working with men, particularly powerful men in leadership roles, is essential to the success of gender mainstreaming initiatives.

### 2.3 The Norwegian Effort towards Gender Mainstreaming

The Norwegian Parliament and the Norwegian Government have put women's rights and gender equality high on their agenda with the Report No. 11 (2007-2008) On Equal Terms: Women's Rights and Gender Equality in International Development Policy\textsuperscript{17} and the Action Plan for Women's Rights and Gender Equality\textsuperscript{18}.

The Parliament Report No.11 states; “The aim is to develop a coherent international development policy in which women's rights and gender equality are mainstreamed in all development cooperation. The Norwegian Government has developed four actions plans\textsuperscript{19} that are currently being implemented in our development cooperation efforts to strengthen women’s rights and gender equality at the global level.”

The Action Plan for Women's Rights and Gender Equality sets targets and stakes out a course of action for realising women’s rights and gender equality (WRGE) through Norwegian development policy. The Action Plan affirms that a holistic approach to development policy requires more than targeted WRGE policies. “Women’s rights and gender equality must be mainstreamed in a concrete, measurable way in all development cooperation, with clear

\textsuperscript{16}www.energia.org
guidelines for how they are to be promoted in sectors that have other primary goals. … Seeing the priority areas in relation to one another will enable us to learn from experience and realise synergy effects. Norway will thus be able to take a coherent and integrated approach to development cooperation and the total achievement of results will be strengthened.”

The Norwegian policy is ambitious, but its implementation has not been systematic enough. The Parliament report admits that there is a gap between policy and actions, and an Evaluation in 2005 and the Mid-Term Review of the Norwegian Action Plan for Women’s Rights and Gender Equality in Development in 2009 confirm this. The reviews point to the fact that there are little evidence of gender mainstreaming in the work of the Ministry of Foreign Affairs (MFA) and Norad. Gender mainstreaming is clearly the weakest part of the WRGE work, and both the MFA and Norad admit that this is a subject that they have not worked on consistently. Few efforts and resources have been invested into analytic efforts of gender mainstreaming. The Gender budget line was designed to support the implementation, but the guidelines mainly focus on projects and programmes targeting women, and not on promoting gender mainstreaming. As a result one of the conclusions of the reviews is that programmes concerning governance and human development generally score high on the gender marker, while other sectors such as infrastructure and energy score low.

The Norwegian development policy is to mainstream and integrate WRGE perspectives in all sectors. The following priority areas are:

- The environment and sustainable development
- Peace building, human rights and humanitarian assistance
- Good governance and the fight against corruption
- Efforts to reach the health-related Millennium Development Goals
- Oil and clean energy

### 2.4 Key Learning Points from Practice and Experiences on Gender Mainstreaming

Please see the annex for more information.

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<thead>
<tr>
<th>CASE</th>
<th>BEST PRACTICE</th>
<th>LESSONS LEARNED</th>
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<tr>
<td>Gender and Natural Resource Management</td>
<td>• Up-scaling of numbers of beneficiaries&lt;br&gt;• Women’s technical capacity built&lt;br&gt;• Women empowered by taking leadership roles in project implementation.</td>
<td>• Recognising women’s reliance on common property resources to meet many household needs&lt;br&gt;• Providing clean energy technologies have multiple benefits for women (some expected; some unexpected)</td>
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<td>(see Annex 1.1)</td>
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<td>Good Governance &amp; Gender Budgets</td>
<td>• Gender analysis integral in SIDA strategies&lt;br&gt;• Donor Peer Review – OECD/DAC&lt;br&gt;• Gender Equity Index as monitoring tool.</td>
<td>• Gender responsive budgeting allows entry point for gender mainstreaming in public finance&lt;br&gt;• Lack of critical mass of women with expertise to undertake method&lt;br&gt;• Can be used to develop monitoring indicators.</td>
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<td>(see Annex 3.1)</td>
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<table>
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<th>CASE</th>
<th>BEST PRACTICE</th>
<th>LESSONS LEARNED</th>
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| Botswana: Gender audit of the energy policy and programmes$^{23}$ (see Annex 3.1) | • Gender audit used as an entry point for awareness raising and capacity building of key staff 7 policy makers in department of energy  
• Government departments central role in audit process used to create ownership of process and results  
• Involvement of Women Affairs Department in gender audit used to strengthen linkages with Energy Affairs Division  
• Government’s monitoring on MGDs allowed for gender to be considered in energy budget planning by Ministry of Finance | • Lack of gender disaggregation leads to lack of visibility/validity of gender issues in energy policy planning  
• Lack of understanding on energy issues weakened competencies of gender machinery to work with Energy Affairs Division  
• Additional financial resources & management commitment is required to support new gender activities and gender desk officers in Energy Affairs Division  
• A monitoring and evaluation systems required to show progress in terms of how gender groups are specifically catered for in national energy budgets |
| Safe access to clean energy in humanitarian assistance$^{24}$ (see Annex 2.1) | • Gender analysis of the use of energy by displaced persons and host population  
• Finding alternative energy resources | • Safe access to energy, reduced the risk of gender based violence  
• Reduction of time used and workload by women and girls  
• Reduce degradation of natural resources |
| Energy and HIV/AIDS$^{25}$ (see Annex 4.1) | • Gender analysis of the effect of HIV/AIDS on the use of natural resources.  
• Developing and implementing a Forestry Sector and HIV/AIDS Strategy in line with the National HIV/AIDS Policy and the national Action Framework  
• Strategy focusing on both the workplace and core mandate functions of the sector  
• Training of trainers of both men and women to become peer counsellors  
• Involving local and political leaders, mostly men | • Ownership of men and women  
• Support and buy-in makes sustainable management  
• Electrification in sectors important for public health  
• Reduce stigma  
• Increased demand for testing and counselling services |
| Women in the Oil and Gas Technology Transfer Program, China$^{26}$ (see Annex 5.1) | • 30% target for women’s participation central to Program requirements  
• A Gender Focal Point and Women’s Committees established at each Institute  
• Gender training provided by CIDA | • Good results due to strong commitment from donor agency, combined with a Gender Specialist on the monitoring team  
• Gender issues in energy use were not considered relevant to this upstream program, so were not examined |
| Retention of Women Engineers and Scientists in the Oil and Gas Sector, Pakistan and Canada$^{27}$ (see Annex 5.1) | • Management awareness, commitment and training  
• Eliminating discrimination in human resource policies and procedures  
• Offering specific policies and proactive initiatives for women’s career development, training, and balancing family and work life  
• Networking, mentoring and mutual support | • Gender mainstreaming requires understanding, interest and commitment of top managers  
• Petroleum institutions, public and private, need diversity promotion and manage-ment, including gender diversity, to maintain a competitive edge.  
• Government support provides a needed catalyst for change. |

Box 1 Gender & Rural Electrification: An example of best practice

Experience shows that provision of electricity usually has positive effects on both men and women. Several studies indicate that introduction of electricity has had positive effects on women’s safety, knowledge level regarding own health and rights, and improved access to education. Electricity may open up a potential for improved productivity in agricultural activities and development of home businesses, also by means of saving time as reduced burdens of household chores may lead to more time allocated for productive activities.

However, introduction of modern energy services has differentiated consequences. Men and women have different access to energy resources and input into the decision making process be it at household, community or society level. In energy planning little attention has traditionally been given to the different ways men and women produce, distribute and use energy. Absence of gender considerations in policy and practice is evident in the energy sector compared to other sectors like health and education. Energy related issues are often wrongly assumed to be gender neutral.

Energy planning, project design and implementation must therefore be based on a good understanding of the gender dimension of energy use and potential. The planning should ensure that men and women can have equal access to opportunities from the electrification. These issues are best integrated into project design and monitoring if handled already at the onset of planning, and included in preliminary assessments. Norad’s existing planning guidelines should be utilised for gender planning in energy projects.

A range of targeted actions can promote positive effects on women from rural electrification projects. The rural population, especially women, lacks technical knowledge of modern, decentralised energy services. Lack of skills contributes to electricity not being used for its full potential. Training of end-users in productive uses (households, entrepreneurs, businesses, public institutions) should therefore ensure equal participation of men and women in all training. Training should also target men and women separately and the timing should accommodate women’s other responsibilities in the households. To acquire productive use appliances and adoption of new energy sources might often require initial funds beyond the reach of the poor, and access to micro-finance can play a critical catalytic role. Microfinance institutions can play an important role in increasing access to credit for development purposes and provide capacity building in business and managerial skills, especially for women. Grameen Bank in Bangladesh is maybe the best known example of success. A balanced participation of men and women in management and implementation of project should be ensured. This includes development of competence through courses and education (within implementing utility, partner organisations or local communities). Positive effects on women might also appear if public services traditionally used by women are electrified, i.e. water pumping facilities. Consultations with women will indicate if this is wanted and acceptable.

