



REPORT

Consultancy services to implement harmonised regulatory/technical frameworks and synthesised renewable and energy efficiency strategies in the EA-SA-IO region

Energy Policy Gender Assessment

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Consultancy services to implement harmonised regulatory/technical frameworks and synthesised renewable and energy efficiency strategies in the EA-SA-IO region

This assignment will support the Common Market for Eastern and Southern Africa (COMESA), East African Community (EAC), Intergovernmental Authority on Development (IGAD), Indian Ocean Commission (IOC), and Southern African Development Community (SADC), in their collective efforts to promote the development of a sustainable regional energy market in the Eastern Africa, Southern Africa, and Indian Ocean (EA-SA-IO) region.

Report

This report presents a gender assessment of the energy policy framework in a sample of five countries of the EA-SA-IO region. It acts as a baseline and needs assessment for the EA-SA-IO Gender Mainstreaming Strategy and Action Plan.

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Opinions and Limitations

Unless otherwise indicated, the opinions herein are those of the authors and do not necessarily reflect the views of COMESA, EAC, ESREM, IGAD, IOC, or SADC.

CPCS makes **deliberate efforts to validate data obtained from third parties, but CPCS cannot warrant the accuracy of all data.**

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Contact

Questions and comments on this report can be directed to:

Anirudh (Rudy) Gautama
Project Manager
E: agautama@cpcs.ca



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Acronyms / Abbreviations

AfDB	African Development Bank
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
COMESA	Common Market for Eastern and Southern Africa
CSO	Central Statistical Office
DOE	Department of Energy
EA-SA-IO	Eastern Africa, Southern Africa and Indian Ocean
ENERGIA	International Network on Gender & Sustainable Energy
ENSOMD	Enquête nationale sur le suivi des indicateurs des objectifs du Millénaire pour le développement
FHH	Female headed households
GAP	Gender Action Plan
GFP	Gender Focal Point
GPF	Gender Policy Framework
GREP	Gender-Responsive Energy Policy
IMF	International Monetary Fund
KIHBS	Kenya Integrated Household Budget Survey
KNBS	Kenya National Bureau of Statistics
LCMS	Living Conditions Monitoring Survey
LFS	Labour Force Survey
MHH	Male Headed Households
MOE	Ministry of Energy
MOW	Ministry of Women
NBS	National Bureau of Statistics
NDP	National Development Plan
REA	Rural Energy Agency
SADC	Southern African Development Community
SDG	Sustainable Development Goals
SE4ALL	Sustainable Energy for All
STATS SA	Department of Statistics South Africa
WEGE	Womens' Empowerment and Gender Equality

Executive Summary

This report is prepared under the authority of a contract signed between the Regional Association of Energy Regulators for Eastern and Southern Africa (RAERESA), an agency of the Common Market for Eastern and Southern Africa (COMESA), and CPCS Transcom International Limited (CPCS), on 11 May 2020, to provide consultancy services “to implement harmonised regulatory/technical frameworks and synthesised renewable and energy efficiency strategies in the EA-SA-IO region.”

The overall objective of the project is to enhance a sustainable regional energy market in the EA-SA-IO region, which is conducive to investment and promoting sustainable development. The project is relevant for the African Union’s Agenda 2063 and the United National agenda 2030 and contributes primarily to the progressive achievement of Sustainable Development Goals (SDG) target 7 of ensuring access to affordable, reliable, sustainable and modern energy for all. It also promotes progress towards Goal 5 of achieving gender equality and empowering all women and girls, Goal 9 of building resilient infrastructure, promoting inclusive and sustainable industrialisation and fostering innovation, and Goal 12 of ensuring sustainable consumption and production patterns.

This project is intended to support COMESA in working towards achieving the following long-term specific objectives related to gender equality:

- Develop measures for promoting regional and intra-regional power trade in the EA-SA-IO region which would enhance energy security and competitiveness of industries in the region and address environmental sustainability and promote gender issues in energy. (Work Stream A)
- Develop a regional strategy for promoting and ensuring increased female participation and gender equality in sustainable energy that will support the targets of the Sustainable Development Goal # 7. (Work Stream C)

The project output is a **gender mainstreaming strategy and action plan** for increasing women’s participation in planning and implementing energy access, renewable energy and energy efficiency projects, programs, and policies for the EA-SA-IO Region.

This report presents a gender assessment of the energy policy framework in a sample of five countries of the EA-SA-IO region: Kenya, Madagascar, South Africa, Tanzania and Zambia. It acts as a baseline and needs assessment for the EA-SA-IO Gender Mainstreaming Strategy and Action Plan, which will be developed in the second semester of 2021.

1 Context and Situational Analysis

Key chapter takeaway

This section presents the rationale for developing gender responsive energy policy framework and the existing regional and international policy framework regarding gender and energy in the EA-SA-IO region.

1.1 Gender Responsive Energy Policy Framework

Energy issues are mostly addressed through technical and economic lenses while overlooking their social dimension. This truncated perspective contributes to gender disparities in both access to energy services and economic and decision-making participation in the energy sector. Gender-blind energy policies – those policies that fail to consider gender roles and how they translate into differentiated energy needs – remain the norm around the world and in Sub-Saharan Africa (SSA), thus contributing to reinforce gender discrimination regarding access to energy and access to energy-related economic opportunities.

Why are women prone to energy poverty?

Although energy access is a universal need, social dynamics result in different uses of energy and create different needs for energy services. Energy poverty – “an inability to realise essential capabilities as a direct or indirect result of insufficient access to affordable, reliable and safe energy services” – is hence not only due to physical shortages but also shaped by power relations and gender role dynamics. The main socio-economic determinants that shape female energy poverty in developing economies are listed below. These socio-determinants are intertwined and reinforce each other.

- Women’s energy consumption is shaped by their reproductive role, and their specific energy needs related to caregiving and domestic chores are often unmet.
- Asymmetrical gender roles lead to women lacking the knowledge and decision-making power (at the household, community and national levels) to voice their energy needs.
- Women’s undocumented free domestic labour directly contributes to household’s energy access (for collecting and obtaining fuel), limiting the time and efforts they can spend on community, economic or personal activities.
- Women’s lower economic status and lack of financial resources prevent them from accessing clean and reliable energy sources.

How did we get there? Why are gender-blind energy policy framework prevalent?

