CLEAN ENERGY SOLUTIONS CENTER

ASSISTING COUNTRIES WITH CLEAN ENERGY POLICY

Blueprint Guide for Creating Gender-sensitive Energy Policies

Developed for The Clean Energy Solutions Center
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A policy that considers gender roles, differences and preferences driven by socio-cultural norms, can help to maximize the impact of energy projects, programs, and initiatives. Gender responsive regional and national energy policies and strategies can be a lever for addressing gender inequalities across the energy value chain, with collateral impacts on environmental sustainability, social inclusivity, and economic growth. Moreover, the equal participation of women and men is imperative for achieving universal energy access and meeting the Sustainable Development Goals (SDGs). Policy and regulatory instruments can be a way to help close gender gaps in the energy sector; create awareness and understanding of the role of women in the workforce; send a strong signal to developers and investors, creating the tone and space for bottom up change; and encourage information exchange, education and communication about gender informed approaches.

It is a uphill climb because most energy policies are "gender blind," meaning that it is assumed that benefits will automatically flow equally to men and women if there are well designed energy policies, programs and initiatives in place. However, the fact is that gender-blind energy interventions usually lead to unequal benefit-sharing between men and women and sometimes unintended negative consequences. And, more likely than not, gender is a marginalized or absent topic in the national energy policies of most countries. This highlights the need to move toward more gender-informed interventions to ensure equal representation and access to services. Women and men should have equal opportunity for providing input into the design and planning process of energy policies, programs and projects, and progress must be driven by transparent and open dialogue between civil society and governments that is backed by political will and reflected in changes to constitutional, legal and social platforms.

There is increasing political will to support gender equality and energy access. When governments reach out to funding partners to express interest in these types of policies, they are receiving increasingly supportive responses. Governments and donors, working in concert, can ensure that their national and regional policies, regulations, and programs are gender inclusive and they can lead the private sector in this regard too. In developing countries, the limited access to reliable electricity and cleaner cooking options combined with energy insecurity and the threat of climate change all point to an opportunity for policymakers to deliver on forward-looking policies and programs that prioritize gender in all facets of the energy access challenge.

Box 1: Why consider the development of a gender and energy policy?

There are four primary drivers for creating a more gender inclusive policy environment. These include:

(1) **Energy access is a basic human right** that should be available equally to men and women as a means for economic and social empowerment;

(2) **Gender mainstreaming is necessary for success** of energy policies, programs, and initiatives that will maximize benefits and sustainability;

(3) **Markets and investments can operate more effectively and profitably** only if women are participating at all levels in the energy value chain as business owners, employees, and customers; and

(4) **Women represent enormous potential** if fully engaged as producers, suppliers, and decision makers in the energy sector in tackling the global energy poverty crisis.

This guide presents the critical components for developing a policy on gender mainstreaming for energy access, including different considerations around design, development, implementation procedures, critical success factors, challenges, and integrated strategies. It was commissioned by Power Africa through the Clean Energy Solutions Center. The Clean Energy Solutions Center is an initiative of the Clean Energy Ministerial.

INTRODUCTION

Gender equality and energy access are interconnected issues that are necessary for economic development. Promoting gender equality and empowerment of women is an important step to address existing barriers that may hinder the equal participation of women and men in expanding energy access in developing countries. A dedicated policy for gender mainstreaming in the energy sector offers a way to address gender-based discrimination and lack of inclusion that simultaneously limits the choices and capabilities of women and men and therefore their economic potential.

Conditions of energy poverty foster a distinctly gendered experience with regards to energy needs, access and use. This issue of energy access and that of gender equality are tightly linked to many aspects of society—agriculture, education, health, water, economy, governance, demographics, to name just a few—making them vital, if analytically challenging, public policy domains to master. In addition, energy access has been demonstrated to improve gender equality, notably through releasing female domestic labor for market work and carrying gender empowerment messages via media. Likewise, gender equality has been demonstrated to improve energy access; when gender sensitive design principles are applied to the development of policies, plans and programs, energy access needs of women and men are better met. Thus, tackling energy access through the lens of gender equality promises not only far reaching impacts, but also the possibility of national and regional development in a way that breaks the cycle of energy poverty.

This Guide was developed to help support the policy making process in countries interested in pursuing a more gender inclusive energy sector. It is a blueprint primarily based on the experience gained in the development of the first-ever policy on gender mainstreaming for energy access that was adopted in 2017 by Heads of State in ECOWAS Member States. It distills key elements from the ECOWAS process and methodology used by the ECOWAS Centre for Renewable Energy and Energy Efficiency (ECREEE) in driving the development and adoption of the policy. Governments may seek to replicate or adapt the ECOWAS process in the context of their own countries and/or regions.

OBJECTIVE AND TARGET AUDIENCE

This Blueprint Guide serves as a roadmap for policymakers at the national and regional level to develop gender inclusive energy policies and programs. It also aims to help advance the objectives of development partners and other stakeholders that want to identify gender entry points and implementation strategies. The blueprint focuses on policy and regulation design features that incorporate gender mainstreaming, helping to ensure that a gender diverse and robust infrastructure operations and management workforce is created to support project development; that energy policies "do no harm" to women and disadvantaged groups; that investment flows are accessible to women and men; and that consultations and community engagement are transparent and open to all. Achieving the goal of gender equality is therefore premised on the fundamental integration of women and gender issues within all structures, institutions, policies, procedures, practice, programs and projects of government and the entire stakeholders in the energy sector.

ROADMAP FOR DEVELOPING A GENDER AND ENERGY POLICY

The steps and guiding principles for developing a gender and energy policy are presented in this section. It is based on the experience gained and lessons from the ECOWAS process and is meant to help policymakers in other national and regional contexts get started.

1. Getting Started

Setting the proper foundation will facilitate policy development through its multiple steps of inception, research, drafting, validation, and adoption. This entails 1) selecting an institutional home capable of carrying the project forward; 2) identifying one or more individual champions with a clear vision committed to shepherding the process from start to finish; and 3) having a sufficient pool of financial resources at the ready.

Institutional Home

The institutional home is that organization/ministry/department/program that leads the design and development of the policy; organizes related activities such as consultations; and presents the work to decision-makers for adoption. The institutional home could be in an energy-related or gender-related government entity, though energy is the more common entry point. Examples include a Ministry or [sub]directorate thereof, an agency charged to develop rural or renewable energy, an energy sector regulator, or the supra-national or sub-national equivalent of any of these.

Desirable qualities to look for in selecting an institutional home include:

➢ **Stature and mandate:** It is an official or quasi-official organ of the polity in question, is recognized by the government/authority as having a role to play in policy development, is widely acknowledged as a reputable institution, and the policy topics fall squarely within its mandate for action. This is important in order for decision-makers to take the institution's work seriously.

➢ **Capacity:** It possesses the know-how and organizational strength to execute projects of a similar level of complexity (e.g. undertaking multi-year, multi-donor projects, managing technical consulting teams, organizing workshops, being familiar with political processes, etc.). This is important in order to develop a strong document and guide it through to adoption.

➢ **Democratic or partnership orientation:** It is not a purely technocratic organization, but cultivates relationships with stakeholders, including grassroots groups, and seeks their input. This is necessary in order to include many diverse perspectives, reflect the needs of multiple stakeholders, and build relationships that increase the likelihood of the policy's success. As a policy will, at the least, involve actors from the energy space and the gender space, the institutional home will have to reach across disciplines to work with both.

Champion

Within the institutional home, an individual (or small team) is needed for the day-to-day management of policy development. Because it may take several years and multiple iterations from policy concept to adoption, the identification and *empowerment* of a champion is key to providing coherence and continuity. Challenges will arise—whether in managing consultants, navigating shifting political landscapes, conducting additional fundraising, or other—and the presence of a dedicated and capable project champion is like purchased insurance for such contingencies. Of course, this champion must be supported through institutional commitment and appropriate staff.

The skills and determination of the champion will potentially be the difference between a mediocre policy document and a good one, a draft policy that languishes and one that's adopted and implemented. In identifying a champion, look for:

➢ **Buy-in:** Someone already convinced of the importance of the undertaking and committed to making it succeed. It is generally easier to work hard for a cause that one believes in.

➢ **Vision:** Someone with a developed sense of the final product and how all the intermediate steps contribute to reaching the eventual goal. As policy development can be procedurally and substantively complex, it benefits from a champion who can maintain a "big picture" outlook, allowing her or him to keep others' work aligned to the final goals.

➢ **Tenacity:** Someone who is an unrelenting problem-solver whose progress won't be easily derailed, even when, inevitably, some roadblocks are encountered during the long and multi-stakeholder process. This includes funding challenges, technical difficulties, logistics and communication snafus, political shifts, and more.

➢ **Ability to "speak" two languages**: Someone who can converse and persuade using the idioms and constructs of both the energy community and the gender community. As the policy bridges these two very distinct disciplines, it is necessary to have a champion who can address the technical experts on each side, establishing the need for a policy, ensuring the policy is technically robust. Even the art of "translating" concepts is useful so everyone reaches a common understanding of the policy, each side gains an appreciation and respect for the work of the other, and consensus can be built.

Financial Resources

Policy development may be a less expensive activity than, say, mounting a large, on-the-ground implementation program, but it is still a costly undertaking, and one that must be adequately resourced to succeed. For one, timing can be problematic. Political "windows" (e.g., ministerial meetings, legislative sessions, etc.) for adopting any resulting policy may open only occasionally, in which case they will drive the timing of policy development. Depending on the circumstances, this could potentially require aligning funding disbursements with unpredictable timelines either much shorter or longer than originally envisioned. Second, there are many expenses that, while they might at first appear superfluous, actually contribute greatly to the policy's success, and these supporting activities should be budgeted for from the outset (see Box 2). In mobilizing financial resources for a gender mainstreaming policy, the following considerations may be helpful:

➢ **Multi-year funding plan:** Even if not all funding commitments can be secured at the beginning, create a phased, realistic funding strategy covering at least 2-3 years. This is important because policy development can stretch over multiple years and having to wait for funding to materialize could create delays that cause to project to lose momentum or miss key opportunities for political action.

➢ **Flexible draw downs:** If a political window should unexpectedly close, allow funding to be parked until the next opportunity is presented. Having funding available that doesn't have to be disbursed and reported on according to a quarterly or annual schedule can help the team adjust in real time and respond to political developments such as a change in administration or the postponement of a summit.

➢ **Sufficient resourcing:** Don't skimp on ancillary budget items that can contribute to long term success. The involved consultation, commenting and consensus building tasks can be slow and expensive, especially trying to bring together the energy sector and the gender sector, the technical experts and the political deciders.