3 GENDER IN NORAD’S ENERGY PROGRAMMING

3.1 Conceptual framework for review of Norad’s energy sector support

The purpose of energy supply systems is to provide a variety of energy services to improve the productivity of human beings in the vast array of their daily activities. Energy sector support necessarily focuses on production and supply systems, but when connections are not made with users’ needs and the conditions of their energy use (the demand side), decision-makers and managers miss the reasons why large sections of a population may not have benefited as much as others from improved energy services.

If we begin by considering the location, income level and gender of users, our perspective changes, and we can then differentiate between groups of users, the resources available to them (including credit and information, as well as assets and purchasing power), and their reasons for choosing and using energy the way they do.

Figure 1 places energy supply systems within their socio-economic context, showing connections to the needs and end-uses they supply, the social development outcomes and impacts towards which Norad’s support aims, and their social and environmental effects. The type of energy used differs according to the specific needs and preferences of the user, the availability of different energy forms and technologies, their affordability and their effectiveness for specific applications.

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Norwegian Development Assistance to Rural Electrification, Norad report 18 (2009)
For example, when we assess a population’s energy needs and include the needs of the poor and of women, we find an enormous unmet need is improved energy for cooking and other domestic work, which is mostly performed by women. In most developing countries, there are huge opportunity costs for the time and effort women and girls spend daily on biomass collection, processing and use. These efforts are generally not counted in energy consumption figures, and remain invisible in energy forecasting and planning.

Improvements in energy supply are aimed at supporting the three main components of the economy: productive activities, domestic (also called reproductive or care) activities, and public services. A diverse array of individuals use their labour, combined with energy and other complementary inputs, to perform productive and domestic activities: pumping, lighting, machining, transportation, computing, cooking, space heating and cooling, etc.

There is often no clear distinction between productive and domestic activities in poor households, since productive work, such as subsistence agriculture, food processing and micro-enterprises, is usually home-based and combined with domestic activities. A great deal of this work is done by women using sub-standard equipment and inputs and under difficult conditions.

Many of women’s activities use their own metabolic energy and these can be very physically demanding and time consuming. There are also serious health issues associated with inefficient energy use, such as indoor air pollution from inefficient stoves. Women are exposed to sexual harassment and violence when collecting fuelwood. When improved energy carriers such as LPG and electricity are introduced, women’s lives are transformed and often gender relations as well, when for example, men begin to help with household chores. Women's activities tend to be the last to be mechanized or electrified.

![Figure 1: Social and gender dimensions of energy supply and use](image-url)

Improved energy quality and availability is central to increasing the productivity of labour. Improvements in energy use for production generally result in higher levels of employment and wages over time, which then result in improved standards of living and increased demand for the products of economic production. The extent to which the poor and women share in these benefits, however, depends on their capabilities in relation to the types of jobs generated. It is not uncommon that as an industry upgrades,
the illiterate poor, a large proportion of whom are women, are displaced from their unskilled jobs. Or where a new venture is established, e.g. biofuels, women are excluded or at best are located in unskilled, low paid work.

Energy is also an important input into public services (health, sanitation, education, public lighting) which are essential for the effective performance of productive and domestic tasks, as well as for supporting and improving the capabilities of the poor.

All these activities are governed and influenced by policy frameworks and regulations, where Norad aims its energy development assistance. There are clearly changes needed, since poverty levels remain high, despite efforts to achieve MDG1, and women are often left out of decision-making processes and major development benefits.

The main gender connections with energy supply and use are in the areas of:

- Access to energy services;
- Site-specific effects of energy development, production, and transportation; and
- Climate change and adaptation.

There are also two major areas of gender issues within energy sector institutions (both public and private sector):

- Employment equity and working conditions; and
- Women’s participation in decision-making.

3.2 Gender Assessment of Norad’s Energy Sector Framework and Country Programmes

The main purpose of Norad’s development assistance stated in its 2009 Results Report (p.8) is to combat poverty. This is done “in three contexts:

- Directly, with target groups, by providing assistance for human development (especially health and education), human rights and humanitarian aid
- Directly, with target groups of poor people as economic actors, by providing assistance for agriculture, fisheries, micro-financing, vocational training, small-scale entrepreneurs, women-targeted programmes, etc.
- Indirectly, through assistance for economic development in the form of contributions to growth at the national level, nation-building and framework conditions, economic infrastructure and private sector development.”

Energy programming is intended to support the goal of poverty reduction, but indirectly, through economic development. The connection of the Clean Energy programme with poverty reduction and gender equality is elaborated more clearly than in the Oil for Development programme.

The goal of the Clean Energy programme is stated on Norad’s website as to fight poverty through the promotion of access to sustainable and affordable energy services29, whereas the main aim of the Oil for Development initiative “is to generate economic growth and promote welfare for the whole population in an environmentally sustainable way.”30

Women’s rights and gender equality (WRGE) are a strategic priority for Norad, but the connections with the energy sector are not clear, and therefore it has not been clear how to mainstream gender within energy programming, especially in the Oil for Development (OfD) programme.

30 Preface, Oil for Development Annual Report 2009
3.2.1 Gender and Oil for Development

Norad’s Action Plan for Women’s Rights and Gender Equality in Development Cooperation 2007-2009 included a section on Oil and Energy, which pointed out the importance of energy for women’s health, work and education and promised that, “in its oil and energy cooperation, Norway will:

- seek to ensure the participation and safeguard interests of both women and men in connection with the implementation of the Oil for Development programme;
- be at the forefront of efforts to ensure that both women and men participate at all levels in the management of natural resources in partner countries;
- take a proactive role in promoting the responsible and equitable distribution of revenues from oil and energy production so that these resources benefit all population groups, and both women’s and men’s needs and priorities are taken into consideration in the management of these revenues;
- contribute to the creation of jobs and livelihoods for both women and men in connection with the oil industry and in the production and distribution of clean energy;
- support sustainable, safe energy solutions that ease women’s burden of work and improve their access to health services and education;
- support the development and use of clean energy solutions, such as solar energy, that reduce indoor air pollution;
- promote the active participation of women in decision-making and implementation processes relating to the supply of water and energy to workplaces and households."

The Oil for Development (OfD) programme aims at assisting developing countries to manage their petroleum resources sustainably. It works at the institutional level, building the capacity of public authorities in resource, environmental and revenue management, and integrating good governance, transparency and anti-corruption as vital components.

OfD is meant to contribute to Norad’s overarching goal of reducing poverty, but, because of the nature of the work at higher levels of management of upstream resource exploration and extraction, its effects on product availability, distribution, access and use are not easily seen or measured. It will require specific attention and efforts to identify and address the gender differences in the overall benefits and costs of the programme.

Gender issues in the site-specific effects of petroleum exploration and production activities have been identified in several studies. Where governments and oil companies have not acted responsibly, the repercussions of oil spills, gas flaring (causing acid rain) and waste discharges have had serious negative consequences on the “oil communities” living in the vicinity of oil extraction activities. Important gender differences in impacts have been documented that are related to men and women’s different work, needs, responsibilities, social and political positions and the resources available to them.

Oil production activities in Nigeria, for example, although providing enormous benefits for some groups in urban areas, have had “profound adverse impacts” on local Ogoni communities in the Niger Delta region over the past forty years. Soil, fisheries and groundwater degradation have devastated women’s fishing and farming livelihoods, as well as their ability to feed and care for their families.

A study on the impact of oil production activities on rural women’s livelihoods in the Niger Delta region documents major negative consequences of oil production on women’s income generating activities,

31 This section is based on a review of the Oil for Development Annual Report 2009, the Oil for Development Work Plan and Financial Overview 2010 and Evaluation of the Norwegian petroleum-related assistance: Case Studies Regarding Mozambique, Bangladesh, East Timor and Angola, 2007.
their food, water and fuelwood sources, the attraction of young girls to prostitution, an increase in sexually transmitted diseases and the decline in traditional social values and harmony.