Gender-blind energy policy frameworks fail to recognise that gender roles and responsibilities ascribed to women and girls lead to different energy needs, constraints and opportunities. While developed countries also tend to have gender-blind energy policies, developing countries have more urgent energy needs. For example, SSA is a the region with one of the largest energy access-deficits, especially in rural areas. This gender blindness derives from two main causes:

- Countries generally do not have a favourable context for gender mainstreaming in energy policies due to lack of gender equality in decision-making as well as the absence of sex-disaggregated data on energy consumption and economic activities.
- National energy policy frameworks tend to overlook women's roles and needs due to a deficient policy development process that (i) does not involve the participation of women end-users and (ii) fails to be based on gender-disaggregated data. Energy policies furthermore feature an implicit definition of energy access based on a binary electrification analysis, namely whether an end user (most often a household) is connected to the grid, to a mini-grid or to a stand-alone power supply system. This incomplete definition leaves aside the energy needs related to income-generating activities and for community services.

What is a gender-responsive energy policy (GREP) and why is it important?

A GREP accomplishes the following: it "(i) recognises that women and men have different energy dynamics (roles in the household, decision-making areas, energy needs); (ii) makes available energy technologies and services that match those dynamics; and (iii) employs appropriate policy instruments to provide an enabling environment." They contribute to the following development objectives: (i) overcome women's and other socially vulnerable groups' energy poverty; and (ii) create a level playing field so that women and girls may also reap the benefits of the new economic opportunities arising across the clean energy sector.

This report provides a gender assessment of the energy policy framework in a sample of five countries (Kenya, Madagascar, South Africa, Tanzania and Zambia) to assess the needs for the development and implementation of GREP in the of the EA-SA-IO region.

1.2 Regional and International Policy Framework

Relevant regional and international policy instruments that frame the need for gender mainstreaming in the energy sector are listed below:

- East African Community Gender Policy, 2018
- Nairobi Commitment Statement on Implementation of the Libreville outcome through African Women Energy Entrepreneurs Framework (AWEEF)
- SADC Declaration on Gender and Development
- SADC Protocol on Gender and Development
- Sustainable Energy for all Initiative, 2011
- African Union Protocol to the Charter on Human and People's Rights on the Rights of Women in Africa, 2003
- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)
- Stratégie régionale sur le genre de la COI (Regional Gender Strategy of the Indian Ocean Commission)
- United Nations Sustainable Development Goals
- The Beijing Platform of Action, 1995

2 Methodology

To perform the gender policy assessment, an analytical grid was applied to the five targeted countries to assess the level of gender awareness of their national energy policy framework and enable their comparison. The grid was developed by Econoler¹ using the analytical framework developed by Mariella Feenstra² and a wide range of articles on women and energy³. It is among the first attempts in scientific literature to provide a clear and streamlined tool for decision-makers to mainstream gender in energy policies.

Table 2-1 Enabling Conditions for Developing GREP

Component	Enabling Conditions
1. Gender mainstreaming capacities at the national level	a. Decision-making
	b. Gender-disaggregated data
	c. Legislation on GE and political commitment
	d. Institutional support and financial commitment
2. Process for developing a GREP and policy content	e. Recognition of women's roles and energy needs
	f. Participation
	g. Gender disaggregation
	h. Integrated energy planning
	i. Monitoring and evaluation

The tool is comprehensive yet pragmatic and user-friendly so that governments can also perform their own policy analysis and development. It is broken down into two main components to assess both causes for gender blindness in energy policy, namely (1) gender mainstreaming capacities at the national level, and (2) the content of the existing policy framework. Each component is then broken down into several enabling conditions (see Table 2-1). The complete tool, which includes questions to evaluate each of the enabling conditions, is presented in Section 4. Although it is not necessary to achieve all the enabling conditions to develop a GREP, the more conditions are fulfilled, the higher the chance of success.

2.1 Data Limitations

Due to the global COVID-19 pandemic, stakeholder engagement was much more challenging than was anticipated in the project proposal. A short questionnaire was shared with the ministries of energy in 2020 but only yielded limited results. The assessment was performed using existing literature and the consultant's network in some of the targeted countries. The data presented in this

¹ MATTE, Joëlle and Laurent JODOIN (2020) "Gender and Energy Access: Action Needed Now to Adopt Gender Responsive Energy Policy", Policy Brief, Econoler and International Development and Research Center, Government of Canada.

² FEENSTRA, Mariëlla (2002), "Towards a gender-aware energy policy: a case study from South Africa and Uganda", University of Twente.

³ PARIKH, Jyoti K. "Gender issues in energy policy", *Energy Policy*, Vol. 23, No 9, pp. 745-754. Clean Energy Solution Center (2019) "Blueprint Guide for Creating Gender-sensitive Energy Policies". MIKKOLA, Mari (2017), "Feminist Perspective on Sex and Gender", *Stanford Encyclopedia of Philosophy*. Fall Edition. CLANCY, Joy et al. (2003), "Gender-Energy-Poverty Nexus: Finding the Energy to Address Gender Concerns in Development".

report are hence primarily from secondary sources and might not reflect the most recent developments in targeted countries. We recommend that this report be reviewed by the ministry in charge of energy and the government authority in charge of gender equality to review and confirm the results of the assessment.

3 Country Energy Policy Background

Key chapter takeaway

This section provides short overviews of the current energy policy framework in each country. The full list of policies reviewed for this study are presented in the Bibliography.

3.1 Kenya

Kenya's national development plan, Vision 2030, recognises energy as a core enabler to fight poverty and a catalyst for the Sustainable Development Goals (SDGs). The government has the target of achieving access to clean energy sources for all citizens and making Kenya kerosene free by 2022. The main policies included in the energy policy framework are listed below.

- Kenya's Vision 2030
- National Energy Policy, 2014
- National Electrification Strategy
- Bioenergy Strategy 2020-2027
- Gender Policy in Energy, 2019
- Energy policy and Energy Act 2019
- Sustainable Energy for All - Kenya Action Agenda

In 2019, Kenya's energy policy framework became gender transformative⁴ due to the adoption of a ground-breaking policy on gender and energy. Developed by Practical Action and ENERGIA, the policy is aimed at considering the needs of both men and women through gender analysis and integrating these needs in energy planning. The policy also aims to strengthen institutional capacities for gender mainstreaming as a basis for the formulation, implementation, and impact evaluation of all energy projects in Kenya. The policy is intersectional as it also targets youth and people with disabilities.