➢ **Collaborative partnerships:** Working with others can reduce the fundraising burden, especially when partners can contribute in-kind resources or implement essential activities directly in coordination with the lead institution. This stretches scarce cash resources farther than they could be otherwise. For example, in the case of the ECOWAS work, The Clean Energy Solutions Center "Ask an Expert" services at the National Renewable Energy Laboratory and the organization Advocates for International Development (A4ID) were essential in bringing technical and legal resources and expertise to the project.

This report is available at no cost from the National Renewable Energy Laboratory (NREL) at www.nrel.gov/publications.

Table 1. Resource allocation considerations in the policy formulation process

Task	Value
Key document review and contextualization, collaborative scoping, TOR development	Permits participation by the full range of stakeholders to increase buy-in and strengthen validity
Inception planning, including participatory events	Establishes ownership early on; aligns project with stakeholder priorities; enhances credibility
Comprehensive research to prepare a situation analysis	Compiles and organizes evidence base justifying policy development
Expert review process	Substantial improvement to documents; enhanced credibility
Validation meetings and exercises	Permits final adjustments; establishes consent of stakeholders
Social and traditional media campaign	Condenses key messages; mobilizes support; increases visibility; raises stakes for failure
Translation	Presents reports and draft policies in working languages of the region to allow full engagement
Graphic design and layout	Professionalizes document package; produces infographics for advocacy purposes
Legal services	Ensures enforceable, passage-ready documents; provides complete understanding of statutory authority and promulgation steps
Lobbying	Increases chances for or otherwise speeds adoption
Capacity building and outreach for roll out	Supports administrators to understand the "how" and "why" of various provisions; minimizes misunderstandings and backlash
Monitoring and reporting plan and follow-through	Builds long term accountability and compliance post-enactment

Design Considerations

While there are myriad design factors to be considered in formulating a gender mainstreaming policy, two arguably important ones specific to each country/region are **the policy scope**—which sectors and issues are covered—and **the type of policy instrument** to be developed. These design choices must be driven not only by citizen priorities, but also the feasibility of political enactment and the appetites of funding partners.

Policy Scope

Gender and energy issues can be addressed in the broadest sense, creating a large umbrella under which to organize future action, or defined more narrowly, perhaps to increase focus and likelihood of successfully tacking a subset of the most pressing issues. Every expansion of scope potentially requires additional research/expertise and consultation with stakeholders, increasing the project's complexity and cost. Strategic scoping decisions may fall along the following lines:

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➢ Which aspects of the energy sector will the work specifically focus on?

- ☐ Energy access
- ☐ Rural energy
- ☐ Renewable energy
- ☐ Energy efficiency
- ☐ Energy security
- ☐ Sustainable energy
- ☐ Medium- to large-scale energy infrastructure
- ☐ Conventional energy
- ☐ All aspects of the energy sector

➢ Which stakeholder groups will be specifically called out and addressed?[1]

- ☐ Women
- ☐ Men[2]
- ☐ Infants, children, youth, orphans
- ☐ Elderly persons, widows, widowers
- ☐ People living with disabilities
- ☐ Displaced people
- ☐ People in ecologically frail environments
- ☐ Ethnic, religious, or other minorities
- ☐ Indigenous peoples
- ☐ Other groups

➢ Which types of arguments are the main impetus for change?

- ☐ Rights-based (different groups are treated differently and this is unfair)

- ☐ Productivity-based (full and inclusive participation will result in better functioning markets and political systems, with higher profits, better decision-making, more sustainability)

A combination of rights-based and productivity-based arguments will likely be necessary to attract sufficient political support from needed stakeholders. For example, rights-based arguments may resonate more strongly with stakeholders in the gender ministries who may not *a priori* be invested in the economic efficiency of the energy sector. Rights-based arguments may also need to be presented to the energy sector first when key stakeholders are coming from a gender-neutral perspective (e.g., "a customer is a customer," regardless of their gender). They can then be followed and augmented by productivity-based rationales.

Box 2: Expanding definitions of inclusion in East Africa

In the East African Community, work is underway on a policy addressing not only gender concerns but also those of youth, displaced people, and people with disabilities. In addition to every EAC Partner State having instituted some form of electoral quota system for women, four of the six also have quotas for other groups: Uganda (youth), Kenya (youth, persons with disabilities, workers), Rwanda (youth, persons with disabilities), and Burundi (ethnic groups) (Dahlerup et al. 2013). Thus, the forthcoming EAC gender and energy policy will reflect the region's broader concerns for social inclusion.

Policy Type

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[1] There is intersectionality (overlap) between categories that must be considered.
[2] A gender-informed approach will address issues relevant to both women and men. In practice, however, much of what claims to be gender-informed actually concerns only women and their empowerment. Consider providing clarity up front.

In selecting the type of policy, legal or regulatory instrument(s) to be developed, multiple considerations may come into play. Questions to consider are: How broadly or narrowly applicable will provisions be? Whose approval is needed to enact it? How and to what extent will it be enforced (versus being purely aspirational)?

In most cases, there will not be much in the way of pre-existing policies regarding gender and energy, or any references may be partial and fragmented in nature. This is one argument for starting out with a broad policy that will provide justification and high-level guidance for enacting subsequent laws and regulations on gender and energy. On the other hand, it could make sense to start more narrowly with a targeted regulation or sector strategy that could be used to build a successful track record on gender and energy interventions and then leverage that to establish the rationale for a broader policy approach.

Since gender and energy considerations are relatively new to the realm of national policymaking, certain options may have drawbacks. For example, legislation passed in a democratically elected chamber might require building the awareness of a large number of law-makers with little previous experience with the issues, and this could be very costly. Also, much of the state machinery needed to enforce a highly technical gender and energy regulation may not be in place yet and must be co-opted or created. For example, regulations may require agencies to collect gender disaggregated data across many areas before other agencies can proceed with drafting and enforcing new rules, thus a phased approach is called for.

In lieu of creating a legal directive mandating gender assessments in energy infrastructure development, as ECOWAS did, a governing body may prioritize other types of regulations that have gender dimensions as the way to proceed. Some potential examples include:

➢ Revisions to occupational safety standards making personal protective equipment (PPE) appropriate for and available to men and women working in the energy sector;

➢ Mandating social and gender considerations be included in the calculus for grid extension planning;

➢ Establishment of preferential procurement systems for national energy sector agencies and state-owned enterprises;

➢ Disaggregated data collection and gender responsive budgeting requirements for statistics bureaus, ministries of finance, or energy institutions and agencies;

➢ Gender analyses required of energy pricing policies;

➢ Including gender considerations in bilateral concession and investment contracts for energy projects; and

➢ Public sector energy hiring and promotion quotas.

Table 2 offers an illustrative example of some of the pros and cons of varying approaches for a gender and energy policy process. This includes the range of decisions to be made in this process -- from choosing the type of policy instrument, to whether to address the issue at the national (or other) level, to whether to amend existing policies or create a new one. It is not possible to capture the full range of available policy options for every context and geography in this table because every decision must be locally determined. The choice of approach is a strategic one with implications for the policy's ultimate success and bears investigating and discussing in some depth with the relevant stakeholders.

Table 2: Illustrative policy options

Type of instrument	Pros	Cons
Policy	➢ Passed at ministerial or chief executive level (process often less complex than for legislation) ➢ A good first step that provides direction for subsequent planning, budgeting and legislation	➢ May lack enforcement mechanisms ➢ Policy prescriptions may not be specific enough
Sectoral strategy/master plan	➢ Passed at ministerial level (process less complex than for legislation, usually) ➢ More detailed than a policy	➢ May lack enforcement mechanisms ➢ May become outdated quickly (e.g. a 5-year plan with targets versus a long-term policy articulating general principles) ➢ Dependent on the dispositions of a small number of individuals
Legislation	➢ More prescriptive and enforceable than a policy ➢ More deeply debated by representatives of the citizenry (more democratic)	➢ Often lengthy and complex process ➢ Legislative lobbying can be expensive ➢ Uncertain outcomes
Statutory regulation or executive decree	➢ Can be passed and implemented by a statutory authority ➢ Relatively fast	➢ Vulnerable to pushback and complaints of regulatory overburden ➢ Dependent on dispositions of relatively small number of individuals ➢ Can be viewed as undemocratic
Level of action	**Pros**	**Cons**
Supranational (e.g., regional)	➢ Achieve harmonization and coordinated actions across multiple countries ➢ Reduce redundant efforts ➢ Benefit from experience sharing	➢ More difficult enforcement because of the different competing priorities of the member countries ➢ One size may not fit all, must balance uniformity with room for local adaptation
National (e.g., country-wide)	➢ Stronger enforcement mechanisms possible than supranational level ➢ Country-specific adaptation ➢ Champion nations can set an example for others	➢ More difficult to create widespread benefits in a region—each country brought into process separately, which is time consuming) ➢ Piecemeal results achieved across regions
Subnational (e.g., states, districts, towns or communities)	➢ Locally driven, practical solutions well suited to context ➢ Local buy-in ➢ Possibility of being a model for replication and expansion at the national level	➢ Ill-suited for addressing full spectrum of issues because of the unique (and different) conditions at the local/community level
Level of integration of new policy with existing ones	**Pros**	**Cons**

Standalone policy	➢ Greater visibility ➢ Start with a blank slate	➢ Any conflicting provisions between standalone policy and prior policies must be reconciled ➢ Risk of policy fatigue and industry pushback ➢ Viewed as less important because of niche attributes
Amendment to existing policy instrument	➢ Gender and energy issues become mainstreamed into existing ➢ More likely to be viewed as just a minor incremental regulatory burden ➢ Possibly less drafting required	➢ Could encounter reluctance to edit accepted documents/procedures ➢ Could have practical trouble inserting new steps into existing procedures ➢ May be less noticed and observed

Responsibilities Framework

Various project frameworks are possible, from formal structures encompassing several government institutions, to hybrid structures that include participation from funding partners, to simple affairs perhaps only involving a single internal team within an agency. The framework should cover at least the following roles:

➢ Day-to-day management of policy development, important for ensuring the drafting team's work products accurately reflect broader stakeholders' position and that timelines and budgets are met.

➢ Technical advising and key informant group, drawn from the ranks of concerned government agencies, able to provide detailed information and reality checks from within to ensure that policy choices are realistically implementable and based off facts.

➢ Governance, oversight and advising in the form of a steering or other committee composed of experts from within and outside the polity, plus representatives from funding partners, helping to guide the work from a higher level perspective, both substantively and procedurally (see ECOWAS terms of reference for a project steering committed in Annex 3). It's important to have oversight from both the energy and gender communities.