A gender impact assessment of proposed oil field development in the Albertine Rift region of Western Uganda, conducted early in 2010 for the Norwegian Embassy in Uganda, points out the following critical gender differences in potential impacts:

- Lack of women’s involvement in decision-making, which is likely to result in their lack of access to the distribution of revenues and compensation and in decisions on mitigation measures;
- Negative impacts on women of in-migration and the increased load on infrastructure and common resources such as water and forest products; and
- Loss of women’s livelihoods and support networks in forced relocation.

This latter study is the only effort we know about that makes gender connections with OfD programming. It is understandable that results reports have not included gender efforts or impacts, since the connections are not yet clear.

Results and socio-economic impacts mentioned in evaluations and reviews are mainly about employment creation, stimulating economic growth and the potential of oil funds, without evidence of actual benefits for specific social groups such as poor women. Assumptions about indirect benefits sidestep the question of actual benefits, as in the following statement from a major Norad evaluation of petroleum-related assistance:

“By assisting the development of a legal set-up for the petroleum sector that secures national interests, where revenues are channelled into the national budget, the Norwegian support has assisted Mozambique in creating a situation, where the sector may contribute not only to the general economic growth but also to reduction in poverty and income inequality, if the revenue is used for sustaining pro-poor expenditures.”

This evaluation made the following statement about gender equality:

“Gender issues have hardly been addressed in the programmes, probably because there so far has not been indicated a clear approach for this.” (p.60)

There is no mention of whether there were any women involved in the training programs.

Gender Aspects of Oil for Development Country Programmes

Norad’s Oil for Development Initiative takes an integrated approach to good governance of the petroleum sector that focuses on the following three themes:

- Resource management;
- Revenue management; and
- Environmental management.

Specific programme elements of these themes in Norad’s nine core countries of Angola, Bolivia, Ghana, Madagascar, Mozambique, Nigeria, Sudan, Timor-Leste and Uganda are outlined below, along with their major gender connections.

35 Bodil Maal, Integration of women’s rights and gender equality in ENAS portfolio: Example from OfD’s work in Uganda, Draft 03/02/2010
<table>
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<tr>
<th>OIL FOR DEVELOPMENT COUNTRY PROGRAMMES</th>
<th>GENDER ASPECTS</th>
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<tr>
<td><strong>1. GENERAL:</strong> Sector management and institutional strengthening</td>
<td>All programme components:</td>
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<tr>
<td>Policy</td>
<td>• Gender equitable employment</td>
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<tr>
<td>• Petroleum development policies and strategies</td>
<td>• Women’s participation/consultation in decision-making</td>
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<td>• Legal and regulatory frameworks</td>
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<td>• Licensing regulations</td>
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<td>Financial: Revenue management</td>
<td>Policy</td>
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<td>• Tax regimes, government budgets</td>
<td>• Gender differences in impacts and access to benefits</td>
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<td>• Financial transparency and accountability</td>
<td>Revenue management</td>
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<td>• Management of financial savings (oil funds)</td>
<td>• Gender differences in distribution and benefits from oil revenues and funds</td>
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<td>Transperecy, anti-corruption</td>
<td>Transparency</td>
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<td>• Strategies for transparent licensing and tendering processes, contracting and payments by oil companies</td>
<td>• Women’s participation in civil society support</td>
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<td>• Support to civil society</td>
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<td>Environmental management &amp; protection</td>
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<td>• Capacity building</td>
<td>• Gender impacts of exploration &amp; extraction activities:</td>
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<td>• Basic legislation, rules and regulations</td>
<td>o livelihoods</td>
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<td>• Minimise discharges from activities</td>
<td>o food, water and fuel sources</td>
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<td>• Environmental impact assessments</td>
<td>o health</td>
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<td>• Manage gas flaring and other petroleum-related climate challenges</td>
<td>o social networks and support</td>
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<td>Data systems and collection</td>
<td>Data</td>
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<tr>
<td>• Petroleum Data management</td>
<td>• identification of gender differences in data on the use of petroleum products, eg. gas and kerosene for cooking.</td>
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<td>• Updating office computer systems</td>
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<td>Human Resources</td>
<td>Occupational health and safety</td>
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<td>• Occupational health and safety</td>
<td>• gender differences, including sizing of equipment and reproductive health</td>
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<td>• Education, training &amp; capacity building</td>
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<td>• recruitment and involvement of women</td>
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<td><strong>2. UPSTREAM PROGRAMS</strong></td>
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<td>Resource management</td>
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<td>• Frameworks for petroleum exploration and production</td>
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<td>• Resource assessment &amp; analysis</td>
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<td>• Policies to stimulate technology development and local industry</td>
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<td>Monitoring and control of petroleum activities</td>
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<td>• Deep-water development (Nigeria)</td>
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<td><strong>3. DOWNSTREAM PROGRAMS</strong></td>
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<td>Product distribution and use</td>
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<td>• Gas utilization and metering (Nigeria)</td>
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The major gender connections with the Oil for Development programme are:

**Energy supply and use**

1. Gender differences in access to benefits of new revenue and improved energy services (country-wide)
2. Local site-specific social and gender impacts
3. Climate change and adaptation: gender differences in needs, conditions and impacts

**Institutional levels**

4. Gender-equitable petroleum sector employment
5. Women’s participation in decision-making at central and local government levels and in community consultations.

To mainstream gender in the OfD programme and to identify what needs to be done in each country context, one need to be clear about these gender connections and impacts, i.e. the differential benefits and costs on women and men of different social groups, in relation to each country programme. Specific action will be needed to promote gender equality and women's empowerment as a route to gender equality.

### 3.2.2 Gender and Clean Energy for Development

The Programme Clean Energy for Development sees energy playing a role in achieving development strategies, combating poverty and achieving the Millennium Development Goals. The programme also contributes to Norway’s efforts to address greenhouse gas emissions and climate change. Gender is at the heart of the programme by specifically identifying women and children as a target group:

*Development cooperation on clean energy is intended to play a part in improving the situation of women, and their energy needs and assessments of their own situation should be taken into account in planning.*

However, when referring to which development goals energy can contribute directly or indirectly to achieving, women’s rights and gender equality are not specifically highlighted (although poverty reduction is).

The programme recognises that it is often women and children who bear the largest burden of fuel collection and who are most exposed to pollution from traditional energy sources. In addressing this issue linkages are made with the Norwegian Action Plan for Environment in Development Cooperation which states: *priority [will be given to] to projects that will reduce adverse effects on health of household use of biomass and to sustainable production of biomass.*

There a number of aspects to the programme which can be considered as beneficial to women, such as the attention to clean energy at affordable prices, based on long-term, sustainable management of natural resources (including the need to maintain biodiversity) and efficient energy consumption. However, gender is only referred to as a cross-cutting theme without explanation of how it will function.

The private sector, with priority to local or regional companies, is expected to play a central role in implementing the energy programme. Infrastructure projects should train local labour. This raises the question about the gender employment policy of such companies and the attention given to women’s skills and capacity development. NGOs are identified as playing a role in the production and distribution of small-scale clean energy systems at the local level working with local communities. They will also play a role as part of civil society in monitoring the actions of the authorities. While NGOs are assumed to be more gender sensitive than many other stakeholders, however, in technical NGOs this may not always be the case.

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37 This section is based on a review of "Clean Energy for Development Policy Platform" and "Initiative for Clean Energy in Development Cooperation: Action Plan 2009-12."

38 Clean Energy for Development Policy Platform: p4
The development of a technical skills base in the South is a major component of the Clean Energy Programme. There is an example of best practice within this component: the EnPe Master Programme includes among its objectives enhancing gender equality in all programme activities. It is not clear to what extent gender is integrated into other elements of skills development and to what extent there is gender equity in access to training.

The Clean Energy for Development programme is administered by the Energy Department in Norad and the different Norwegian Embassies. To be able to succeed with the work of gender mainstreaming a strong leadership is needed, including providing enough resources to be able to organise their work better and more systematically. This will supply programme managers with clearer mandates and improved training. Quality management of donor funding requires clear goals and indicators for monitoring and evaluation. These can include gender goals and indicators. It is disappointing that in the Action Plan period of 2009-12 priority in technical development tasks will be given to only to economic cost-benefit analyses of clean energy investments and not to social cost-benefit analysis.