3.2 Madagascar

The Government of Madagascar identifies the energy sector as one of the most problematic sectors in the country and highlights that the National Energy Policy is a key tool in implementing the National Development Plan. Madagascar aims at providing access to a modern source of electricity or lighting and efficient cookstoves to 70% of the households by 2030. The main policies included in the energy policy framework are listed below.

- Lettre de politique de l'énergie de Madagascar 2015-2030.
- Plan national de développement 2015-2019.

⁴ A gender-transformative approach means that promoting gender equality—the shared control of resources and decision-making—and women's empowerment are central to an intervention.

3.3 South Africa

South Africa presents an energy mix that is dominated by coal, comprising around 80% of the country's energy mix. The NDP aspires for a revised national electrification plan, ensuring 90 percent grid access by 2030 (with the balance met through off-grid technologies) and that at least 20,000 MW of renewable energy should be contracted by 2030. The main policies included in the energy policy framework are listed below.

- Energy Sector Discussion paper on Womens' Empowerment and Gender Equality Strategy, 2017.
- Department of Energy Policy Framework for Women Empowerment and Gender Equality 2016.
- Integrated Energy Plan, 2016
- White Paper on Renewables 2003
- White Paper on the Energy Policy of the Republic of South Africa, 1998
- Department of Mineral Resources and Energy, Strategic Plan 2020-2025
- National Development Plan Vision 2030.
- Department of Women, Strategic Plan 2015-2020.

South Africa has a centralised strategy for gender mainstreaming across all sectors. In 2000, the Presidency, which has a jurisdiction over the national gender program, proposed the adoption of a national policy framework prepared by the Office on the Status on Women.⁵ The policy framework is titled: South Africa's National Policy Framework for Womens' Empowerment and Gender Equality (WEGE) and most commonly referred to as the Gender Policy Framework (GPF). It provides a set of generic trans-sectoral policies to help different sectors develop their gender policies. The Department of Energy (DOE) developed its own Policy Framework for Women Empowerment and Gender Equality (DOE Policy on WEGE) in 2016, followed by an energy discussion paper on the WEGE Strategy (DOE WEGE Strategy). Both documents mainly address how to increase the engagement of women in the energy workforce.

3.4 Tanzania

The Government of Tanzania ranks access to energy as an essential component of its Development Vision 2025 and the realisation of the medium-term development objectives (2016/17 – 2020/21). By 2030, Tanzania aims at having more than 75% of its population with access to electricity and access to modern cooking solutions. The main policies included in the energy policy framework are listed below.

- Country Action Plan for Cookstoves and Fuels, 2014
- National Energy Policy, 2015
- National Five-Year Development Plan 2016/17 – 2020/2021
- National Gender Policy, 2014
- National Strategy for Gender Development, 2008.
- Rural Energy Act, 2005.
- Tanzania's SE4ALL Gender Action Plan, December 2018.

⁵ Nel, D. and Joel, C. (2019), loc cit.

- The Sustainable Energy for All Action Agenda, Investment Prospectus and Implementation Program, 2015.

A SEforALL Gender Action Plan (GAP) was developed in 2018 by the under the Tanzania SEforALL Action Agenda. The GAP was developed by the Technical Working Group consisting of the Ministry of Energy, REA, TANESCO, PO-RALG and MoHCDGEC, with assistance from the National Gender and Sustainable Energy Network (NGSEN), supported by ENERGIA. The GAP's objective is that the SEforALL initiatives in Tanzania provides equal opportunities for women and men in access to and control over sustainable energy services. Its implementation by the MOE is ongoing and will be extended in the forthcoming Energy Sector Reform Programme through EU financing. This programme's implementation will commence in the 2021/22 financial year with a duration of five years.

3.5 Zambia

Energy has been identified as an important driving force behind economic development in Zambia, and the government has declared its commitment to developing and maintaining energy infrastructure and services. In 1996, the Government of Zambia set a goal for universal electricity access for all Zambians by 2030. The main policies included in the energy policy framework are listed below.

- Gender and Energy Strategy and Action Plan, 2021 [Draft]
- National Energy Policy, 2019.
- Rural Electrification Master Plan for Zambia, 2008-2030
- Seventh National Development Plan

The 2019 National Energy Policy (NEP) is based on ten policy objectives, with mainstreaming gender, climate change, and health and safety (H&S) in the energy sector being one of the strategic objectives. A Gender and Energy Strategy and Action Plan (GESAP) was requested by the MOE and is currently under preparation by an independent consultant. The GESAP will support the operationalisation of the gender mainstreaming measures outlined in the NEP by identifying specific objectives and actions. The overall objective of the GESAP is to enhance gender equality, social inclusion and non-discrimination in all spheres of the energy sector.

4 Gender Assessment Of National Energy Policy Frameworks

Key chapter takeaway

The gender assessment of national energy policy frameworks is broken down into two main components to assess both the process to designing energy policy framework and the content of the existing policy framework. This section thus includes two sub-sections: (4.1) Gender mainstreaming capacities at the national level and (4.2) the level of gender responsiveness of energy policies.

This part of the analysis uses the terms Ministry of Energy (MOE) and Ministry of Women (MOW) to designate the national entities in charge of energy and women, instead of using each country's official ministry's designation. It also uses the term Gender Focal Point (GFP) to refer to the gender unit/ contact person stationed in the ministry across the targeted countries. This terminology choice was made for reasons of homogeneity and clarity.

4.1 Gender mainstreaming capacities at the national level

This section assesses each country's domestic conditions for enabling gender-mainstreaming in energy-related policymaking and program development. To determine whether a country has "a favourable context for gender-mainstreaming", the following four kinds of framework are examined: (1) decision-making in the energy sector; (2) sex-disaggregated data; (3) legal and political; and (4) institutional and financial. This analysis serves as a complement to the gender-sensitive assessment of the national energy policy framework in Section 3.2.

4.1.1 Decision-making in the Energy Sector

Our examination of this enabling condition looks at whether women are involved in the decision-making process related to energy, whether the policy-makers and data producers and analysts are aware of gender as a concept, gender issues pertaining to energy and whether they have the necessary skills to perform gender-mainstreaming. This information was collected through a literature review and secondary data, using the most up to date information available⁶.

⁶ In the case of Madagascar, no such information was readily available or accessible by the Consultant.