➢ Core advocates and adopters, drawn from key stakeholder groups whose feedback, buy-in, and advocacy is needed to create a stronger policy. These could include gender focal points within energy agencies, heads of leading civil society organizations (CSOs), or funding partner representatives. There may be overlap with other categories above.

Project Activities

Identifying what needs to be done to support the development of a gender and energy policy necessitates balancing cost considerations with the importance of each activity. In addition to foundational research such as the situation analyses and policy/legal instruments, other supplementary or intermediate deliverables might be necessary. In the case of ECOWAS there was a clear sense of the types of data needed, the approach to gather the data and validate the findings, and the supporting tools and frameworks to help the Member States endorse the policy and the directive. The aims of the project activities are multiple: Some seek to increase the rigor of the analysis; to build consensus and support among stakeholders; to preempt any objections on the part of the final decision-makers; to ensure the policy provisions will be put in practice, etc. As such, they are intended to address the broader ecosystem supporting policy change, not just to produce documents in a vacuum. Box 3 illustrates the types of activities that might be done in designing and formulating a gender and energy policy or program.

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Box 3: Illustrative set of activities to develop a gender and energy policy or program

- ➢ Inception report
- ➢ Inception workshop
- ➢ Situation Analysis/background study
    - ▪ Desk review
    - ▪ Interviews of people in Technical Advisory Group, government ministries, civil society groups, development agencies, and financial institutions
    - ▪ Internet survey
- ➢ Policy/program design and development
    - ▪ Key components
    - ▪ Implementation strategy
    - ▪ Resource mobilization plan
    - ▪ Monitoring plan

- ➢ Validation and revisions
- ➢ Validation workshop and finalization
- ➢ Toolkit/handbook for policy makers
- ➢ Training program design
- ➢ Training workshop
- ➢ Roadmap for promulgation and outreach
- ➢ Advocacy and social media

Expertise Needed

The selection of activities/deliverables to get the policy or program developed will drive the type of expertise required. Because of the wide range of skills that may be called for and the fact that the subject matter spans both the energy and gender disciplines, the host institution may have to assemble inter-departmental teams, collaborate with partner institutions, or hire external experts to see success. For example, preparing a situation analysis (or background study) requires primarily research, writing and interview skills. This can require a high level of effort if there is no previous experience, or, more likely, pre-existing subject matter expertise will decrease the required level of effort and allow building on what already exists. The policy development component necessitates clear and persuasive writing, some amount of creativity (through tempered by realism), and familiarity with analogous work (e.g., policies from other sectors or countries). A social media campaign requires marketing savvy and the ability to connect with audience and perform analytics. Legal and/or regulatory expertise is necessary for more targeted laws or regulations. A sample terms of reference for the types of consultants and expertise that may be needed is provided in Annex 2.

2. Policy Development

Once the preparation and planning phase is complete, policy development begins. Not every possible activity outlined is discussed in detail in this guide, only the major ones, including the inception workshop, situation analysis, policy drafting, and validation. These activities can be roughly grouped in two thematic areas: (1) developing the key documents and (2) engaging with stakeholders with activities woven throughout the entire process (Figure 1).

This report is available at no cost from the National Renewable Energy Laboratory (NREL) at www.nrel.gov/publications.

Figure 1: Stylized flow chart of policy development

Identifying major stakeholders should largely have been completed in the preparation phase. From there, it's advisable to involve stakeholders early and often in the development process. This could formally begin as early as with an inception workshop and continue throughout. It's important to cast a wide net, from civil society, the private sector and officials, to gain multiple perspectives, including highly critical ones, which will only strengthen the final documents. The most critical perspectives may come from "conventional" energy sector planners and private sector developers, only because they may have had limited or no opportunities to engage yet with the subject matter. Involving the stakeholders who will ultimate carry out the policy, in particular providing them with capacity building for implementation and monitoring, is also wise.

Throughout the months, and possibly years, during which the policy development work is underway, stakeholders should ideally remain engaged to keep efforts on track and maintain political pressure. The host institution(s) can accomplish this through promoting transparency, sharing drafts for public comment, sending progress updates via email, maintaining a social and/or traditional media campaign, coordinating with NGO partners to raise public awareness, and engaging decision-makers throughout the chain of approvals in an ongoing dialogue. The proposed gender and energy policy may be the first of its kind in the area, thus extra effort is required to educate individuals about the need for it. By continually communicating what is happening and permitting stakeholders to contribute and to feel ownership, the policy's ultimate chances of success will improve.

Inception Workshop
Organizing an inception workshop where the overall methodology, approach and timeline for development are presented is a way not only to solicit and incorporate valuable feedback but also to create early stage buy-in to sustain the policy development. Stakeholders at the inception workshop can suggest additional topics for inclusion, point to overlooked written resources or individuals to interview, and elucidate the the full chain of approvals eventually needed to enact the policy. They can also come together to coordinate around actions intended to influence policy makers.

The inception report is the reference point for all further work undertaken. It can include the approach and methodology, resources to be consulted, a procedural overview and timeline, the list of individuals to be consulted, and an outline of the situation analysis and policy. Completing a detailed inception report allows

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the host institution, stakeholders, steering committee, and consultants if any are used to achieve a common understanding from the outset and avoid costly mistakes that could delay the work later on. Documenting the attendance, substance and outcomes of the inception workshop is important in order to demonstrate later on to ministers, agency executive directors, and heads of state the thoroughness of the policy development process.

Energy and Gender Situation Analysis

The situation analysis seeks to organize and compile the evidence base to justify and inform the creation of a gender and energy policy. After contextualizing the effort, providing the rationale for the project, and basic introductory material, the report should examine gender issues in the following three areas (for a sample outline, see Annex 7):

(1) **Energy access –** specifically electrification, cooking/heating, transportation, and productive uses

(2) **Energy supply –** energy business development and energy sector workforce, including barriers and opportunities

(3) **The enabling environment for energy –** supportive or restrictive policies, laws, regulations, programs, institutional structures and decision-making processes

Under each investigative area, certain research questions may be considered. These include:

(1) **Energy access**

    a.   Do groups have varying roles or expectations when it comes to energy use?

    b.   Do groups access improved energy supplies at different rates and, if so, what are the reasons?

    c.   What are the gender differentiated impacts of the different energy systems in use?

    d.   What are the development implications of gender disparities in energy access?

    e.   What opportunities exist to increase overall energy access while also tailoring that supply to different groups' needs and reducing inter-group differences in access rates?

(2) **Energy supply**

    a.   To what degree do groups participate in the various types of energy business ownership?

    b.   To what degree do groups participate in various energy sector job categories?

    c.   What are the reasons for any discrepancies discovered in a- and b- above?

    d.   What are the impacts of gender imbalanced energy supply?

    e.   What opportunities exist to build a more inclusive energy sector?

(3) **The enabling environment for energy**

    1)   To what degree is the energy policy/legal/regulatory framework gender-informed?

    2)   To what degree are decision-making and budgeting processes gender informed?

    3)   What institutional infrastructure exists to support gender informed planning in the energy sector?

    4)   What notable programs exist that make the connection between gender and energy and which programs failed to make the connection?

    5)   What opportunities exist to create a better enabling environment?

The amount of scientific data at the nexus of gender and energy overall is limited, but more so in some cases than others. For example, there is more information on impacts of electrification and clean cooking access than for productive uses, and more scientific studies on energy access impacts generally than on women as

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energy sector business owners and employees. Where scientific literature is lacking, grey literature may supplement the reports. Where country or regional studies were absent, findings can be drawn from the closest analogous examples from around the globe. In researching the section on enabling environment, the role of key informant interviews, will likely be invaluable as desk research alone is generally insufficient to complete a full picture of the rules, procedures, and actors in place throughout the region. In particular, the use of structured interviews, where every respondent is asked the same set of questions, allows for making comparisons across countries/provinces/departments etc. and performing a limited amount of quantitative analysis.
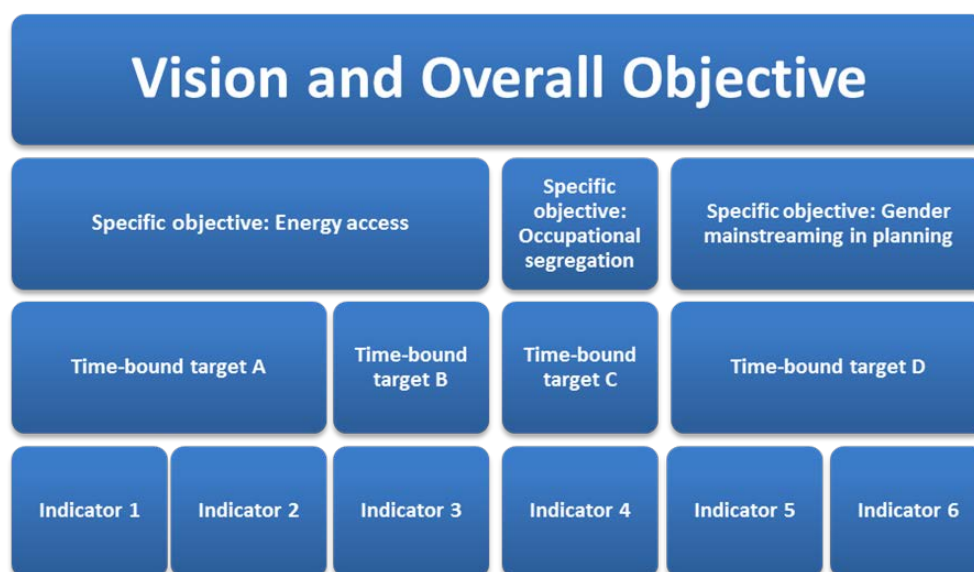
Policy Documents

If good efforts were made to engage stakeholders, solicit feedback, build consensus, and conduct high quality research, then the vast majority of the work is already done; after completing these tasks, the actual drafting of the policy document should be almost self-evident, and very quick to complete. Indeed, the bulk of the time and level of effort will likely be spent on everything leading up to the policy as opposed to the policy itself.

Informed from the situation analysis and the extensive process of consultation, a policy will likely inscribe a number of specific objectives within an overall goal and vision. The vision, as much as possible, must align with policy visions that are in place (e.g., "just and sustainable development for all citizens," or "a world in which all people, present and future, enjoy equal opportunity to benefit from natural endowments," etc.), demonstrating the degree to which the new document contributes to overall policy coherence and strengthens existing commitments.