Bilateral assistance is administered through the Norwegian Embassies. The form of assistance varies depending on country partner requests. There are Embassies already undertaking gender initiatives in the energy sector (e.g. Tanzania and Mozambique) which can possibly be considered as best practice (discussed below under country programmes). There is also support to a number of regional energy initiatives. These tend to be related to large-scale electricity projects and challenges in identifying the gender dimension in such programmes can be considered comparable with the Oil for Development Programme. At both levels, institution building is a key strategy and this offers an entry point for gender mainstreaming.

Norway is also a significant donor to the multilateral development agencies including the World Bank (including ESMAP), the regional development banks and the UN agencies such as UNDP. The Clean Energy Programme gives a definite statement that through multilateral channels it aims to prioritize schemes that improve the situation of women. These agencies are also engaging in gender mainstreaming in energy sector projects. For example, “Lighting Africa” (a Norwegian supported World Bank project) has recently asking for assistance to mainstream gender into its programme. There are possibilities for sharing experiences and lessons learnt and approaches.

A mid-term review of the Norwegian Action Plan for Women’s Rights and Gender Equality considers that gender mainstreaming in the energy sector continues to be weak. Gender mainstreaming requires the integration of gender policy considerations into core institutional thinking. This underlines the need for gender expertise to be included in the Norad Energy Department as they advise the embassies and develop guidelines and strategies for the Clean Energy for Development Programme. The review also comments that there is substantial under-reporting of good gender mainstreaming. An example can be seen in the Clean Energy Report 2009 which includes in the country programmes some examples of gender mainstreaming, including what could be construed as best practice, but none are included in the Highlights (probably the most read section of any report).

The Energy Department in Norad has responded to the need to increase gender mainstreaming in the energy sector by launching in September 2009 a gender review in cooperation with the Peace, Gender And Democracy Department in Norad.

Gender Aspects of Clean Energy for Development Country Programmes
The Clean Energy for Development Programme has gender and equal opportunities as one of its core themes. The 2009 report for the Clean Energy for Development Programme states that there are now valuable examples of how women’s rights and gender equality are systematically included in the terms of references for appraisals and reviews, e.g. through:

1. requesting or encouraging that the team conducting the work should consist of both men and women.
2. requesting specific measures to secure the participation of both men and women in the planning and implementation of the project.
3. including measures which ensure that both men and women benefit from the project/ activity
4. identifying potential obstacles to the participation of both men and women.
There are very positive initiatives in relation to gender issues and equal opportunities in the Clean Energy for Development Programme. The Norwegian Embassy in Tanzania has undertaken a survey of the participation of women in the energy sector. The aim is to increase the number of women professional engineers in the sector by providing financial support to 200 women over 5 years to participate in the Structured Engineers Apprenticeship Programme. A seminar on gender issues and women’s rights was organized by the Energy Department in Mozambique and a regional seminar on gender issues was also held in Mozambique. However, we should not fall into the trap that gender is only about women. Improving women’s access to stimulating, well-paid and rewarding jobs is to be welcome. However, what happens to women when they take up these jobs is equally important. If men are to be brought into the mainstream they must also realize the benefits of gender mainstreaming. Actions must not become interpreted as creating privileges which leads to institutional resistance and the creation of a glass ceiling for women.

One of the outputs of the programme to date is a report published by Norad: “Norwegian Development Assistance to Rural Electrification” which is considered as a best practice guide for planning rural electrification projects. Gender is identified as a crossing cutting issue. The guide contains a strong section on gender which uses gender analysis to identify the issues and recognizes that until now energy planning is assumed to be gender neutral leading to incorrect. Target actions are also identified. The relevant paragraphs are given in Box 1.

<table>
<thead>
<tr>
<th>CLEAN ENERGY FOR DEVELOPMENT</th>
<th>GENDER ASPECTS</th>
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<tbody>
<tr>
<td>1. GENERAL: Sector management and institutional strengthening</td>
<td>All programme components:</td>
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<tr>
<td>Policy</td>
<td>• Gender equitable employment</td>
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<td>• Reducing bottlenecks to scaling up access to clean energy technologies</td>
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<td>• Increasing the role of private sector investment</td>
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<td>• Developing analytical basis, organizational set-up and partnership structure to aid Norwegian policy makers.</td>
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<td>Management of public funds</td>
<td>• Women's participation or consultation in decision-making</td>
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<td>• Improved management of public financial investments</td>
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<td>• Improved planning processes</td>
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<td>• Increased cash flows from improved access to electricity supply</td>
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<td>Transparency, anti-corruption</td>
<td>• Women in training programs</td>
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<td>• Utilities with appropriate legal framework, an autonomous regulatory body, and clear guidelines for accounting practices, auditing systems and financial reporting</td>
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<td>• Increased community control over and ownership of decentralised energy systems</td>
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<td>• Support to civil society for monitoring</td>
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<td>• Appropriate uses of subsidies and tariffs</td>
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<td>Environmental management &amp; protection</td>
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<td>• Capacity building</td>
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<td>• Basic legislation, rules and regulations</td>
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<td>• Watershed management</td>
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<td>• Safe battery disposal with PV systems</td>
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<td>• Environmental impact assessments</td>
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<td>Environmental management &amp; protection</td>
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<tr>
<td>• Gender differences in distribution and benefits from investments</td>
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<td>Transparency, anti-corruption</td>
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<td>• Gender differences in management skills and financial resources</td>
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<td>• Gender differences in political influence to determine ownership and management models</td>
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<tr>
<td>• Women's participation in civil society support</td>
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<td>• State income increases for social welfare eg health, education</td>
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<td>Environmental management &amp; protection</td>
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<tr>
<td>• Gender impacts of grid extension and large-scale hydro development:</td>
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<td>• displacement, disruption to social networks and support systems</td>
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### 2. THEMATIC AREAS

#### Leveraging private investment
- Promoting public-private partnerships
- Technology transfer
- Improved budgeting processes
- Development of best practice approach, methodology and analysis for financial investments

#### Rural electrification
- Increased access through grid and off-grid systems
- Inward migration bringing STDs and pressure on public services
- Optimising electricity for social & productive needs
- Financing access to supply and technology
- Awareness raising about possibilities

#### Energy efficiency
- Greenhouse gas emission reduction
- Efficient large-scale power systems

#### Gender and equal opportunities
- Identifying and implementing opportunities for gender mainstreaming

#### Institutional cooperation
- Enhancing institutional capacity

#### Occupation health and safety
- Gender differences, including sizing of equipment and reproductive health
- Gender differences familiarity and confidence with modern energy technology

#### Education, training & capacity building
- Recruitment and involvement of women in infrastructure projects
- Women receive training with modern energy equipment

### 3.3 Country Selection Criteria

The following criteria are proposed for selecting the priority countries for gender mainstreaming in Norad’s energy sector support:

- Interest and gender responsiveness of particular Embassies, programs and partners in each country
- the size and focus (core or non-core) of Norad’s energy program in each country
- overlap and availability of ENERGIA’s network and resources in each country
- global and regional balance according to Norad’s priorities
- MFA pilot countries on gender

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**Progress Report: Gender Mainstreaming into Norad’s Energy Programme**
Suggested priority countries to start with that have been discussed and decided upon by the Energy department are:

- **Nepal**: Core country CE, MFA pilot country, gender assessment just done, embassy has responded they need assistance in GM, ETC/ENERGIA National Focal Points (NFP)
- **Mozambique**: Core country OfD, MFA pilot country, request for GM has been sent to Norad by Embassy, ETC/ENERGIA has no NFP (although ETC/ENERGIA’s focal point in Zimbabwe has good connections with the Ministry of Energy in Mozambique; there is also a Portuguese speaking member of staff).
- **Angola**: Core country OfD, request for GM has been sent to Norad by Embassy, MFA pilot country, ETC/ENERGIA has no NFP
- **Ethiopia**: Core country CE, MFA pilot country, gender assessment just done, embassy has responded they need assistance in GM, ETC/ENERGIA has no NFP
- **Nigeria**: Core country OfD, request for support for GM has been sent to Norad and the Norwegian Embassy in Nigeria from the Director of the Energy Commission of Nigeria, ETC/ENERGIA has no NFP.
- **Uganda**: Core country CE, request for GM has been sent to Norad by Embassy, ETC/ENERGIA has no NFP.
- **Liberia**: Core country CE, project with gender component ongoing, baseline study, uncertain if Embassy needs assistance, ETC/ENERGIA has no NFP
- **Timor-Leste**: Core country CE and OfD, programs with gender relevant components running, ETC/ENERGIA has no NFP
ANNEX: BEST PRACTICE ON GENDER MAINSTREAMING RELEVANT TO NORWEGIAN PRIORITY AREAS FOR DEVELOPMENT COOPERATION

This section looks at gender mainstreaming in Norwegian priority areas for development cooperation with specific relevance for the petroleum and clean energy sector and includes examples of best practices.