Table 4-1 Assessment of Gender-mainstreaming Capacities - Decision-making in the Energy Sector

Gender Equality Criteria	Kenya ⁷	Madagascar	South Africa ⁸	Tanzania ⁹	Zambia ¹⁰
Decision-making					
Proportion of women employed at the Ministry of Energy (MOE) (total staff)	35%	-	46%	44%	47%
Proportion of women in leadership positions at the MOE	15%	-	34%	-	49%
Proportion of women employed at the electricity utility (total staff)	-	-	-	20%	24%
Proportion of women in decision-making positions at the electricity utility (%)	-	-	38%	-	23%
Does MOE higher management have a vision to promote gender inclusion?	Yes	-	Yes	Yes	Yes
Existence of a gender unit/ focal point within the Ministry of Energy?	Yes	-	Yes	Yes	Yes
Level of awareness on gender mainstreaming among technical staff?	Low	-	-	Low	Low
Is there capacity for gender analysis among policymakers (tools and analytical methods)?	Low	-	-	Low	No

The proportion of women employed at the ministry of energy ranges from 35% (Kenya) to 47% (Zambia). The share of women in leadership roles drops for all countries except Zambia where it stands at 49%. The high numbers observed in Zambia could be explained by the strong gender policy framework that exists in the country (see the box below).

The Zambian Gender Equity and Equality Act of 2015 provides the overall framework for the promotion of gender equality in public and private organisations. The Act obliges public and private bodies to develop gender action plans and special measures to achieve fifty percent representation of women. The fifty percent target and mandate of the Gender Equity and Equality Commission is further emphasised in the Amended Constitution of 2016. The Act also established the Gender Equity and Equality Commission, a body in charge of monitoring the act's implementation.

The share of women working in technical positions usually accounts for much smaller percentages of employees. For example, only 7% of technical staff in the Zambian MOE are female, compared to 47% female in total staff.¹¹ This disparity generally reveals a high degree of occupational segregation, with women concentrated in headquarters-based corporate functions such as legal,

⁷ Ministry of Energy (2019), Gender Policy and AfDB (2020), Gender and Energy Country Briefs – Kenya.

⁸ DOE Framework for Women Empowerment and Gender Equality, 2016. and Nel, D. and Joel, C. (2019), The Transformation of Governance in the South African Energy Sector: Critical Considerations for Gender Mainstreaming, Journal of Contemporary Management, Vol 16, pp. 313-332.

⁹ Gender Policy and AfDB (2020b), Gender and Energy Country Briefs – Tanzania.

¹⁰ ARLID, Lovisa (2019) Gender Assessment of the Energy Sector in Zambia. ARLID, Lovisa (2021) Gender Strategy and Action Plan [Draft]

¹¹ ARLID, Lovisa (2021), loc cit.

finance, and human resources rather than in field-based or technical operations positions. What can be observed in the four countries where we could collect data is that generally, upper management has a vision towards promoting gender equality and have a gender focal point to support integrating gender in projects and programs. The awareness and capacities of staff to perform gender analysis and mainstream gender is however low.

4.1.2 Availability of gender-disaggregated data in national statistics

Our examination of this enabling condition has assessed the availability of gender-disaggregated data or relevant data needed to assess women’s use of energy to support the development of energy policies and programs. The sources of the analysis include the latest statistics available on the website of each national statistics bureau. The documents reviewed for each country are indicated in the references and in the bibliography.

Table 4-2 Assessment of Gender-mainstreaming Capacities – Gender-disaggregated Data

Gender Equality Criteria	Kenya ¹²	Madagascar ¹³	South Africa ¹⁴	Tanzania ¹⁵	Zambia ¹⁶
Are sex-disaggregated data on energy-end-use demand available?	No ¹⁷	No	No	No ¹⁸	No
Are traditional fuels (biomass, wood, dung) visible in national energy statistics?	Yes	Yes	Yes	Yes	Yes
Are household efforts for collection and use of traditional fuels documented in national statistics?	Yes	No	Yes	Yes	No
Are women’s efforts specifically highlighted?	Yes	No	Yes	Yes	No
Are household efforts for accessing water documented in national statistics?	Yes	Yes	Yes	Yes	No
Are women’s efforts specifically highlighted?	No	Yes	Yes	No	No
Are energy and gender situation analyses conducted prior to developing energy-related policies?	Partly ¹⁹	No	No	No	Partly ²⁰

¹² KNBS, KIHBS 2015/16. KNBS (2020), LFS, Quarter 3. KNBS (2018), National Gender Statistics Assessment

¹³ INSTAT (2012-2013), ENSOMD and INSTAT (2010), Enquête périodique auprès des ménages.

¹⁴ STATS SA (2020), LFS, Quarter 4. STATS SA (2010), Survey of Time Use, STATS SA (2019) SDGs Country Report. STATS SA (2019), General Household Survey.

¹⁵ MOE and REA (2020), “Energy Access and Use Situation Survey in Tanzania Mainland”. Tanzania NBS, Household Budget Survey 2011/12, Integrated LFS 2014,

¹⁶ CSO (2019), LFS. CSO (2015), LCMS. CSO (2019), SDGs Baseline Report. CSO (2013), Gender Statistics Report.

¹⁷ The National Gender policy in Energy (p. 13) underlines that: “Limited availability of gender disaggregated data on energy development was reported as a hindrance in engendering of energy plans, budgets and programs. This hampers sound decision making on interventions.

¹⁸ AfDB (2020b), loc cit. (p. 6) underlines that: “Gender-disaggregated official data in the energy sector of Tanzania are relatively scarce and not updated regularly.”

¹⁹ A gender analysis was performed for the development of the latest Gender Policy in Energy.

²⁰ A gender analysis was performed for the GESAP 2021.

Are women's economic activities documented?	No ²¹	Yes	Yes	Yes	Yes
Is women's free domestic labour documented in national statistics?	No	No	Yes	Yes	No

The results show that there is little sex-disaggregated primary data on energy end-use demand available in targeted countries. In some countries, for example Kenya, the limited availability of gender disaggregated data on energy development was reported as a hindrance in the engendering of energy plans, budgets and programs.²² The data doesn't have to be specifically focused on energy to be relevant. The boxes below present statistics found in Madagascar²³ and South Africa²⁴ that, although now outdated, show the type of data that is useful to identify gender-specific energy needs in different economic sectors or within the household.