The specific policy objectives will probably relate back to the topics covered in the situation analysis. For example, there may be one or several objectives tied to gender equity in energy access, ending occupational segregation in the energy sector workforce, and/or incorporating the tools of gender mainstreaming into public sector planning and regulation. One reason the situation analysis should be comprehensive is that it might be difficult to later incorporate a specific policy objective if it was not thoroughly analyzed in the situation analysis and presented for comment.

The specific objectives can then be linked to measurable and time-bound targets with associated indicators. The inclusion of these items, illustrated below as Figure 2, is the groundwork that will support the monitoring, reporting, evaluation and ultimately accountability for the policy's implementation. Each indicator may also include a methodology for data collection and computation. Because little gender and energy data is routinely collected, on the one hand, the policy has the opportunity to address data gaps in a significant way, while on the other, it may have to begin that collection process from the ground up.

Figure 2: Illustrative organizing principles of a policy on gender mainstreaming and energy

Finally, the policy can specify the institutional roles and responsibilities necessary for implementation and accountability. Any institution assigned a role or responsibility in the policy should have taken part in the policy's development to help shape the policy, provide critical feedback, assess the feasibility of implementation, and provide consent in advance for any new responsibilities to be taken on. Additionally, to assist in getting started with implementation, the policy package can also include any necessary working documents such as a detailed implementation and monitoring plan, reporting templates, and a budget. The outline of the ECOWAS policy is provided in Annex 6 and the full policy, including the monitoring framework, is available at http://ecowgen.ecreee.org/.

Validation Workshop

Once the relevant policy documents have been prepared, they must be presented to the stakeholders from the country/region for validation. This includes presenting the findings of any background reports to relevant technical experts and committees as well as presenting the draft policy text for line-by-line review and acceptance. As with the inception workshop, preparing a report at this juncture is important to document the participation, inputs, and decisions of attendees. The validated copy of the policy can then be forwarded on, if need be, to the next level of decision-makers for adoption.

Having the right people in the room for the validation workshop greatly increases the chances for successful adoption. They must be drawn from the agencies concerned and be authorized to represent those agencies. Willingness to engage thoughtfully in the inter-disciplinary subject matter without pre-conceived notions would be a desirable characteristic of the people tasked with validation. This is equally true of the energy agencies, which have traditionally operated in a gender-blind fashion, as it is of the gender agencies, which may not understand the depth of certain technical challenges in the energy sector. Much of the work in the validation workshop should center on fact-based presentation of evidence, respectful persuasion, participatory discourse, and consensus building. There can be some hesitation in bringing gender experts and energy experts together, since they infrequently collaborate, possess unique and specific technical terminology, and operate with distinct policy priorities, possibly resulting in the two groups "talking past" one another. Having a capable moderator and laying ground rules for the validation exercise, possibly even including a role-playing exercise, can ensure a smoother, more fruitful discussion.

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Toolkit/Training Development

Many different types of documents can support and strengthen the implementation of the policy, including training needs assessments, handbooks, training materials, infographics, monitoring frameworks and more. It is important to understand the needs of the people who will be taking the policy forward in order to provide them with the necessary tools and training. Being well prepared with knowledge and supporting documents will help to facilitate the adoption of the policy.

Post-Policy Training and Capacity Building

Stakeholder engagement efforts do not just end with the successful adoption of the policy. For one, the institutions and people implementing and funding the new policy will likely require training on its concepts, provisions, and implementation architecture. A training and support package, including tools, forms, frameworks, and educational materials, may be a good investment to assist with the roll out of the policy. Resources permitting, bringing people together in person can be advantageous in building a community of professionals, with both energy and gender experts and administrators represented.

The monitoring of the policy's implementation is another area where the host institution(s) responsible for policy development may have a supporting role to play. The policy will likely specify a monitoring/reporting framework and an organ of accountability. The institution spearheading the policy development, with it's subject matter knowledge and familiarity with the policy document, would be the natural choice to build the capacity of those responsible for monitoring the policy's implementation. One major drawback of many of the early gender audits and action plans that were created, and energy access work carried out, was the lack of dedicated resources for monitoring, reporting and accountability. This pitfall can be avoided, though, with adequate advance planning.

PRESENTING THE ECOWAS EXAMPLE

This section looks in detail at the evolution of the ECOWAS Centre for Renewable Energy and Energy Efficiency and the way in which it and its partners were able to develop a regional policy for gender mainstreaming in energy access, with lessons highlighted that may be applicable for other geographies. This is the best example of a thorough and well thought out policy process with success that can serve as an example for those that follow.

1. Creation of the ECOWAS Policy for Gender Mainstreaming for Energy Access:

The ECOWAS Centre for Renewable Energy and Energy Efficiency (ECREEE) is an independent agency of ECOWAS with a mandate to promote renewable energy and energy efficiency markets and thus enhance the sustainable economic, social and environmental development of West Africa. It includes a technical committee, executive board, and network of 15 national focal institutions (one for each Member State), and it is funded through a combination of public grants from the ECOWAS Commission as well as official development assistance from a number of multilateral and bilateral donors.

In 2013, a decision was made to consolidate ECREEE's gender and energy work into the ECOW-GEN program. Also, during this time, ECREEE began to join efforts with the ECOWAS Department of Gender and Social Affairs and create the Technical Advisory Group (TAG), composed gender focal points nominated by all 15 national energy ministers and tasked to ensure each country's development agenda was represented in the new ECOW-GEN program. By connecting with stakeholders beyond its walls, ECREEE broadened the base of support for action on the gender and energy front and was able to sustain its momentum. Right from the start, it made clear the objective of gender mainstreaming was inclusive and sustainable development.

Box 4: Timeline of ECREEE Gender and Energy Policy

> ➢ 2013: Decision to turn gender work into a dedicated program (ECOW-GEN); creation of TAG
>
> ➢ 2014: Decision to pursue gender and energy policy development
>
> ➢ 2015: Policy on gender mainstreaming for energy access
>
>   ▪ February: Inception workshop, creation of Steering Committee
>
>   ▪ April: Production of Situation Analysis
>
>   ▪ May: Drafting of Policy
>
>   ▪ June: Technical consultation and validation workshop
>
> ➢ 2016: Adoption of Policy by ECOWAS Energy Ministers
>
> ➢ 2017: Adoption by ECOWAS Council of Ministers and ECOWAS Heads of State

Given the lack of energy references in the ECOWAS Gender Policy (2005) and only a cursory treatment of gender in existing energy policies, ECREEE, the TAG, and the ECOWAS Department of Gender and Social Affairs saw need for developing a policy that would bridge this gap. It was decided that ECREEE would take the lead on the effort to develop the first ever Policy on Gender Mainstreaming for Energy Access because of its mandate and specialized knowledge of the energy sector while the Department of Gender and Social Affairs would exercise an oversight role.

According to the ECOW-GEN program coordinator, the ease of collaboration and goodwill of the ECOWAS Member States was particularly important in driving the policy process. Governments recognized the need for regional harmonization, especially since the policy aligned with the broader ECOWAS vision of sustainable and equitable development. Still, ECREEE, the ECOW-GEN program, and other stakeholders had to expend

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considerable effort in shepherding the policy through to adoption by Heads of State, which required persistent follow-up and being proactive, especially with the ministries.

Ensuring the participation of the national energy ministries was key in the ECOWAS process. They were involved, through the TAG, as early as drafting the program document for ECOW-GEN, out of which came the call to action to create a regional policy. The TAG members provided input and reviewed the Situation Analysis, as well as served as champions in each of their countries. Representatives from the national energy ministries attended the technical consultation and validation workshop where they engaged with the draft policy in great detail, critically evaluating the contents of the draft policy and exploring how the provisions could benefit their countries. Once the ministry staff familiarized themselves with the research and evidence presented in the background report[3], most were convinced of the need for a policy. The validation workshop facilitated dialogue and consensus building until final language could be agreed on.

The entire process to get the policy adopted by Heads of State from all of the ECOWAS Member States was a relatively quick process. In fact, over the course of two years, the research, design, consultation, validation and adoption were completed. It would have been an even shorter timeline except for the ECOWAS Council of Ministers and ECOWAS Heads of State meet regularly only 1-2 times per year, and it is difficult to make room in already crowded agendas.

2. Lessons from the ECOWAS Gender and Energy Policy Process

For other countries or regions considering pursuing policy development, many of these lessons are transferable, though the exact sequence of events or constellation of actors may differ. The following practices were instrumental in the success of the ECOWAS Policy. They helped build buy-in among a critical mass of diverse individuals and groups.

- ➢ **Broad coalition of interests**: Having many stakeholders (e.g., energy ministries, donors, civil society, community organizations, etc.) invested in the outcome increased synergy, sent a strong message to the Member States, and sustained forward momentum at critical junctures. The broad coalition of interests, however, was guided and held together by the leadership exerted by ECREEE, particularly its ECOW-GEN program.

- ➢ **Critical mass for validation**: As a comparatively new policy area, gender and energy benefits from as much validation and input as can be gathered. Having outside support, especially funding partners like the AfDB, advocating for the policy helped convince policy makers of the seriousness of the endeavor, after which the process moved much more smoothly. Hopefully, other geographies may be able to point to the experience in ECOWAS to help convince their own internal decision.

- ➢ **Feedback and input throughout the process**: Incorporating criticism and different views from a range of actors early on and throughout the policy's development created a better, more robust document. By making needed adjustments throughout the process, when the policy was finally presented for validation and adoption, the text had already been well vetted and faced few major objections.

- ➢ **Continuous and transparent communication**: Remaining in close contact with stakeholders helped to keep them engaged and invested in the process and assure them that work was being conducted in an open fashion. Communication methods included numerous updates, reminders, requests for comments, and invitations to meetings.

- ➢ **Clear responsibilities**: Different groups and organizations involved in the policy process had well defined responsibilities that were aligned to their comparative strengths. For example, the ECOWAS

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[3] The ECOWAS background report, called the Situation Analysis, covered the status of gender differences in energy access and their development implications, the existing policies, institutions and programs dealing with gender and energy and the gaps left by them, as well as women's energy entrepreneurship. An outline is included in Annex 5 and the full report can be accessed at http://ecowgen.ecreee.org/wp-content/uploads/2015/11/Situation-Analysis-of-Energy-and-Gender-Issues.pdf

Department of Gender and Social Affairs provided oversight on gender-related aspects, while the TAG provided insight into Member States' current situation and what could feasibly be adopted/implemented.