1. The environment and sustainable development
2. Peace building, human rights and humanitarian assistance
3. Good governance and the fight against corruption
4. Efforts to reach the health-related Millennium Development Goals
5. Petroleum and clean energy

The cases illustrate how a gender mainstreaming strategy may be integrated by using sound policies and plans, committed leadership, accountable mechanisms and knowledgeable advocates.

1. The Environment and Sustainable Development

Women in many parts of the world have the primary responsibility for agricultural work, water and fuel collection and providing food for their families, because of gendered divisions of labour. Environmental degradation and lack of access to and control over natural resources have consequently had an especially severe impact on women.

Effective programming and policies require understanding and addressing the gender specific relationships to natural resources use and management and highlighting the linkages between natural resources, cultural values, and local knowledge. Addressing the gender-specific aspects of natural resources will provide policy makers with information for more effective natural resource use and conservation policies and will provide guidance for equitable access to natural resources. Here, one must assess the gender-differentiated impacts of environmental changes, including biodiversity loss, climate change, desertification, natural disasters, and energy development.

The following are some of the key gender issues that are vital for natural resources management interventions39:

- Women and men have different roles, responsibilities, and knowledge in managing natural resources
- Gender differences exist in rights and access to natural resources, including land, trees, water, energy, and animals
- Access to new technology, information, and training related to natural resource management remains highly gendered, with most of the related initiatives targeted to men
- Degradation of the natural resource base can result in new forms of cooperation, conflict, or controversy between men and women or different ethnic groups
- Women are still absent from the climate change and natural resource-related decision-making processes at all levels

Although responsibility for carbon emissions resides primarily in industrial countries, fossil fuel use and industrial processes, poverty, and agriculture account for a portion of emissions of carbon dioxide that stem from deforestation and land-use change40. In addition, rural poor women and men generally lack access to energy-efficient services that do not degrade the ecosystem or contribute to environmental change. Rural households, and many poor urban households, typically rely on biomass for cooking and

heating. Because women usually prepare food, their decisions about cooking fuels and efficiency can reduce carbon emissions. Low educational levels and lack of resources of women and men household members limit awareness of options, such as the use of energy-efficient devices. Therefore, concerning issues of sustainable energy development (renewable energy and energy efficiency) it is important to encourage and improve the involvement of key stakeholders. Women’s active involvement in agriculture and their dependence on biomass energy make them key stakeholders in effective environmental management.

1.1. Best Cases

**Nepal: Biogas programme**

The World Bank’s biogas project in Nepal aims to develop biogas use as a commercially viable, market-oriented industry by bringing fuel for cooking and lighting to rural households. Subsidies provide a key element in making these biogas plants accessible to poor households. Between 2004 and 2009 the project will install 162,000 quality controlled, small-size biogas plants in the Terai, hill, and mountain regions of Nepal. Revenue from the Community Development Carbon Fund will reduce the dependency on large government and external donor subsidies and will help expand the biogas installation to more remote and poorer areas. These biogas plants displace traditional fuel sources for cooking—fuelwood, kerosene, and agricultural waste. Each biogas plant can reduce 4.6 tons of carbon dioxide equivalent annually. The project will generate approximately 6.5 million tons of carbon dioxide equivalent during the 10-year crediting period. The Community Development Carbon Fund expects to purchase a minimum of 1 million tons of carbon dioxide equivalent with the potential of additional purchase. The project engages household members to understand their needs, the possibilities of the technology, and where to locate it. The project estimates that women will save three hours daily per household using biogas for cooking versus cooking with collected fuelwood. Women use this time for child care, literacy training, and participation in community organizations. Biogas-fueled stoves also dramatically reduce indoor air pollution.

**Costa Rica: Solar-powered cookers**

The focus of a project implemented by the Fundación Sol de Vida (Foundation of Sun and Life) in Costa Rica is to promote the use of solar power for cooking and to build women’s capacity for other activities through constructing and using solar cookers. Over 130 households have switched from wood, electricity, or gas to solar cooking, thereby reducing greenhouse gas emissions. The project has reduced the health risks associated with wood burning and reduced women’s workload because they no longer collect fuelwood. The project, led almost completely by women, has supported and built women’s ability to take action, particularly regarding the environment and livelihood issues. Its work illustrates how women’s solar energy can open up new opportunities for women and improve their standing in the community. Because women build the stoves themselves, the project covers only the costs of materials, in addition to small amounts for transportation and instructors for the workshops. After women learn how to build these cookers, they teach others to do the same. Sol de Vida has exported this model to Guatemala, Honduras, and Nicaragua.

**India: Large-scale biofuel production**

India’s National Mission on Biofuels plans to bring 400,000 hectares of marginal land under cultivation of jatropha for biodiesel production. The biofuels plan considers these marginal lands to be of little ecological or economic benefit. However, these lands, which are common property resources, provide essential food, fuel, fodder, and building materials for the rural poor, especially the most vulnerable. India common property resources contribute between 12 and 25 percent of a poor household’s income. The poorest households, often headed by women, rely most heavily on these common property resources. Thus, without specific interventions to benefit and include poor men- and women-headed households in the benefits of jatropha production, the livelihoods of the rural poor are likely to decline.

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2. Peace building, Human Rights and Humanitarian Assistance

Political gain is often just a step towards the control of natural resources. In cases where resources are renewable, and particularly in areas where land scarcity has become a constraint, power within a community depends heavily on the ownership of available fertile agricultural territory. Other resources are non-renewable, but by no means less valuable. Diamonds, oil, gas, gold, uranium, or precious metals all provide a good enough reason to enter into conflict. In a situation where the enforcement of law and order is weak, which often results in conflict per se, instability creates a context where taking control of resources is easiest for those in power. Land control controlled by the military, oil or diamond extraction benefiting the established elite and financing war efforts, etc. are just a few from a long list of examples.

Wars, natural disasters and related crisis situations have different impacts on women, girls, boys and men. They face different risks and are thus victimized in different ways. For example, in the 2005 Tsunami, in parts of Indonesia and Sri Lanka up to 80% of those who died were women. In contrast, in situations of armed combat, young men are more often the primary victims. Women headed households are often unable to access services because there is no help with child care or support to collect water or firewood. Single male-headed households often have specific needs as they may not have the skills to cook, to care for young children or to do household chores.\(^7\)

Women and men face different challenges when confronted to violence, survival and support to their dependents, but also gender roles change in crisis situations. Often women take on new roles or step into the vacuum left by men. Men may not be able to play their traditional role as wage-earner or provider. They may be humiliated by not being able to protect their family from harm. Tailored interventions must be made so that they do not harm women or men or exacerbate the situation. These interventions must therefore not only consider the different needs and capacities of women and men must, but also the power relations that affect their respective abilities to access support.

Governments around the world have undertaken legal human rights obligations to combat gender inequalities. The key international agreement on women’s human rights is the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), which is also described as the international bill of women’s rights. The UN Security Council have recognized that women’s exclusion from peace processes contravenes their rights, and that including women and gender perspectives in decision-making can strengthen prospects for sustainable peace. This recognition was formalized in October 2000 with the unanimous adoption of resolution 1325 on women, peace and security. The resolution specifically addresses the situation of women in armed conflict and calls for their participation at all levels of decision-making on conflict resolution and peace building. Since the agenda was set with the core principles of resolution 1325, three supporting resolutions have been adopted by the Security Council — 1820, 1888 and 1889.\(^8\)

**Gender Issues Related to Humanitarian Assistance**

For many developing countries, wood will remain the most important source of energy. The rising price of oil and increasing concern for climate change will result in increased use of wood as fuel in both developed and developing countries. Emergencies, such as conflicts and natural disasters, in which populations are massively displaced often lead to additional reliance on forest products for subsistence products. The local forest cover often becomes depleted as people who live in camps, mainly women and children, gather fuelwood in the area. As wood resources are depleted, women and children are obliged to travel longer distances to collect wood, making them vulnerable to gender-based violence.