Madagascar's statistics present interesting sex-disaggregated data on the agriculture sector, specifying that female headed households (FHH) are more prone to undertaking monoculture (19.8%) compared to male headed households (MHH) (9.9%), generally operate on a smaller surface area than men (1 ha versus 1.4 ha) and are more represented among small agricultural holders than men (83.6% versus 69.5%). It also indicates that regarding non-agricultural family enterprises, FHH are more involved in commercial activities, while MHH focus on mining extraction. Finally, among the households that indicate living in poverty, FHH are almost double the representation of MHH (12.3% versus 6.6%). These data prove useful when designing gender responsive energy programs in the agriculture sector.

South Africa presents a detailed breakdown of economic occupation by industry (agriculture, mining, manufacturing, utilities, construction, trade, transport, finance, community and social services, private households) and gender, which are updated every quarter. Its Time Use Survey also documents unpaid care work, informing that women spend 2.2 times as much time doing household chores than their male counterparts and includes sex-disaggregated data on time spent collecting fuel and water against distance travelled.

4.1.3 Legislation on Gender Equality and Political Commitment

Assessing this enabling factor involved looking at two main aspects: (1) whether the national legal and policy frameworks embrace the international principles regarding women's rights; (2) whether there is a national political framework supporting the gender-mainstreaming effort.

Table 4-3 Assessment of Gender-mainstreaming Capacities – Legislation on Gender Equality and Political Commitment

Gender Equality Criteria	Kenya	Madagascar	South Africa	Tanzania	Zambia
What is the country's status for the:					
Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)	Accession 1984	Ratification 1989	Ratification 1995	Ratification 1985	Ratification 1985

²¹ In Kenya, the latest KIHBS Labour Force Report presents some employment sex-disaggregated data (such as proportion of female in part-time employment and unemployment) but nothing that is relevant to designing energy policies or programs. The Quarter LFS contain no sex-disaggregated data.

²² Kenya Gender Policy.

²³ INSTAT (2010), loc cit.

²⁴ STATS SA (2010), A Survey of Time Use

Are women's rights enshrined in the constitution? ²⁵	Yes	No	Yes	Yes	Yes
Is there a national gender policy?	Yes ²⁶	Yes ²⁷	Yes ²⁸	Yes ²⁹	Yes ³⁰
Policy framework supporting the gender-mainstreaming effort in energy decision-making	Yes	No	Yes	Partly ³¹	Yes
Is there a legal directive mandating gender assessment in energy infrastructure?	No	No	No	No	No

The assessment has shown similar results for most of the targeted countries. All countries have ratified the CEDAW, women's rights are enshrined in the constitution of four out of five countries, and all countries have a national gender policy that provides a definition of gender mainstreaming and provides accountability mechanisms. Almost all countries have also a policy document supporting gender mainstreaming efforts specifically within the energy sector but there is no existing legal directive mandating gender assessment in the energy infrastructure.

4.1.4 Institutional support and financial commitment

Our examination of this enabling factor has looked at two main aspects: (1) whether there is an institutional framework supporting the gender-mainstreaming effort in energy decision-making; (2) whether gender-mainstreaming is supported by financial resources.

Table 4-4 Assessment of Gender-mainstreaming Capacities – Institutional Support and Financial Commitment

Gender Equality Criteria	Kenya	Madagascar	South Africa	Tanzania	Zambia
What is the institutional structure for mainstreaming gender?	MOE GFP	MOW	MOE GFP ³²	MOE GFP	MOE Department of planning (GFP)
Does the government perform gender budgeting for the energy sector?	Upcoming ³³	No	Partly ³⁴	No	No

²⁵ Performed using IDEA International (2016), "Constitution Assessment for Women's Equality"..

²⁶ Republic of Kenya, National Policy on Gender and Development, October 2019.

²⁷ Ministère de la population et des affaires Sociales et de la promotion de la femme, Politique Nationale de Promotion de la Femme, 2000.

²⁸ Government of South Africa, National Policy Framework for Women's Empowerment and Gender Equality, Adopted in 2002 and Department of Women, Strategic Plan 2015-2020.

²⁹ Government of Tanzania, Women and Gender Development Policy 2000 and National Strategy for Gender Development of 2008.

³⁰ Ministry of Gender and Child Development, National Gender Policy 2014, Republic of Zambia

³¹ Existence of a SE4ALL Gender Action Plan.

³² As planned in the DOE Women's empowerment and Gender Equality Strategy, 2017.

³³ Gender budgeting of the energy sector is planned in Kenya's new Gender Policy in Energy (2020).

³⁴ Gender budgeting is planned in different documents, including the DOE WEGE Strategy, but has yet to be fully implemented and evaluated. IMF (2016), Sub-Saharan Africa: A Survey of Gender Budgeting Efforts. https://www.imf.org/-/media/Websites/IMF/imported-full-text-pdf/external/pubs/ft/wp/2016/_wp16152.ashx

Is there a gender-responsive procurement policy or law?	Yes	No	Yes ³⁵	No	Yes ³⁶
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All countries except Madagascar have established a GFP within the ministry of energy to support gender mainstreaming efforts. A more thorough assessment would be required to evaluate the effectiveness of these institutions by looking at their actual decision-making power and availability of resources. Gender-budgeting is being gradually implemented in the energy sector of Kenya and South Africa. Three countries (Kenya, South Africa and Zambia) have gender-responsive procurement laws in place. See more details on the Kenyan procurement legal framework in the box below.³⁷

The Kenyan Public Procurement and Asset Disposal Act (2015) led to the creation of a government procurement system. These procurement policies are gender transformative³⁸ in terms of women’s economic empowerment, as they provide for explicit affirmative action favouring women entrepreneurs and women-owned businesses. The policy stipulates that 30% of all government procurement opportunities are reserved for women, youth, and persons with disabilities. However, women have challenges accessing all the opportunities due to limitations in qualifications (requirements and timeliness), awareness of the initiative, and experience.

4.2 Gender mainstreaming capacities at the national level

This section investigates the gender awareness of the energy policy framework in all targeted countries. Sustainable energy is a topic that is often scattered in numerous policy frameworks and addressed by different ministries. The list of policy documents reviewed for this part of the assessment is provided in the Bibliography. All answers to the items come from the policies text, unless otherwise indicated in the references.

4.2.1 Institutional support and financial commitment

This indicator assesses if energy needs are comprehensively addressed and if and how women are mentioned in the policy.