➢ **Value-add**: The lack of and need for a gender and energy policy was articulated from the outset. This was not something that had previously been assigned to an ECOWAS agency and yet gender discrepancies in clean energy access, supply and decision-making were clearly impediments to the Community's future path of sustainable development. In addition, the policy clearly demonstrated it was a missing link in the achievement of a widely stated development goal—universal energy access for the ECOWAS population.

> **"It is important to have open lines of communication throughout the process. Once the draft documents and ideas are out there the stakeholders can provide input, creating an even stronger document, and then feel ownership of it to become advocates themselves."**
>
> **– Monica Maduekwe, ECOW-GEN Programme Coordinator, ECREEE**

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3. From Policy to Action in ECOWAS

Now that the Policy has been adopted by Heads of State, ECREEE is overseeing implementation through national gender focal units within the energy ministries.[4] For monitoring and accountability, ECREEE issued a call for expressions of interest to identify 2 local NGOs per country (one main and one alternate) that would be responsible for implementing and tracking progress against policy targets. These NGOs are financially self-sufficient (e.g., not funded by ECREEE) so as to remain as impartial watchdog groups, though ECREEE did provide them with a training in the first quarter of 2018.

On the heels of the validation of the ECOWAS Policy for gender mainstreaming, many stakeholders decided they wanted to see certain policy provisions integrated even more deeply into the fabric of the ECOWAS regulatory framework. They called for a legal regulation to be enacted that would govern the performance of gender assessments for certain classes of energy infrastructure projects. A background study to build the case for a new legal instrument mandating gender assessments for energy projects was completed in 2016, and the legal directive was drafted in 2017.[5] Box 5summarizes the process for deciding on the appropriate legal instrument for the ECOWAS region. The plan is for the ECOWAS Directive on Gender Assessments in Energy Projects to be presented to the ECOWAS Council of Ministers in 2018, and then after that to the Heads of State for adoption.

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[4] The gender focal points comprising the TAG have since evolved to become units of three or more experts selected by the energy ministers.

[5] The full text of the ECOWAS Legal Directive on Gender Assessments for Energy Projects can be found at: http://www.ecreee.org/news/ecowas-validates-its-regional-directive-gender-assessments-energy-projects

Box 5: Debating possible types of regulatory instruments post-policy completion in ECOWAS

After completing the gender and energy policy in ECOWAS, the call was made to pursue development of a regulation mandating gender assessments for energy infrastructure projects. A background study was commissioned, part of which's purpose was to investigate the pros and cons of various regulatory approaches.

Regulation proponents first had to decide whether to make the current environmental and social impact assessment (ESIA) framework gender informed or create a stand-alone legal instrument. As there was not a single Community level standard for ESIAs, the standalone route was chosen.

Next, five types of possible instruments were investigated by their pro bono legal partner, Sullivan and Cromwell LLP, and the ECOWAS legal department. These included Protocols, Supplementary Acts, Decisions, Directives and Regulations. Considered factors were: 1) applicability (can the instrument be applied directly in Member States or must provisions be adopted by them into their national law); 2) enforceability (what remedies exist should a State or ECOWAS institution fail in its obligations); 3) the degree of flexibility versus harmonization (how much leeway would each country have to tailor the regulation to its needs versus what degree of uniformity would be achieved throughout the community); and 4) process of adoption and implementation (how easy or difficult would it be to put into practice).

It was decided that the gender code should take the form of a Directive, meaning the intended objectives would be binding on all Member States but those states were free to choose the methods for attaining the minimum requirement set forth. For example, each state was to decide how to amend its national laws—via a standalone law, amendment to existing law, binding administrative regulation, or other—in the way it saw fit. The adoption process for Directives lies with the ECOWAS Authority, though it can delegate this power to the Council of Ministers. Ultimately, the use of a Directive in the ECOWAS example resulted in more flexibility at the expense of uniformity and direct applicability.

"There typically are international law firms interested and available to help on a pro bono basis for this kind of project. The key, however, is ensuring there is local expertise involved as well, which is often harder to secure… Many pro bono efforts fall apart, but ECREEE had a committed team and built consensus to drive the project forward."

– Samuel Saunders, Sullivan & Cromwell LLP

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ANNEX 1: INFORMATIONAL RESOURCE GUIDE

The following resource guide has been adapted and updated from the 2015 publication entitled "Gender Mainstreaming in the ECOWAS Energy Sector: A Handbook and Resource Guide for Policy Makers" which was developed as a training tool to accompany the ECOWAS gender and energy policy. It was compiled to provide energy decision makers and managers, particularly at the national ministerial level, with a foundational set of knowledge resources in order to understand the issues revolving around the nexus of gender and energy and the accepted modalities for mainstreaming gender concerns into energy policy making, planning, programs and evaluations. This set of resources is not exhaustive by design, but rather intended as a starting point. Some tools are not specific to the energy sector yet nevertheless present important concepts and guides for practice that are readily transferable.

This toolkit is divided into four sections:

(1) Background – Selections include pieces providing a review of the development of the gender and energy discourse, gender mainstreaming more generally, scientific evidence supporting linkages between gender and energy, and documentation of the participation of women in the cooking subsector.

(2) **Practical Methodologies –** Selections include several how-to guides on gender mainstreaming for programs in the energy sector, each with a slightly different approach and focus.

(3) **Training Packages –** Selections include a collection of modules on gender mainstreaming in general and another set of modules on gender responsive budgeting. Neither training package is energy specific but each could readily be adapted for use in the energy sector.

(4) **Single Use Tools –** A compilation of templates and fit-for-purpose forms useful in conducting gender assessments in the energy sector, evaluations, and hiring.

1. Background Resources on Gender and Energy	
Title: Does Energy Access Help Women? Beyond Anecdotes: A Review of the Evidence **Authors:** Haves **Publisher:** Ashden Awards **Date:** 2012	**Overview:** A short, easily digestible overview of the state of the current scientific evidence concerning gender and energy, including where major data gaps lie; well researched and referenced with footnotes **Purpose:** To quickly summarize which claims in the gender and energy space are scientifically supported with rigorous evaluations and experiments and which are not **Audience:** Policy makers, practitioners in related fields **Interesting Features:** For a more in-depth, technical review, explanation and comparison of scientific articles, see the excellent Kohlin et al, "Energy, Gender and Development: What are the Linkages? Where is the Evidence?" World Bank Social Development Working Paper No. 125, 2011.
Title: Energizing Equality: The importance of integrating gender equality principles in national energy policies and frameworks **Authors:** Prebble, Rojas **Publisher:** IUCN **Date:** 2017	**Overview:** A sampling and characterization of national energy policies around the globe showing the ways in which, and degrees to which, they incorporate gender issues. **Purpose:** To reveal the types of gender considerations that are and aren't making their way into energy policies; a quick look at the spectrum of what is possible along with geographic and historic trends for those seeking to develop their own gender-informed energy policies. **Audience:** Policy makers **Interesting Features:** Provides quantitative analysis of the presence of gender key words across 192 energy policy documents.

1. Background Resources on Gender and Energy	
Title: Guidance Note: Gender Mainstreaming in Development Programming **Authors:** Cohen, Moser, Taylor & Cortes **Publisher:** UN Women **Date:** 2014	**Overview:** A conceptually clear document to: detail changes in global norms and aid modalities from a legal and historical perspective; offer general principles relevant at the national level; describe appropriate technical programming aspects; examine systemic changes required to support gender mainstreaming **Purpose:** To technically illustrate the types and sequences of decision-making in national programs, across sectors, according to contemporary global best practice **Audience:** The UN and its member states, their policy makers, senior managers, program staff, technical specialists and gender focal points; also relevant for civil society and development agencies **Interesting Features:** • Concise overview of intergovernmental decisions and current consensus • National level perspective (i.e. beyond just the energy ministries and agencies), including making statistics bureaus gender sensitive • Helpful list of "entry points" for policy dialogue • Impressive list of gender mainstreaming tools (Annex 2)
Title: Sustainable Energy for All: The Gender Dimensions **Authors:** UNIDO & UN Women **Publisher:** SE4ALL **Date:** 2013	**Overview:** A high level presentation of the international energy situation, linkages between energy, economic development, female empowerment and sustainable practices **Purpose:** To assist UN agency staff in developing policies and programs with their national partners **Audience:** Regional and country offices of UNIDO and UN Women **Interesting Features:** Provides a strong set of talking points useful in orienting policy dialogues
Title: Energy and Women and Girls: Analyzing the needs, uses, and impacts of energy on women and girls in the developing world **Authors:** Rewald **Publisher:** Oxfam **Date:** 2017	**Overview:** A position paper examining the assumption that because energy burdens are gendered providing energy access in and of itself benefits females and finds there is insufficient evidence to make this claim. **Purpose:** The author argues these informational gaps need to be addressed and policies must take additional steps to ensure energy access efforts improve the lives of women. **Audience:** Policy makers **Interesting Features:** Includes a short section discussing the relationship between gender and low-carbon energy in particular.
Title: Scaling Adoption of Clean Cooking Solutions Through Women's Empowerment: A Resource Guide **Authors:** Hart & Smith **Publisher:** Global Alliance for Clean Cookstoves **Date:** 2013	**Overview:** A value chain approach to examining the role and potential of women in the production and sale of cook stoves, replete with detailed and varied examples **Purpose:** To showcase the role of women in cooking solutions around the world, elucidate why women are important, and provide guidance on how to include more women in every segment of the value chain **Audience:** Practitioners, donors, policy makers and academics **Interesting Features:** Extremely rich case studies with above average quantitative metrics and impact indicators reported
Title: A Guide to Gender Analysis Frameworks **Authors:** March, Smyth, Mukhopadhyay **Publisher:** Oxfam **Date:** 1999	**Overview:** An introduction to the various theoretical frameworks for analysing gender (mostly within projects) presented with a number of examples and commentaries **Purpose:** To share, in a way accessible to generalists, the theoretical underpinnings of the most common gender frameworks, demonstrate how they've been applied, and discuss their limitations **Audience:** Development practitioners, trainers, researchers and students **Interesting Features:** Relevant guidance on criteria for selecting one framework over another depending on context