Alternative fuel, energy saving, and reforestation initiatives undertaken in the vicinity of displaced persons camps may help to reduce women’s vulnerability. These can include establishing fast-growing woodlots immediately adjacent to refugee camps, promoting the use of “fireless” cookers, energy-saving mud stoves, and cooking techniques such as soaking beans before cooking them and covering lids while cooking.\(^9\)

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\(^7\) Inter-agency Standing Committee (2006) *Gender Handbook in Humanitarian Action*

\(^8\) www.unifem.org

2.1. Best Cases

**Safe access to fuelwood and alternative energy in humanitarian settings**

An interagency program aims to promote safe access to fuelwood and alternative energy in humanitarian camps. When women leave camps to collect wood, they often experience gender-based violence. In Chad all humanitarian efforts include efforts to reduce gender-based violence. In Rwanda and Tanzania programs support safety improvements. In Sudan some women have successfully transitioned to the use of mud-based fuel-efficient stoves in the camps. In Indonesia policies promote access to sustainable timber and minimize illegal logging caused by demand for shelter. Large concentrations of displaced populations in camps place excessive pressure on already degraded natural resources. This endangers the food security and livelihood of nearby local communities and fosters resentment and controversial relations with the host population. People compete for charcoal and wood for fuel and timber for shelter construction. Alternative sources of energy have had a positive impact on the livelihoods of women and men. These alternative sources have reduced women’s and girls’ time and workload for fuelwood collection and have reduced the risk of gender-based violence.

3. Good Governance and the Fight against Corruption

Developing sound policies and regulations is an important aspect of good governance. In recent years, the international development community and civil society have placed increasing emphasis on making processes of policy formulation more participatory and consultative. Different entry points make these policy processes gender sensitive by strengthening the capacity of women and their organizations to (1) participate effectively in policy-making processes; (2) conduct relevant analyses, such as gender-specific expenditure reviews and gender analysis of budgets; (3) use research-based knowledge in the policy process (for instance, by providing training in policy communication); and (4) analyze the political economy of specific policy processes through a gender lens and engage in policy change management, for example, by building coalitions and influencing public opinion.

**Gender Issues in Budgets**

Public expenditure analysis can be a powerful tool for gender mainstreaming. Gender analyses of public budgeting and expenditure expose gender bias in macro-economic policy. Public expenditures conventionally focus on fiscal discipline and good operational management. However, how public money is allocated and spent is the most concrete illustration of priorities in a country. Gender-sensitive analyses can be used to hold policy makers accountable for spending real money to achieve their political promises.

One prominent strategy in this realm is gender-responsive budgeting. Gender-responsive budget initiatives are usually an analysis that compares the adequacy of policy and budgetary allocations for addressing the specific nature of gender inequity in a country. They can be sectoral, focusing on a particular gender-equity issue, or may involve a more comprehensive assessment of government allocations. Such initiatives also increase the transparency of government and discourage the use of public office for private gain, especially in ways that tap resources that should be of special benefit to women.

Gender-responsive budgeting (GRB) aims at mainstreaming gender into public finance. Gender-responsive budgets are not separate budgets for women, but instead, general budgets that are planned, approved, executed, monitored, and audited in a gender-sensitive way. In contrast to the other budget work that focuses on the distributional impact of budgets, such as pro-poor budgeting, gender-responsive budgeting does not treat households as a single unit but highlights that the access to and control over resources and bargaining power of household members differ. It is carried out by different actors in different countries. One challenge is that government ministries responsible for women’s affairs and advocacy groups tend to have limited expertise in macroeconomic issues and are therefore at a
disadvantage when it comes to negotiating policies. They also often lack authority and/or budget allocations for follow-up action.53

A review of development cooperation agencies found that only 41 percent used gender-sensitive logframes and noted that agencies that had “come more recently to gender and development” had “yet to develop as full a range of monitoring and accountability mechanisms.” On the positive side, however, 70 percent of the agencies surveyed said they used gender criteria for assessing project/program quality.54 Several World Bank reports emphasize that weak gender-disaggregated systems in rural projects have been a serious concern. In 2006, for instance, only a third of rural projects had gender-disaggregated indicators.55

Some donors supporting policy reforms focus on how far they contribute to influencing gender relations. This entails improvement in the quality and availability of gender-disaggregated data, training that integrates gender analysis and economic analysis at the national and sectoral levels, and access of women’s groups to policy-making processes. Some donor agencies, such as the Swedish International Development Agency (SIDA), have started on this. To support the implementation of its gender-equity policy, the gender-equity manual and training that integrates gender and economic analyses have been adopted as one of SIDA’s gender strategies56. Peer review is a tool used by the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD/DAC), in which a panel of peers assesses a multilateral agency’s evaluation systems and processes. The OECD/DAC has also developed a gender equity-marker that allows donors to record whether activities have the explicit goal of achieving gender equity. The gender equity-index, which represents another effort to measure progress or regression in gender equity internationally as a result of new aid modalities uses a set of indicators for which data are available in most countries57.

Gender audits have also been used increasingly as a self-assessment tool for measuring gender equity among institutions, including development agencies and NGOs. ENERGIA’s gender audits are used as a tool to identify and analyse the factors that hinder efforts to mainstream gender in energy policy. The approach used is primarily participatory and is led by a national team of experts. The gender audits all provide in-depth analysis of energy planning, budgets, the institutional capacity of ministries to implement gender-mainstreaming strategies, the links between gender, energy and the national objectives for poverty reduction strategies and meeting the MDGs. The audits identify the specific ways in which gender issues are, or are not, addressed and critical gender gaps in existing national energy policy formulation and implementation. Validation workshops help to reach consensus and ownership of the audit findings within the energy ministries, discuss future recommendations and agree on actions with specific targets and time frames that are needed to engender the policies. The final reports produced from the gender audits are considered semi-official documents.58

3.1. Best Cases

**Botswana: Gender audit of the energy policy and programmes**59

BOTEC, in collaboration with the Energy Affairs Division coordinated a gender audit of the energy policy60 and related programmes in Botswana. The audit exercise was supported by ENERGIA and the East African Energy Technology Development Network (Energy Network-EAETDN) in Uganda.

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60 The Energy Policy had been sent back by Cabinet due to its lack of attention to gender.
Issues audited were:

- Availability of gender-related energy statistics.
- Organizational management and awareness, and mainstreaming in energy related programmes.
- Gender perspectives in the Botswana Draft Energy Policy.
- Resource mobilization for gender and energy related policies and programmes.
- The role of gender and energy in achieving the Millennium Development Goals.

An action plan was developed to assist Government to implement the proposed strategies. These are presented with their policy objectives, best approach, stakeholder involvement and resource requirements.

For **Gender and energy statistics**, the policy objective is to generate disaggregated data for planning and decision making by ensuring that energy studies provide critical indicators on gender groups that could help Government to make policies that will cater for all target groups in the country. Organizations are also encouraged to reflect their staff by gender in their annual reports and also make efforts to balance the proportions of women and male staff particularly professionals and decision makers and to increase gender sensitivity in staff.

On **Gender awareness and mainstreaming**, the policy objective is to mainstream gender into policies and programmes of energy related organizations to achieve gender equality and equity. The Women’s Affairs Department (WAD) should assist in training the Energy Affairs Division staff on gender issues and concepts. WAD should work with related NGOs to help to develop strategies for gender mainstreaming in the energy and poverty related areas. Organizations are to create positions within their structures for gender experts. General awareness on gender equality and equity is also required.

For the **Botswana National Energy Policy**, the policy objective is to lobby and influence policy makers to ensure gender responsive planning in the implementation of the policy being developed. The approach requires EAD’s efforts in mainstreaming gender in their policy and to learn through pilot projects and case studies on how best to address the energy needs of women and men. Policy champions and involvement of women in decision-making that involves energy are considered important to support the initiative. Specific stakeholders of a professional nature are proposed for achieving a balanced implementation of the policy among them engineers, planners, policy analysts, and gender experts.

**Resource Mobilization for Gender and Energy related policies and programmes**, the policy objective is to establish a funding strategy that can support gender responsive policies and programmes. The approach is to allocate such budgets and reflect them in the budget and expenditure statements and to make policy makers and other implementers aware of the need to include such budget items. General awareness should also extend to potential beneficiaries of such funding. A monitoring and evaluation systems is required to show progress in terms of how gender groups are specifically catered for in budgets. Financial resources are required to meet the gender budget items and human resources are required for drawing up and implementing gender responsive programmes.