Table 4-5 Gender-aware energy policy framework – Recognition of women’s roles and energy needs

Gender Equality Criteria	Kenya	Madagascar	South Africa	Tanzania	Zambia
Is energy identified as a basic need?	Yes	No	Yes	Yes	Yes
Is the need for affordable energy underlined?	Yes	No	Yes	Yes	Yes
Are the energy needs of end users defined considering the following criteria:					
Their level of economic development (subsistence, transition, self-fulfillment)?	No	No	No	No	No
Whether they live in rural/urban areas?	Yes	No	Partly ³⁹	Yes	Yes

³⁵ Preferential Procurement Policy Framework Act and Broad-based Black Economic Empowerment Act

³⁶ Government of Zambia, Ministry of Works and Supply, Public Procurement Act No. 12 of 2008 and Citizen Empowerment Act No. 9 of 2006.

³⁷ UN Women 2017.

³⁸ ICRW and KAM (2020), loc cit.

³⁹ The White Paper on Renewable Energy, 2003 acknowledges that women from rural areas are responsible for fuelwood collection.

Are the three categories of energy needs considered in the policy?					
a. Energy for household management	Yes	Yes	Yes	Yes	Yes
b. Energy for income generating activities	Yes	No	Yes	Yes	Yes
c. Energy for community services	Yes	No	Yes	Yes	Yes
Does the policy address both women's practical and strategic needs related to energy? ⁴⁰	Yes	No	No	Yes	Yes
Does the policy try to reduce women's time poverty linked to energy needs?	Yes	No	Yes	Yes	Yes
Does the policy consider the triple role of women in society, namely productive, reproductive and community roles? ⁴¹	Yes	No	Partly ⁴²	Partly ⁴³	Partly
How does the policy portray women (vulnerable groups, beneficiaries, stakeholders or agents of change)?	Agent of change	-	Agent of change	Agent of change	Beneficiaries
Do policy documents consider the five hierarchical levels of gender equality (welfare, access, awareness-raising, participation and control)?	No	No	No	Yes	Partly
Are the benefits of greater energy access for women underlined? (reduction of air pollution, increased health, loss in education for children collecting wood, etc.)?	Yes	No	Yes	Yes	Yes

The four countries that present a gender mainstreaming policy framework specifically aligned on the energy sector, namely Kenya, South Africa, Tanzania and Zambia generally perform well regarding this indicator. Their policy framework addresses the threefold energy needs (households, work and community), addresses women's specific needs and tries to reduce their time poverty linked with energy (Kenya, Tanzania and Zambia) and presents women as active actors (agents of change) instead of passive actors (beneficiaries, vulnerable groups) (Kenya, SA and Tanzania). Notwithstanding these positive points, the policy framework should better define energy needs against end-users level of economic development and more clearly address the triple role of women in society and the energy needs linked to each one of them. Unlike its country peers, Madagascar's energy policy framework does not account for women's roles and energy needs.

4.2.2 Participation

This indicator looks at the public consultations conducted for the development of the existing policy framework and those planned for future policy or program development. The results show that most countries performed consultations with women's groups (Kenya, SA, Tanzania and Zambia), although this information was not available for Madagascar. All countries except Madagascar plan for gender training to policymakers and highlight the needs to increase gender equality in the energy workforce.

⁴⁰ Refer to 5.2Appendix B for a definition of "practical" versus "strategic" needs.

⁴¹ Refer to 5.2Appendix B for a definition of women's triple role.

⁴² The White Paper on Renewable Energy, 2003: mentions women's domestic and productive chores.

⁴³ The SE4ALL GAP mentions the productive role and community engagement are mentioned but not reproductive.

Table 4-6 Gender-aware Energy Policy Framework – Participation

Gender Equality Criteria	Kenya	Madagascar	South Africa	Tanzania	Zambia
Were women’s groups involved in the development of the policy?	Yes	-	Yes ⁴⁴	Yes	Yes
Do the policy documents plan for women consultations or gender analyses for energy initiatives, programs or projects?	Yes	No	Yes	Yes	No
Do the policy documents plan for gender training for energy policymakers and how to apply gender analytical tools?	Yes	No	Yes	Yes	Yes
Does the policy framework highlight the need to increase gender equality in the energy workforce?	Yes	No	Yes	Yes	Yes
If yes, does it provide strategies to achieve this goal?	Yes	No	Yes	No	Yes

4.2.3 Gender disaggregation

This indicator underscores that only two countries out of five currently refer to sex-disaggregated data on differentiated energy uses by men, women and children in their policy framework. It is important to expose data presenting women’s specific roles and needs in the policy framework because if a situation is not documented, it cannot be identified as a problem and therefore cannot be solved.

Table 4-7 Gender-aware Energy Policy Framework – Gender Disaggregation

Gender Equality Criteria	Kenya	Madagascar	South Africa	Tanzania	Zambia
Does the policy framework refer to sex-disaggregated statistics on energy use by men, women and children?	Yes	No	No	Yes	Partly ⁴⁵

4.2.4 Integrated Energy Planning

Integrated energy planning is an approach that addresses many deficiencies of conventional power planning, such as underestimation or overestimation of demand requirements, a lack of consideration for all supply-side and demand-side options as well as social and environmental costs of energy generation. The results showed that only Madagascar’s energy policy framework focuses on supply-side and technology-centric approaches, paying little attention to the demand-side user perspectives. The other countries have used more of a demand-driven approach towards energy planning.

Table 4-8 Gender-aware Energy Policy Framework – the Integrated Energy Planning Approach

Gender Equality Criteria	Kenya	Madagascar	South Africa	Tanzania	Zambia
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⁴⁴ Nel, D. and Joel, C. (2019), loc cit.

⁴⁵ The upcoming GESAP refers to sex-disaggregated data on energy access and women in the energy workforce.

Does it use a demand-driven approach towards energy planning?	Yes	No	Yes	Yes	Yes
Does the policy recognise that energy has multi-disciplinary (political, social, economic and environmental) aspects?	Yes	Yes	Yes	Yes	Yes

4.2.5 Monitoring and Evaluation

Monitoring and evaluation (M&E) is an essential aspect of policy making as it shows a clear implementation strategy and enhances accountability. While all countries' policy framework presented an implementation strategy, only three included assessment criteria and only one included sex-disaggregated indicators.