2. Practical Methodologies for mainstreaming Gender in energy Projects and Programs	
Title: Mainstreaming Gender in Energy Projects: A Practical Handbook **Authors:** Cecelski & Dutta **Publisher:** ENERGIA/ Practical Action **Date:** 2011	**Overview:** A fool proof and straightforward (if somewhat long) methodology for making any energy project gender sensitive, drawn from deep and practical experience around the globe. **Purpose:** Provide practical guidance on incorporating gender into all project aspects from origination to final evaluation; the concrete goal is the development of a project gender action plan **Audience:** Energy project managers, staff, and gender experts **Interesting Features:** Includes useful literature and case study references, tools, questionnaires, checklists, guidelines and examples for each of the nine clearly defined stages of mainstreaming in the "building block" approach
Title: Gender Tool Kit: Energy, Going Beyond the Meter **Authors:** Mohideen & Tanaka **Publisher:** Asian Development Bank **Date:** 2012	**Overview:** Though specific to the ADB project cycle, a well-written guide treating issues around gender analysis and mainstreaming, including in many instances from a utility's perspective **Purpose:** To provide a roadmap for conceptualising and designing gender responsive programs **Audience:** Staff and consultants of the ADB, also relevant for many other program designers **Interesting Features:** Broken out by subsectors, transmission and distribution, rural electrification, energy efficiency, and renewable energy; includes a discussion of performing gender risk analysis; includes terms of reference for gender analysts and project tasks
Title: Guide on Mainstreaming Energy and Climate Change Projects **Authors:** Cadondon, Gutierrez-Amo & Steensig **Publisher:** UNIDO **Date:** 2014	**Overview:** Much of this guide can be applicable to projects outside the UNIDO context and its use of lists of questions is helpful **Purpose:** To educate and demystify gender mainstreaming and offer practical guidance on addressing inequalities specific to energy and climate change interventions **Audience:** Primarily UNIDO Energy and Climate Change Branch (ECC) staff, also national counterparts and the private sector **Interesting Features:** Helpful annexes include the following: • TOR for gender expert for project design • TOR for gender expert for project implementation • Gender analysis at the country/regional/sectoral level • Guide for integrating gender into evaluations of UNIDO projects and programs
Title: Integrating Gender Considerations into Energy Operations **Authors:** Hughes, Janik, & Bossman **Publisher:** ESMAP **Date:** 2013	**Overview:** A very short guide to including gender in energy project design, action planning, implementation and monitoring, and evaluation **Purpose:** To provide support to staff integrating gender into the standard World Bank project cycle **Audience:** Primarily implementers of WB financed projects, also relevant to other energy project managers **Interesting Features:** Annex 1 provides a concise and highly relevant list of issues related to assessment, implementation and monitoring, broken out by energy sector
Title: Gender and Energy for Sustainable Development: A Toolkit and Resource Guide **Authors:** Karlsson & Clancy **Publisher:** UNDP/ENERGIA **Date:** 2004	**Overview:** An oldie but a goodie; while mostly subsumed by more recent publications there is a trove of older, sometimes overlooked examples and case studies which remain informative today **Purpose:** Establish the linkages between gender and energy and help planners integrate them in development programs **Audience:** Bi-/Multilaterals, UNDP staff and partners, civil society, development specialists **Interesting Features:** Case studies from the 1990s and early 2000s.
3. Training Packages on Gender	

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Title: Gender Mainstreaming: A Key Driver of Development in Environment and Energy – Training Manual **Authors:** Havet, Braun & Goght **Publisher:** UNDP **Date:** 2007	**Overview:** A comprehensive and interactive training program useful for awareness raising and capacity building of staff either within or across organizations; rich case studies and careful analysis with many open-ended questions make this a thought-provoking read. **Purpose:** Build understanding of the gender dimensions in ensuring environmental and energy sustainability, with near equal weighting given to why and how **Audience:** Primarily UNDP staff and partners, but also relevant for other development practitioners **Interesting Features:** Accompanied by interactive training aids and materials (available on CD and online) such as facilitator instructions, handouts, and detailed descriptions of assignments
Title: Manual for Training on Gender Responsive Budgeting **Authors:** Schneider **Publisher:** GTZ (now GIZ) **Date:** 2006	**Overview:** A detailed training program with facilitator notes and handouts for gender budgeting; modules offer flexibility to customize to different length training sessions and different audiences **Purpose:** To increase the pool of trainers and practitioners familiar with the tools of gender responsive budgeting **Audience:** For use by professional gender trainers with staff from Ministry of Finance, line ministries, parliamentarians, statisticians, civil society organizations **Interesting Features:** Highly interactive training activities
Title: Empowered Entrepreneur Training Handbook **Authors:** Smith & Shankar **Publisher:** Global Alliance for Clean Cookstoves **Date:** 2015	**Overview:** A six-day training program to impart business skills, leadership training **Purpose:** To assist intermediary organizations to empower local women entrepreneurs and speed the uptake of clean stoves and fuels **Audience:** Organizations working with women entrepreneurs in the improved cooking value chain, also applicable to other household energy subsectors **Interesting Features:** Train-the-trainer section encourages the trainer to customize their training using human-centered design

4. Single-Use Tools	

Title: Online Resources for Integrating Gender into Energy Operations
 	
Authors: Adapted from Skutsch, Clancy & Hanke; ESMAP/AFREA
 	
Publisher: ESMAP, available at https://www.esmap.org/node/2758
 	
Date: N.D.
	Overview: A series of short (1-10 page) tools, handy and unbundled for specific applications; useful (if high level) reference for quickly designing assessments, creating report outlines, developing TORs, etc.
	Purpose: Gender assessment functions
	Audience: Energy project managers and staff, researchers
	Interesting Features: Includes the following specific tools –
	• Assessing access and control over resources
	• Energy policy analysis – quick scan
	• Focus groups and other participatory tools
	• Gender mainstreaming organizations
	• Organizational analysis
	• Gender responsive rapid social assessment
	• Identifying potential impact of intervention by gender
	• Module for disaggregated energy base line survey[6]
	• Sample questionnaire for survey for an organizational gender assessment
	• Semi-structured interview guide for organizational assessment
	• Terms of reference templates for:
	  – gender focal point
	  – national gender expert and research assistant for energy projects
	  – gender analysis of household energy data
	  – gender survey and analysis of rural electrification
	  – gender needs assessment for energy agency/ministry
	  – gender action plan development for energy agency/ministry
	  – gender awareness and capacity building for energy projects/agency

Title: Gender Rating of Operations: Methodology and Checklist **Authors:** PRMGE/Gender and Development Board **Publisher:** World Bank **Date:** 2012	**Overview:** A one-page, extremely simple checklist to rate a project's gender inclusivity on a scale of 1-3 **Purpose:** Provide a quick rating system for project evaluations **Audience:** World Bank staff and evaluators **Interesting Features:** Brevity allows for easy rating of large numbers of projects

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[6] This module has been put into practice in the case of MLME/LISGIS in Liberia (Clancy, 2012), which provides an excellent example of its applicability in, and adaptability to, the West African setting.

ANNEX 2: SAMPLE TERMS OF REFERENCE—GENDER AND ENERGY POLICY

Post Title: Technical Assistance for the development of the ECOWAS Policy for Gender Mainstreaming in Energy Access
Type of Contract: Consultancy
Duration: November - May
Duty Station: Home Base, with the possibility of travelling to a selected number of ECOWAS countries

1. INTRODUCTION

The ECOWAS Centre for Renewable Energy and Energy Efficiency (ECREEE) was established through the ECOWAS regulation of C/REG.23/11/08 of the 61st Session of ECOWAS Council of Ministers in 2008, with the mandate to contribute to the sustainable economic, social and environmental development of West Africa by improving access to modern, reliable and affordable energy services, energy security and reduction of energy related externalities (GHG, local pollution). With the support of the ECOWAS Commission, the Austrian and Spanish Governments and technical assistance of UNIDO, as well as other partners, ECREEE has implemented several key actions towards this, including the development of a Regional Policy on Renewable Energy and Energy Efficiency; which was adopted by the ECOWAS Heads of State in 2013.

In addition to this, ECREEE recently launched a flagship program entitled ECOWAS Program on Gender Mainstreaming in Energy Access (ECOW-GEN). The program was established against the background that women's potential, in the ECOWAS region, as producers and suppliers of energy services is under-utilized and that empowering women and men to make significant contributions in the implementation of the adopted policies is necessary for the achievement of the Sustainable Energy for All (SE4ALL) goals in West Africa. In pursuant of this, ECREEE and the ECOWAS Department of Social Affairs and Gender, at the ECOWAS Commission, are in the process of developing a regional policy for Gender Mainstreaming in Energy Access together with an Implementation Strategy for the policy. The terms of reference for the development of these key documents are outlined below.

2. BACKGROUND AND CONTEXT

The ECOWAS region is facing an energy crisis. With a population of over 300 million people, equivalent to roughly one third of Africa's total population, household access to electricity is estimated at just 40.5%[7]. In the urban areas this figure is estimated at 70%, and for the rural areas, where more than 50% of the population reside, only about 8% of households have access to electricity. The electricity sector, while highly inefficient, depends largely on cost-intensive fuels and is rarely stable. The impacts of climate change mean that wood, the energy source used by over 80% of the population for cooking, is becoming a scarce resource.

The effects of the region's energy challenges affect disproportionately the lives of men and women. In areas where wood is the primary alternative fuel, women are seen to suffer more as a result of energy poverty. In the rural and peri-urban areas, women, who are mainly responsible for procuring and using cooking fuels, experience more directly the negative effects of the lack of access to clean and modern forms of energy. Exposure to respiratory diseases as a result of indoor air pollution from cooking with traditional biomass, safety issues encountered while gathering fuelwood and less time available for productive ventures are some of the challenges faced by a larger number of women in the ECOWAS region.

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[7] ECREEE (2011)

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Despite this, efforts towards expanding energy access are rather male dominated, in the decision-making and technical arena. Women, who are largely affected by the energy crises, are rarely involved in the development and implementation process of strategies applied to end energy poverty.

It is worth noting that for energy interventions to be effective it must be tailored to the needs of the beneficiaries. Thus, when women, a large part of the society, are not actively engaged throughout the process the interventions can rarely produce effective results[8].

The ECOWAS community recognizes the need to pursue a development path that promotes social equality and inclusion, improved economic wellbeing, and ecological sustainability. This is well captured in the ECOWAS Gender Policy which emphasizes the "need to develop policies and programs to provide alternative energy sources, from traditional biomass, which would contribute to women's health and also alleviate their time burden".

The establishment of ECOW-GEN is based on the principles laid out in the ECOWAS Gender Policy, and strives to contribute towards the SE4All goals in West Africa and the ECOWAS Regional Policy on Renewable Energy and Energy Efficiency, by placing women at the centre stage of energy development. One of the ways through which ECREEE is achieving this is through the ECOWAS Women's Business Fund, a facility that awards grants to women groups and associations to start-up or scale-up innovative energy projects (see Annex A). It is envisaged that through a regional policy for Gender Mainstreaming in Energy Access, such as what is being planned, a similar instrument will be developed and implemented in the Member States.