**Gender and Energy in achieving the MDGs**, the policy objective is to target energy services for achieving MDGS starting with the Health sector. The action plan could be incorporated in the agenda of the Rural Development Coordination Division in the Ministry of Finance and Development Planning. This will require both having a good understanding of the links and lobbying both Government and International Organizations (IO) such as UNDP to support the initiative. Periodic reviews will be required to measure progress.
4. Gender issues in MDG 6

The 2005 Human Development Report identified HIV and AIDS as the factor inflicting the single greatest reversal in the history of human development. HIV and AIDS are undermining progress toward the MDGs, including the third MDG on gender equity. Gender inequality leaves women especially vulnerable to HIV/AIDS. Cultural norms of sexual ignorance and purity for women may block their access to information about prevention. Gendered power imbalances make it also difficult for women to negotiate safer sexual practices with their partners, and economic dependence and fear of violence can effectively force them to consent to unprotected sex. Women are also often receiving inadequate treatment, because what is being provided is unsuited to their health needs.

HIV and AIDS increase poverty and thereby have an effect on the use of natural resources. Energy, on the other hand, is a cross-sectoral commodity and is literally required for achievement of all the eight MDGs. The MDGs cannot be achieved without provision of sustainable, affordable and appropriate energy at all times. Indeed, supply of adequate and affordable types of energy for growth and development is the central theme of energy policy. Electricity for communication such as radio and television can spread important public health information to combat deadly diseases. Health care facilities, doctors and nurses, all require electricity and the services that it provides to deliver effective health services. Additional domestic responsibilities to care for the sick, affects the use of time in the allocation of other domestic and productive duties. In high-prevalence areas, women who become caregivers of ill members of the household have less time for agricultural activities on their own plots. As a result, in, for example, miombo woodland areas, the household becomes more reliant on forest foods and income from fuelwood.

4.1. Best Cases

HIV and AIDS and national-level policy in the forest sector

The Department of Forestry in Malawi is a pioneer in developing and implementing a Forestry Sector HIV and AIDS Strategy. The government recently launched this strategy covering 2007 to 2011. The major goals of the strategy are as follows: To prevent the further spread and transmission of HIV and AIDS among workers, communities, households, and individuals that are dependent on forestry. To improve sustainably the livelihoods and quality of life of those who are living with and affected by HIV and AIDS. In line with the National HIV and AIDS Policy and the National Action Framework, the strategy focuses on both the workplace and core mandate functions of the sector. The document presents the principles that guide the implementation of the strategy, including those that promote gender equality and greater involvement of men, women, and children living with HIV and AIDS, transparency, accountability, and evidence-based programming. The objective is to reduce the further spread of HIV and AIDS and mitigate its impact and to foster the sustainable management and development of forest resources.

Zimbabwe: Changes in male attitudes and community ownership

The initiative began in 2002 with needs assessments of women living in the villages in the district, following which UNIFEM initiated an integrated programming approach to address gender, social, political and economic empowerment needs. A series of activities developed to achieve this included providing a training of trainers on gender, human rights and negotiation of safer sex to women and men in the community who then became peer counsellors; training to help women begin income-generating activities; and awareness raising and training on the gender dimensions of home-based care.

Traditional local and political leaders, most of whom are men, were invited early on to participate in the development of the project, which increased their support and buy-in. Since the term ‘gender equality’ often evoked emotive reactions in the culturally conservative community (as implying women wanting to
challenge men), all those who went into the area to do gender analysis training presented a consistent message that gender equality was a means of promoting harmonious relationships, which would be of equal benefit to women and men in the community as a whole. Both women and men were trained as gender trainers.

Men have organized into groups of volunteers to support home and community-based care while women have started small businesses. Financial independence has given them new confidence. Advocacy with male leadership and policy-makers has facilitated the involvement of women in decision-making positions. The stigma around HIV/AIDS is being reduced, as seen by the increased demand from women for testing and counselling services.

5. Petroleum and Clean Energy

There are several examples of specific efforts at the level of women’s energy use which address the availability of modern energy services to women and provide opportunities for development presented when efforts are made to provide affordable access to modern energy carriers. Gender mainstreaming at institutional levels in the petroleum and power sectors and in large-scale hydropower development projects, is at initial ground-breaking stages. ESMAP’s AFREA gender and energy programme pointed out that in terms of its own work: Large-scale power infrastructure projects could also be an important target because of gap in thinking related to relevance of gender.

There are examples of best practice for promoting women’s employment in the petroleum sector (see cases below), but not in petroleum policy or the benefits of petroleum development. The World Bank’s Oil, Gas, Mining Policy Division has recently developed guidelines for best practice in the extractive industries, but these have not yet been applied in the petroleum sector. While there are a number of case studies reporting on women and micro-hydro power, to the best of our knowledge, there is a gap in the literature on gender mainstreaming in large-scale hydro with exception of a few community development projects implemented within communities located within the vicinity of large-scale hydro dams and generation plants.

An important initiative focused on women’s energy use was inaugurated in Kerala, India this year, with the support of the United States Agency for International Development’s South Asia Regional Initiative for Energy program, in cooperation with the Government of Kerala and its Energy Management Centre. The Women’s Institute for Sustainable Energy Research (WISER) has now been established as the first institution in South Asia dedicated to promoting the active participation and leadership of women in the energy sector. It was launched in March 2010 with a nine-day training program for twenty Afghan women on renewable energy and energy efficiency technologies, financing mechanisms for clean energy, and gender considerations in energy policy development.

5.1. Best Cases

**Retention of Women Engineers and Scientists in the Oil and Gas Sector, Pakistan and Canada**

The Oil and Gas Sector Programme Pakistan (OGSP 1996-2003) was a seven-year capacity development project funded by the Canadian International Development Agency (CIDA). In accordance with CIDA’s Gender Equality Policy, major efforts were made to increase women’s participation in project activities and within the petroleum industry in Pakistan, including:

- Conducting a first-ever baseline study to collect data on women’s presence in public and private industry organizations;


68 ESMAP’s Africa Renewable Energy Access Program (AFREA) has its own Gender and Energy program which is the first regional component of ESMAP’s Gender and Energy Development Strategies Program (GEDS) (http://www2.esmap.org/news/news.asp?id=164)


• Bringing women together to share experience and work together to overcome obstacles through an active women’s network (the Pakistan Petroleum Women’s Network);
• Providing special scholarships, and training opportunities for women;
• Providing career orientation sessions to female students at major educational institutions to attract them to the industry;
• Raising awareness in the industry of women’s potential contributions; and
• Publicity through a film and media exposure of events and accomplishments.

A study was also conducted under the OGSP to identify levels of female labour force participation in the Canadian petroleum industry, barriers to women’s entry and promotion, and strategies used by oil and gas companies to encourage full contributions of their female employees.

This study was used in a workshop on ‘Best practices for the Retention of Women Scientists and Engineers in the Oil and Gas Sector’, as part of a National Conference for the Advancement of Women in Engineering, Science and Technology in St. John’s, Newfoundland in July 2000. The Conference Report provides a summary of conclusions on industry best practice, including:

• importance of commitment from top management and Boards of Directors;
• management training on diversity issues;
• linking diversity enhancement to performance reviews and salary levels;
• eliminating discrimination in human resource policies and procedures and health and safety policies;
• offering specific policies and proactive initiatives for women’s career development and training, and for balancing family and work life;
• networking and mutual support.

The Conference was sponsored by Women in Science and Engineering, a national advocacy organization, and by one of the five regional Petro-Canada Chairs for Women in Science and Engineering (CWSE), another best practice case. The Natural Sciences and Engineering Research Council of Canada (NSERC), in partnership with industrial and academic sponsors, has supported a program of five regional Chairs for Women in Science and Engineering in Canada since 1996. The key goals of the program are to increase the participation of women in science and engineering and provide role models for women considering careers in these fields.

**Women’s Participation in CIDA’s Oil and Gas Technology Transfer Programme, China**

The Oil and Gas Technology Transfer Programme (1993-2001) was another capacity development project funded by the Canadian International Development Agency. It aimed at assisting China in developing its oil and gas resources. The project involved technology transfer and training opportunities in China and Canada, to develop the technical capabilities of five selected research institutes in China. As part of a systematic approach to human resources development, the gender mainstreaming goal was to improve women’s participation as equal partners in China’s oil and gas sector.