Gender Equality Criteria	Kenya	Madagascar	South Africa	Tanzania	Zambia
Does the policy framework include an implementation strategy?	Yes	Yes	Yes	Yes	Yes
Does the policy framework identify assessment criteria to measure the achievements of policy goals?	Yes	No	Yes	No	Yes
Does it include sex-disaggregated indicators?	Partly	No	No	No	No
Does it plan to measure the impact of interventions on gender equality and women's empowerment?	Yes	No	Yes	Yes	No

5 Key Findings And Priority Interventions

Key chapter takeaway

This study has shown wide discrepancies regarding the level of gender responsiveness of the energy policy framework of EA-SA-IO countries. Whereas Kenya has taken a regional leadership role, with its new Gender policy in Energy, Madagascar's energy policy framework is gender blind, focuses on supply-side and technology-centric approaches with little attention paid to the demand-side user perspectives, gender equality and women empowerment. South Africa, Tanzania and Zambia are also equipped with gender policy documents related to the energy sector, each presenting different strategic objectives and implementation approaches. This section presents regional key findings and priority interventions for the promotion of gender equality in the energy sector of the EA-SA-IO region. These priority interventions will be included in an EA-SA-IO Gender Strategy and Action Plan which will be developed within the framework of this project in the third quarter of 2021.

5.1 Regional Findings

Institutional Structure and Capacity

- Although the ministries of energy present relatively high shares of women in the total workforce (35% to 47%) the proportion of female staff tend to decline at decision-making level and in technical positions. The proportion of females working at the electricity utility is also generally lower than at the MOE, which is aligned with global findings. There is also a high degree of occupational segregation, with women concentrated in headquarters-based corporate functions such as legal, finance, and human resources rather than in field-based or technical operations positions. Promoting gender diversity at every level of the main institutions involved in the energy sector should be a priority, to ensure that different opinions are represented in policy making.
- Kenya, South Africa, Tanzania and Zambia all have gender embedded in the MOE through the existence of gender focal points (GFPs). While this is a good start, it is critical to ensure that the GFP's job description specifies duties related to gender and a mandate to intervene in policy/ programme formulation or planning. The GFP must also benefit from persuasion and decision-making power in the ministry, have sufficient financial and human resources, have sufficient gender capacity and directly collaborate with the MOE.
- Awareness and capacity on gender equality is low among staff of the main stakeholders involved in the energy sector. Recurrent capacity building initiatives on gender mainstreaming to ensure policies and programmes are gender responsive should be implemented in all countries.
- No country has a satisfactory system to track budget allocations for gender mainstreaming activities in the energy sector, making it impossible to track and report expenditures.

Recognition of Women's Roles and Needs

- The national energy policy frameworks mostly failed to consider women's roles and needs, proposing an incomplete definition of energy access that is technology-centric and household-centric, leaving aside productive uses of energy and energy for community services. Energy access needs to follow the three-pronged approach according to which energy is needed for household needs, work needs and community needs. A truncated definition of energy limits the socio-economic development benefits associated with access to clean and modern energy, especially for women and other vulnerable groups.
- Gender-sensitive approaches need to be adequately applied in programmes, projects and plans as mechanisms for empowering women in productive uses of energy. Men tend to engage in heavy electricity-based productive uses of energy (welding, car repairing, sawmills, etc.), whereas women often engage in activities where they need cooking or thermal fuels. With a low prioritisation given to clean cooking/ thermal energy, and an emphasis on electricity-related interventions, men are more likely to benefit than women.⁴⁶ Tanzania is the only country with a policy specifically dedicated to clean cooking.

Gender-disaggregated Data

- In all countries, there is lack of up-to-date data on sector employment and on the differential impacts of energy access and utilisation on women and men, which hinder the development of gender responsive energy policies and programmes. There is a need for new data that estimates the differentiated energy needs of both rural and urban males and females at the individual and household level, accounting for income generation and community services.
- Gender-disaggregated data needs to be referenced within the policy framework to clearly document the gender gaps, challenges and opportunities.

Monitoring and Evaluation

- No country has planned a comprehensive monitoring and evaluation system with gender responsive indicators. The lack of gender-specific targets reduces the opportunity and need to include gender issues in monitoring and evaluation. Consequently, mainstreaming gender across the various stakeholders and reporting on gender goals remains challenging.

5.2 Recommended Priority Interventions

The four priority interventions recommended for mainstreaming gender in the energy sector of the EA-SA-IO region are to (1) adopt a regional policy on gender mainstreaming in the energy sector, (2) assist member countries in developing gender-responsive energy policy frameworks, (3) promote women's involvement in the energy value chain and (4) build gender capacity of the main national institutions involved in the energy sector.

Adopt a regional policy promoting gender mainstreaming in the energy sector

The EA-SA-IO region should adopt a policy promoting gender-mainstreaming in energy access and energy security that addresses gender-related poverty through the following actions. This is aligned

⁴⁶ AfDB (2020b), loc cit.

with other regional-level best practices, such as the approach promoted by the Economic Community of West African States (ECOWAS).⁴⁷

- Promoting fair and equal access to modern energy services as a basic need.
- Accelerating and harnessing different forms of energy (at the household, work and community level) that promote a gender-responsive definition of energy access.
- Harmonising legislation and practices across the EA-SA-IO countries with regards to gender equality and energy.

Assist EA-SA-IO Countries in establishing gender-responsive energy policy and regulatory frameworks

- Develop guidelines to support member countries in developing, adopting and implementing gender-responsive energy policy and regulatory frameworks that follow the various criteria as established in this study.
- Explore opportunities to establish incentives and financial mechanisms to support the regional policy.

Promote women's engagement in the energy value chain

- Promote women's engagement in the energy value chain using key entry points (e.g. sales, distribution and maintenance of off-grid systems, efficient cookstove value chain, policy-making, etc.).
- Promote an inclusive work environment in the government agencies and electricity utilities by adopting gender-aware internal policies, procedures and work culture.

Build gender capacity of the main national institutions involved in the energy sector

- Develop a training programme aimed at strengthening the gender-mainstreaming processes of the MOEs electricity utilities, rural development agencies, etc. to ensure that women and men benefit equitably from energy investments. The training would aim at building capacities on public consultations, gender-budgeting, gender responsive project design and implementation, M&E, etc.