The goal of the ECOWAS Policy for Gender Mainstreaming in Energy Access is to address existing barriers that may hinder the equal participation of women and men in expanding energy access in West Africa and, by the extension, the success of the SE4ALL initiative and the ECOWAS Regional Policies on Renewable Energy and Energy Efficiency.

The ECOWAS Commission, through the ECOWAS Department of Social Affairs and Gender, will be responsible for overseeing the implementation of the regional policy upon its adoption by the ECOWAS Ministers. The national energy ministries will be responsible for implementing and coordinating the strategic country actions contained in the policy. ECREEE will facilitate this process by implementing with Member States programs and projects that achieve the goals stated in the regional policy.

3. OBJECTIVES OF THE ASSIGNMENT
To develop a regional ECOWAS Policy for Gender Mainstreaming in Energy Access and an implementation strategy that will support the regional energy efficiency and renewable energy policies, as well as the SE4ALL initiative in achieving their goals of universal access to modern energy services.

3.1 SPECIFIC OBJECTIVES
1. To review and analyse the current state of affairs vis-à-vis gender mainstreaming in energy access in the ECOWAS Region. This should result in a good overview of the main barriers and gaps to gender mainstreaming in energy access, of the gaps in gender and energy expertise within the implementing institutions, and of the opportunities available.

2. To develop a policy on gender mainstreaming and energy access for the ECOWAS region, which will include measures to overcome the barriers and gaps that have been identified in the Situation Analysis phase of this assignment. The policy will be concise, have clear objectives and strategic areas of intervention, which will be used as an overall framework and will be implemented by the ECOWAS Department of Social Affairs and Gender, with support from ECREEE.

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[8] Clancy (2008)

3. To develop an implementation plan that will put the policy on gender mainstreaming and energy access into practice. The implementation plan will include the main activities under the policy's strategic areas of intervention, the implementing actors, the time schedule, key indicators against which progress can be measured, and a budget.

4. Validation of the Policy and Implementation Strategy by the ECOWAS energy experts and their adoption by the Energy Ministers.

4. SCOPE OF SERVICE
Activity 1: Inception report
The consultant(s) will have a debriefing meeting with the ECOWAS Department of Social Affairs and Gender and ECREEE to discuss the assignment in detail and achieve a common understanding of the work ahead and the deliverables required.

The consultant(s) shall then proceed to develop an inception report within 2 weeks, which will describe the clear and detailed concept, analytical framework, methodology, tools, and execution plan for undertaking this assignment. The report will also include a list of documents, data and information needed to analyse the status of gender mainstreaming in energy access in ECOWAS, as well as a list of key stakeholders to be consulted and/or interviewed, which countries will be selected for a scoping mission. ECREEE and the ECOWAS Department of Social Affairs and Gender and the Advisory Group[9] shall provide comments on the report. The final inception report would be the guide book for the assignment onwards after approval by ECREEE and the ECOWAS Department of Social Affairs and Gender.

Activity 2: Situation Analysis
Following the methodological framework laid down in the inception report, the situation analysis is to give an overview of the current state of affairs within the ECOWAS region on gender mainstreaming in energy access. It will look at the gaps and barriers that exist to achieving equal access to energy services and technologies by men and women, assess the current expertise levels within the implementing institutions and ministries to implement a gender and energy access policy and action plan, and look at past and existing interventions of mainstreaming gender into energy access policies and actions.

More specifically the situation analysis should include:

1. Assessment of existing gender expertise, competence and identify required capacity building/development with the implementing institutions and national ministries

2. Assessment of currently ongoing gender mainstreaming efforts and their results within ECOWAS and its member countries, as well as key lessons learnt from past efforts

3. Identify barriers that female energy entrepreneurs face and needs that they have to become fully competitive in their work

4. Identify barriers for equal participation of men and women in the energy sector as employees

5. Identify gaps in national policies, budgets, and practice in achieving equal access to modern energy services and technologies by men and women

6. Identify existing gaps within countries in the region of equal access by men and women to key resources, including finances, land, and technology

7. Present recommendations for the way forward.

Activity 3: Policy Development

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[9] The Advisory group shall comprise of ECOWAS Ministries of Energy, donors and technical partners

Based on the Situation Analysis, develop a practical and concise ECOWAS Policy for Gender Mainstreaming in Energy Access. The policy will serve as the overall framework for implementation at the regional level by the ECOWAS Department of Social Affairs and Gender and at the national level by the energy ministries. ECREEE will have a supportive role, providing assistance to the implementing parties and making sure that the ECOWAS Policy for Gender Mainstreaming in Energy Access is aligned to the overall objectives of the regional energy efficiency and renewable energy policies and the SE4ALL initiative. The final policy document will be validated at the ECOWAS energy experts meeting.

Thus, under this activity, the consultant(s) shall:

1. Develop a concise policy that is in line with the outcomes of the Situation Analysis and hence proposes objectives and measures to address the main gaps and barriers to gender mainstreaming in energy access that were identified in clearly identified strategic areas of intervention.

2. Develop the institutional framework under which the policy will be placed, with a clear definition of roles and responsibilities between the various parties involved.

3. Manage the policy validation process in close consultation with the ECOWAS Department of Social Affairs and Gender and ECREEE. The validation process will consist of several rounds of comments: a) presentation of the first draft policy to the project stakeholders10 for comments; b) developing a second draft policy based on the comments received from the project stakeholders, which will be presented for review by a selected group of experts; and c) development and presentation of the final draft policy for final comments and questions at the ECOWAS Ministerial Meeting; and d) making sure the comments are well reflected in the final policy document.

Activity 4: Develop the Implementation Strategy
Also based on the Situation Analysis and in line with the ECOWAS Policy for Gender Mainstreaming in Energy Access, develop a practical Implementation Plan that puts the policy into practice. The Implementation Strategy will serve as the guidebook for actions to be taken to achieve the policy goals and objectives. The ECOWAS Department of Social Affairs and Gender will lead the management and monitoring of the implementation Strategy, with support from ECREEE.

1. Develop a concise, clear and practical implementation plan, which is in line with the policy document and the strategic areas of intervention identified. The Implementation Strategy will for each of the areas of intervention list their objectives, the actions to be taken, the responsible actors, and the timeframe and deadline.

2. Set a baseline and develop key indicators for each of the strategic areas of intervention to be able to monitor progress.

3. Provide an estimated break-down budget for the actions to be taken under the Implementation Strategy.

4. The Implementation Strategy will be developed alongside the policy document and will be part of the same validation process as the policy document. Both documents are to be validated by ECOWAS technical expert and adopted at the ECOWAS Energy Ministers.

5. TIMELINE OF ASSIGNMENT
The assignment is expected to take about 150 days, starting in November 2014. The consultant would propose appropriate project implementation plan for effectively completing this assignment.

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[10] ECREEE, the ECOWAS Department of Social Affairs and Gender, and the Advisory Group

No.	Item	Target delivery date	Indicative number of days	Location
1	Draft inception report	25 November	2	Home base
2	Final inception report	5 December	2	Home base
3	Situation Analysis report	31 January, 2015	40	Home base
4	Draft regional policy and strategy document	30 February, 2015	40	Home base
5	Report of the validation workshop	27 March	16 (including validation and adoption workshop)	Home base
6	Final policy document and implementation strategy document	6May	50	Home base
Total		150		

Terms of Reference

Project Steering Committee
For
ECOWAS Regulation for Gender Assessment in Energy Infrastructure Development

1. Mandate

In view of the ECOWAS project to develop the ECOWAS Regulation for Gender Assessment in Energy Infrastructure Development, a Project Steering Committee (PSC) is being established to provide technical guidance in the development of the regulatory instrument, in accordance with the agreed project objectives and strategies as stated in the ToR of the consultancy.

This Terms of Reference (ToR) specifies the composition, purpose, operational methods and duration of service of the PSC.

2. Composition

The PSC shall be comprised of representatives from partner/donor institutions, as well as elected experts.

The skills of the PSC shall include experts in a range of areas, including:

- Knowledge of the environmental/social issues and regulations/permits that apply to the energy industry;

- Knowledge of the regulatory framework related to the energy infrastructure, at the regional level and in a number of countries in the region.

- Legal experience in drafting normative acts; Experience in comparative analysis, research, assessment on the implementation of the international legislation and policies;

- Relevant experience and involvement in gender in energy infrastructure development;

- Knowledge of the ECOWAS energy policies, legal and regulatory frameworks;

The number of members in the Steering Committee shall not be more than 12 and not less than three, excluding the Chairperson.

The composition of the Committee shall be as follows:
- ECREEE
- ECOWAS Commission
- ERERA
- WAPP
- ENERGIA
- UN Women
- AfDB
- PPDU
- WAPGA
- A representative from the Member States
- A representative from development partners

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The Chairperson would be drawn from the ECOWAS Centre for Renewable Energy and Energy Efficiency (ECREEE).

3. Purpose

The PSC will provide ongoing critique and guidance on the methods, findings, and progress of the project. The PSC will also be the principal approving body of the work on developing the ECOWAS Regulation for Gender Assessment in Energy Infrastructure Development. A key aspect of the PSC's work will consist of providing inputs on the development of the content and in the process leading to the adoption of the regulatory instrument. Thus, members of the Committee shall:

- Review and provide timely input on the draft documents produced by the consultants and comment on their adequacy in line with the project's ToR, the project methodology and tools approved in the Inception Report, etc.
- Make recommendations on improving the content and quality of the documents based in line with regional and international best practices and considerations.
- Provide contacts and introductions to key stakeholders and facilitate interactions that will help inform the project.
- Make suggestions on strategies that may assist with the smooth adoption of the regulation; and
- Proffer guidance aimed at ensuring that the regulation is grounded by prevailing realities and circumstances in the ECOWAS region.

4. Operational Methods

The Project Steering Committee would consult mainly through Skype, email and telephonic means. Contributions would be on a pro bono basis.

5. Duration

The Project Steering Committee would exist for the period for which the regulation will be developed, validated and adopted, by the ECOWAS Energy Ministers.

TERMS OF REFERENCE (TOR)

PURPOSE: CONSULTANCY FOR THE DEVELOPMENT OF THE ECOWAS REGULATION FOR GENDER
ASSESSMENT IN ENERGY INFRASTRUCTURE DEVELOPMENT
EXPERTISE: A TEAM COMPRISED OF A REGULATORY, GENDER-INFRASTRUCTURE AND LEGAL
SPECIALISTS
LOCATION: HOME BASED
DURATION: 100 DAYS

1. INTRODUCTION
The Economic Community of West African States (ECOWAS) has developed, and endorsed at the technical
expert level, a Policy for Gender Mainstreaming in Energy Access. And in due course, the same Policy will also
be presented to and adopted by the region's Heads of State.