A gender assessment was undertaken at each participating research institute during the project design phase to establish baseline data. A follow-up survey was undertaken by the project’s executing agency in the final year of the project to assess change. Based on the preliminary gender analysis, a target was set of 30 per cent for participation by women in all the training programs. The project manager based in Beijing was responsible for ensuring the target was achieved among the candidates proposed by the institutes for advanced training. A coordinator was appointed at each institute for liaison purposes, to monitor and report on women’s participation in the program and at the institutes, and to organize activities.

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73 Chair for Women in Science and Engineering  http://www.cwse-on.ca/index.jsp?resourceID=34
Midway through the program, each institute established a Women’s Professional Development Committee (WPDC) made up of professional/technical women and women managers. The WPDCs organized activities to support the professional development of women, for example: training in English and computer skills, gender awareness training and seminars by senior professional women. Gender training workshops were offered by CIDA for the coordinators from each institute. A month-long gender equality awareness Professional Attachment Program (PAP) was held in Canada for participants from all the institutes and the national project managing institution, the China National Petroleum Corporation. The PAP covered gender analysis tools and approaches, the situation in Canada, women in the energy sector as employees and end users, diversity management, change management and action planning.

The target level of 30 per cent women’s participation was maintained or exceeded by all participating institutes. Many participants in the Canadian technical training programs, male and female, received subsequent promotions. Female participants felt the 30 per cent target allowed them many opportunities they would not have otherwise received. Career opportunities for women improved: three women supported by the project were promoted into leadership positions; one was promoted to College Dean. There was improved awareness of gender issues and differences, especially among women and in senior management levels in the participating research institutes.

At one institute, the WPDC established six different groups addressing gender issues, including one for men. The men’s group deals with situations where men are in the minority, for example, the Foreign Languages Department, as well as with changing traditional attitudes of men. The participating institutes are now well aware of the need for women’s professional development through training opportunities and the importance of promotions, both as recognition of women’s abilities and to realize their full potential capabilities. One institute has instituted job counseling for women graduates on a regular basis, in recognition of their greater difficulties in finding employment in the sector. Some initial scepticism about gender equality initiatives was overcome by the end of the project, as all participants recognized there were major benefits for the Institutes in increased numbers and quality of professional personnel and more productive contributions of women.

Rural Micro Hydro Development Programme Nepal

While large-scale hydro is under consideration in Nepal, due to the steep terrain the cost of running the grid to some of the scattered settlements is prohibitive which makes decentralised options an attractive alternative. The Rural Energy Development Programme (REDP), initiated in 1996, aims to enhance rural livelihoods and preserve the environment by supporting the installation of micro-hydro power systems. The aim is to install 64 micro-hydro demonstration systems with the total installed capacity of about 1,157 kilowatts. Productive income-generating activities are targeted as the intended end uses of the energy supplied, together with the development of skills which promote agricultural and home-based businesses.

Expansion of sustainable rural energy systems is seen as an entry point for economic development and poverty alleviation. The programme aims at ensuring gender equality in participation and equality in the benefits that arise from access to electricity by an approach that takes into account the particular cultural setting in rural Nepal. The REDP established male and female community organisations with equal responsibilities to work on the project. Every participating household sends a male member to the male community organisation and a female member to the female community organisation. The segregation of women and men into separate community organisations encourages men and women to discuss and analyse specific problems they face which would not be possible in mixed groups. Women in the patriarchal society in Nepal are generally marginalised in decision making and do not have the skills and expertise for active participation in meetings. By creating a specific space for women they are able to develop skills and the self-confidence to advocate their needs. The community organisations meet every week. By the end of 2000 the total membership was 20,258 women and 19,125 men in 1,021 female and 1,000 male community organisations.

Additionally, the project facilitates capacity building through training in reading and writing, management and leadership. Skills training has been provided in forestry, agriculture, cottage industries, social conservation and animal husbandry. As of 2001, more than 3,963 men and women had been trained in various enterprises. An initial assessment showed that following the training more than 80 per cent of the trainees started a business in the community. New activities include setting up bakeries, poultry keeping and preparing broiler chickens, running agricultural processing mills or sawmills, operating photo studios, producing incense sticks, goat raising and running grocery stores. The micro-enterprise training is backed by access to credit from the group’s savings.

The equal opportunities have had a very visible and positive impact in mobilising women and integrating them into mainstream activities. The women in community organisations have a distinct voice in local affairs and their self-confidence has increased, as has their capability for independent and collective action.

**Lessons learned:**

Both men and women must be equally involved if gender and equity issues are to be addressed. Involving women fully in rural energy development plans ensures a match between the energy source (electricity) and meeting their needs.

Provision of an institution mechanism that takes into account local gendered institutions but aims for equal participation of women based on transparency and accountability encourages women to come out of their traditional roles and become active partners in development programmes.

Recognition that electricity availability alone is not enough for the uptake of electricity. Skills in appropriate techniques using electricity, business management and access to finance are needed to enable development to take off.

**Philippines: Community-based Micro-Hydro Project in Kalinga**

A 33-kilowatt micro-hydro plant built on Bunog Creek north of the Cordillera Mountain Region in northern Luzon, Philippines was commissioned in 1999. The plant is to provide electricity to the two villages of Tulgao and the adjacent village of Danamao, in Kalinga municipality, in northern Luzon. The villages were considered too remote for connection to the central grid. The project was initiated by the Episcopal Diocese of the Northern Philippines (EDNP) and funded by KEEP of Japan. SIBAT a local NGO, provided the technical assistance.

A gender needs assessment identified the community’s desire for better lighting, with emphasis on the high cost of kerosene and the dirty soot it produced in the houses. Power for a rice mill was also identified as a valuable option for reducing the workload of women and children. Both women and men were consulted at the planning stage, although the women were not present during the planning meetings, their views were brought into the discussions by their husbands who consulted with their wives at home. The women expected that the project would extend their available hours for household chores, and the men thought they would have more time to repair farm tools and the children would have better lighting for studying. The community was looking forward to the project enabling families to be together while listening to their favourite radio or TV shows.

Men and women participated in constructing the plant. Involvement in such activities is usually seen as the preserve of men. Women also play an important part in the management of the system. The board of directors is composed of three well-educated, women and four men. There is a distinct traditional gender division of labour in the roles played: the men are involved in the technical aspects (repair and maintenance), while the women take care of the administrative matters (bookkeeping and fee collection).

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76 Lumampao, F., V. Lopez, and L. Go (APPROTECH Asia). 2006. “Gender and Renewable Energy in the Philippines: A Community-based Micro-hydro Project in Kalinga and a PV-Battery Charging Station in Southern Leyte.” Case study prepared for the Collaborative Research Group on Gender and Energy (CRGGE) with support from the ENERGIA International Network on Gender and Sustainable Energy and the United Kingdom Department of International Development (DFID) under KaR research project R8346 on “Gender as a Key Variable in Energy Interventions. For more information see http://www.energia.org/resources/dfidstudy.html.

77 The Kiyosato Educational Experiment Project (KEEP) is an organization dedicated to education, outreach and service to others.

78 An NGO engaged in the promotion and development of appropriate technology (AT) in Philippines since 1984.
The plant provides enough electricity for lighting and small appliances in over 300 households, as well as community buildings such as the church, school and health clinic. Although the capacity of the system is just over 30 kilowatts, initially only 4 to 5 kilowatts were used, although in 2002 two rice mills were added to the grid and a sugar press in 2003. The system generally operates from 4:40 p.m. to 7 a.m. (based on an agreed policy), and during daytime if needed for the school or the clinic.

Approximately 80% of houses are connected to the system. Most of the households have one or two light bulbs in their houses linked to the system. About 10 percent of families invested in appliances (rice cookers and blenders for the kitchen; televisions and video/CD players; a few washing and sewing machines). Both women and men's incomes have increased. The women are able to manage their time due to having access to electric light, planning when they can do productive and household chores. Even very small increases in their income seem to reduce women's stress linked to balancing their household budgets. The social life has improved and it is claimed that there is a reduction in the use of violence to settle community disputes.

**Lessons learned:**
Leaving women out of technical training denies them access to higher skilled, better paid work.

The lack of provision of micro-credit meant that it was the better off households (either those with professional jobs, such as teaching, or with family members working outside the village and able to send remittances) who were able to take advantage of the electricity for income generation. This was felt to have widened income disparity in the communities.