⁴⁷ ECREEE (2016), ECOWAS Policy for Gender Mainstreaming in Energy Access. Retrieved from: https://www.afdb.org/fileadmin/uploads/afdb/Documents/Generic-Documents/ECOWAS_Policy_for_Gender_Mainstreaming_in_Energy_Access.pdf

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Tanzania

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Zambia

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Appendix B Glossary – Key Gender Concepts

Various gender concepts are necessary to explain the analytical grid used in the report. This section provides an explanation of the technical terms used throughout the report.

Gender Roles

Recognising traditional conceptions of gender is essential in understanding the responsibilities of each gender and how this affects how they use and travel in the urban space. In most societies, women with low- and middle-income typically have three roles, which include reproductive, productive, and community management, while men primarily have productive and community politics roles.

Women's **reproductive role** includes caring and supporting family members (childbearing responsibilities and domestic tasks). The **productive role** relates to work performed for pay in cash or kind (market production, informal production, home production, subsistence production). Women's **community managing role** includes work mostly related to care and unpaid work, and the provision of collective resources such as water, healthcare, ceremonies, etc.

Gender roles are inherently unequal since two of women's roles are unpaid (reproductive and community managing roles), while men's two roles usually generate payment, status, power and political influence and engagement.

Gender Asset and Wealth Gap

Assets and wealth are usually estimated at a household level, which does not consider individuals' ownership and control over them. In Mauritania for instance, women, in some rural areas, are deprived of owning land since it should only belong to the male family members. A gender gap prevails due to social, economic, cultural, legal, and institutional factors and affects women's control, use and ownership of land, houses, equipment, vehicles, etc. For example, a study conducted in India, Ghana and Ecuador⁴⁸ indicated that women were less likely to own a motorised vehicle (including cars, trucks, motorcycle and scooter) than men. Ghana's gender gap with motorised vehicle was the starkest (9% for men versus 2% for women). It is therefore important to keep in mind the gender asset and wealth gap when referring to vehicle owners, since this term is not gender neutral and will most likely represent men in the African context.

Gender-based Violence

According to the European Commission, gender-based violence is "violence directed against a person because of that person's gender or violence that affects persons of a particular gender disproportionately."⁴⁹ Gender-based violence is a violation of human rights and a form of discrimination against women and girls and encompasses all acts of violence that result in, or are likely to result in: physical harm, sexual harm, psychological harm, economic harm, etc. Gender-based violence is not confined to the domestic sphere, it can also happen at the workplace and in public places. Gender-based violence in public places can occur through various dimensions: unwanted comments, verbal harassment, unwanted sexual behaviour or attention, sexual and

⁴⁸ Indian Institute of Management Bangalore (2011), The Gender Asset and Wealth Gaps: Evidence from Ecuador, Ghana and India. Bangalore.

⁴⁹ European Commission, "Gender-based violence (GBV) by definition", Official website:

https://ec.europa.eu/info/policies/justice-and-fundamental-rights/gender-equality/gender-based-violence/what-gender-based-violence_en

physical assault, etc. A survey conducted in Canada showed that beside gender, being younger, being of a sexual orientation other than heterosexual, and being single, never married, all play a role in experiencing a higher degree of gender-based violence.⁵⁰

Intersectionality

Intersectionality is a theoretical framework for understanding how a person's social and political identities combine to create different experience of discrimination and privilege. These aspects include gender, caste, sex, race, socio-economic status, sexual orientation and identity, religion, disability, etc. These intersecting and overlapping social identities can be both empowering and oppressing. An understanding of intersectionality is critical to avoid considering women and girls as a homogenous group and highlights how prejudices may add up and affect people differently.

Informal Sector: A Gendered Experience

The International Labor Organisation (ILO)⁵¹ defines informal sector enterprises as unincorporated and unregistered market enterprises that sell at least some of the goods or services they produce. Employment in the informal sector comprises all persons who are employed in at least one informal sector enterprise, irrespective of their status in employment and whether it is their main or secondary job. The informal sector employs most of the active population in developing countries. According to the World Bank, the informal sector in sub-Saharan Africa represents 72% of non-agricultural employment.⁵² Another important characteristic of the informal sector is its high proportion of women. In SSA, 84% of employed women are in the informal sector. There are many similarities between long-standing traditional practices in African society and informal sector behaviour. The role of women in the informal sector parallels that in African villages. While men own the land and are responsible for cultivation, the women's role is to sell the produce in small stalls at the market. Therefore, rural women must frequently travel to towns and cities to sell their goods and are to be accounted for in the informal urban workforce. Many women must travel long distances in order to sell their goods, and sometimes overnight at the market, sleeping in the market itself (often under or near their stall), highlighting considerable workplace and urban safety, hygiene and sanitation concerns.

Practical and Strategic Gender Needs

An important distinction must be made between “practical” and “strategic” gender needs. To address a practical gender need is to address the needs of women or men that relate to either responsibilities and tasks associated with their traditional gender roles or immediate perceived necessities. However, such improvements will not directly affect their roles and relationships or their control. They are purely “practical” matters. Those changes, which truly empower people, are called “strategic” changes. Addressing strategic gender needs can empower women by defying and changing their domestication, subordination, and marginalisation by challenging the root causes (the established cultural norms and local political climates). The outcome can involve a re-division of labour, new facilities to reduce women's domestic work, the end of discriminatory practices, enhanced skills to increase the beneficiaries' confidence, etc. To effectively address women's and girls' inequality issues and have sustainable results, a gender responsive measure or project must address both practical and strategic gender needs.

⁵⁰ Statistics Canada (2018), Gender-based violence and unwanted sexual behaviour in Canada: Initial findings from the Survey of Safety in Public and Private Spaces. Available online: <https://www150.statcan.gc.ca/n1/pub/85-002-x/2019001/article/00017-eng.htm>

⁵¹ ILO (2004), 7th Meeting of the Expert Group on Informal Sector Statistics (Delhi Group) New Delhi, 2-4 February.

⁵² BENJAMIN, Nancy and Ahmadou ALY MBAYE (2012), The Informal Sector in Francophone Africa: Firm Size, Productivity and Institutions, The World Bank. Available online : <http://documents1.worldbank.org/curated/en/737371468202815116/pdf/699350PUB0Publ067869B09780821395370.pdf>



CONTACT INFORMATION

Suite 200, 979 Bank Street,
Ottawa, Ontario, Canada K1S 5K5

P: +1 (613) 237 2500

T: +1 (613) 237 4494

hello@cpcs.ca

www.cpcs.ca