Developed by the ECOWAS Centre for Renewable Energy and Energy Efficiency (ECREEE) and the ECOWAS
Department of Social Affairs and Gender, with the technical assistance of the National Renewable Energy
Laboratory (NREL), the Policy, has as one of its objectives, to "Ensure that all energy policies, programs and
initiatives, including large energy infrastructures and investments, are non-discriminatory, gender-inclusive,
gender-balanced and directed towards addressing inequalities, particularly energy poverty, differentially
affecting men and women in the region"[11].

The ECOWAS Policy for Gender Mainstreaming in Energy Access was validated at a 2-day workshop, held from
4 – 5 June 2015, in Dakar, Senegal. The workshop brought together the region's energy and gender experts,
including other 80 persons representing CSOs, non-governmental organizations (NGOs), academia, research
institutions, development partners, and representatives of other relevant stakeholder institutions. One of the
outcomes of the workshop was the recommendation for the development of a Regional Gender Code, a
regulatory instrument to ensure that gender considerations are taken on-board when energy infrastructure
projects and investments are planned and executed[12].

It is against this background that ECREEE and the ECOWAS Department of Social Affairs and Gender, in
collaboration with the relevant ECOWAS energy agencies, are embarking on a project to develop the ECOWAS
Regulation for Gender Assessment in Energy Infrastructure Development to support Member States to
specifically address the omission of gender considerations in the planning and execution of energy
infrastructure projects.

2. BACKGROUND
Ensuring universal access to modern energy services continues to remain a pressing issue in countries of the
ECOWAS region. The figures on energy access rates explain why: less than half of the households have access
to electricity[13]. The situation is more severe in the rural areas where only about 8% of households have access

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[11] ECOWAS Policy for Gender Mainstreaming in Energy Access (Validated Version)
[12] Workshop report available here.
[13] ECOWAS Renewable Energy Policy

to electricity[14].

Accelerating investment in the energy sector is a key priority for Governments of the region, and is evident in the regional policies and instruments that have been put in place to create an enabling environment to attract investment for energy infrastructure development. Despite the need to pursue universal energy access, the ECOWAS people acknowledge that the ambition is best realized when done having a long-term view that aligns with the principles of development that is sustainable and inclusive. The region's stance in this matter is clear through the development, and adoption at the technical expert level, of the ECOWAS Policy for Gender Mainstreaming in Energy Access, a Policy that ensures the success of the SE4ALL goals while contributing, directly and indirectly, to each of the Sustainable Development Goals (SDGs).

The ECOWAS Policy for Gender Mainstreaming in Energy Access sets out the course of action, and principles, adopted by the region to ensure that its male and female population contributes equitably and benefits equally in the region's energy interventions.

Energy infrastructure development, both on generation and grid connectivity, is one area that is posed to experience rapid transformation, stimulated by regional and national level energy programs and initiatives. Examples include: at the regional level, the activities of the West African Power Pool (WAPP), West African Gas Pipeline (WAGP), the ECOWAS Regional Electricity Regulatory Authority (ERERA); at the continental level, the African Union's Program for Infrastructure Development in Africa (PIDA) – Energy Component.

The Regulation for Gender Assessment in Energy Infrastructure Development is therefore timely, to serve as the framework for enforcing the principles established and adopted through the ECOWAS Policy for Gender Mainstreaming in Energy Access. Moreover, the proposed Policy instrument addresses a gap in the regulatory framework for energy infrastructure development in West Africa, one that undermines the ability of the region to transition to sustainable and inclusive development.

While Environmental Impact Assessments and/or Social Impact Assessments have become popular practices for energy infrastructure projects to be authorized for implementation, gender considerations are rarely incorporated, as it is expected that these assessments should be sufficient to ensure that negative externalities do not ensue as a result of the intervention and, thus, undermine the long-term development objectives of the project.

These gender-blind approaches have shown that gender considerations in all interventions are necessary measures, as, in their absence, the impacts of a project's interventions on the lives of the male and female population have proved to be uneven[15]; sometimes impacting a gender group negatively and the other positively.

Despite the importance of incorporating gender considerations in energy infrastructure development, the practice is not wide-spread.

It should be noted that although development banks have developed guidelines for incorporating gender in energy projects and programs (the World Bank and the African Development Bank (AfDB) are two examples), these guidelines are, however, meant for projects which are funded by them and are quite distinctive in nature.

It is difficult to overemphasize the need to develop, for the ECOWAS region, clear and harmonized guidelines and procedures for incorporating gender in energy infrastructure development, and to, thus, create a strong regulatory framework which is presently lacking.

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[14] Ibid.
[15] ESMAP: Integrating Gender Considerations into Energy Operations (2013)

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3. OBJECTIVE

Broadly, the objective of this consultancy is to develop a regulation for conducting gender assessments and incorporating gender considerations in energy infrastructure development and operation in the ECOWAS region.

On one hand, the framework will set: the procedures for applying for a gender assessment for energy infrastructure project development and the conditions for being granted one; the regulatory instruments for ensuring compliance; the institutional structure (and roles and responsibilities) for regulating a gender-responsive energy sector at the national and regional level. And on the other hand, the framework will set out the modalities for ensuring that the operations of energy infrastructure are gender –responsive. This is to say that, while the infrastructure facilities are in operation, gender considerations are actively being carried out, monitored, evaluated, and reported on.

3.1 SPECIFIC OBJECTIVES

The specific objectives of this assignment are to:

- Conduct in-depth analysis of gender related issues associated with infrastructure development in the energy sector. Secondly, examine the regulatory framework in the region as it concerns energy infrastructure development, with the aim of assessing to what extent gender issues (and social issues in general) are included as conditions for a project's implementation, as well as if and how the stipulated conditions for authorizations are enforced throughout the project's execution. Furthermore, assess the awareness and perceived importance, by regulatory agencies, for the inclusion of gender impact assessments in the development of energy infrastructure projects in the region – giving reasons for the status quo. This should provide a strong justification for the development of a regulation that oversees and enforces the inclusion of gender impacts assessments in development of energy infrastructure.

- Develop an ECOWAS Regulation for Gender Assessment in Energy Infrastructure Development that addresses the issues identified through the background study conducted. The Regulation will set out what parts of the energy infrastructure sub-sectors will be regulated; how (procedures and conditions, etc.); and who (parties concerned, the roles and responsibilities of all concerned).

- Develop a training program targeting the regulatory institutions (national and regional) to support the enforcement of the instrument (more information detailed below).

4. SCOPE OF WORK

Activity 1: Inception Report

The consultants, following a debriefing meeting, with the responsible ECOWAS agencies, will submit an inception report within 10 days working. The meeting may or may not be face-to-face.

The report will detail the approach and timelines to be adopted by the consultants towards the fulfillment of the assignment. Appendixes of documents to be consulted, stakeholders to be interviewed, and country brief of case-studies will be included in the report. Upon acceptance of the inception report, the document will serve as the guidebook for the completion of the assignment.

Activity 2: Background Study Paper.

The consultant shall conduct a comprehensive study on gender in energy infrastructure development. As is the case with the Policy for Gender Mainstreaming in Energy Access, the regulation for gender assessments in energy infrastructure development will be a first of its kind for a Regional Economic Community at the global level. The background study will therefore work to clear all doubts regarding the contribution of this innovative policy instrument to sustainable and inclusive development through energy access. Secondly, the background study, through in-depth research, will serve to demonstrate the feasibility of implementing the regional gender code instrument.

Inter alia, the comprehensive study will focus on:

a. The state of affairs vis-à-vis the inclusion of gender considerations in the planning and development stages of energy infrastructure projects.

b. The barriers and challenges to assessing and incorporating gender dimensions in the design of energy infrastructure projects.

c. The impacts, if any, on inclusive development and gender equality, from the lack of a regional gender code.

In addition,

d. The study will examine cases from other countries outside the region to determine if gender considerations are incorporated through specific procedures and the effectiveness of the procedures. And in cases where they are not, state what negative impacts may have resulted, if any. The study will select at least a country from the different continents. The aim of which is to examine the importance (added benefit), and the universality of the necessity, of having a gender code for energy development that adheres to the principles of sustainable and inclusive development.

e. The background study will describe and evaluate the results of:
   - Scenario 1: Having no Regional Gender Code
   - Scenario 2: Engendering the Environment Impact Assessment and/or Social Impact Assessment
   - Scenario 3: Having a standalone Regional Gender Code

Through these scenario analyses, the consultants should be able to produce a recommendation of which option best achieves the objective of establishing an effective framework for regulating a gender-responsive energy sector at the national and regional level.

f. The legal elements and budgetary implication of the regulation will be presented as well.

Activity 3: Designing the regulatory framework

a. The consultant will review relevant regional and national laws, statutes, regulations, and authorizations related to the respective roles and responsibilities of the relevant Government Ministries (particularly the Energy Ministries) and ECOWAS institutions.

b. Design institutional structures and arrangements that clarify the appropriate roles, responsibilities, staffing needs, funding sources, and legal, statutory, or licensing requirements of the regulator, as well as the roles and responsibility of the relevant ECOWAS regional agencies.

c. Describe the legislative and/or administrative measures needed to formalize the regulatory institutions and arrangements that will be fair to all parties concerned.

d. Drafting of regulations.

Specifically, the regulation will include, but not limited to:
   - Duties/functions of the regulatory institution
   - Duties of the authorization applicant
   - The criteria to be used in the evaluation of the gender impact assessment report and remedial/management plan by the authorizing/regulatory institution
   - Monitoring of compliance and reporting of impacts
   - The role of public participation in the process

e. Develop license templates which could be readily modified and refined according to Member States' needs. The licences should state what is required to legitimize the appropriate regulatory institutions and

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arrangements in the countries.

f. f. Design a training program for the relevant ECOWAS agencies and Member States Institutions that will allow them to fulfill their responsibilities once the Regulation is adopted.

With gender-responsiveness as a guiding principle, the training program will consist of the following:

- Analysis on the existing capacity, skill requirements and training needs – at the national and regional level

- - Suggestion on appropriate training options for these bodies

5. Output and Timeframe

i. Inception report

ii. A background study paper

iii. ECOWAS Regulation for Gender Assessment in Energy Infrastructure Development (Gender Code) document

iv. Report on Training Needs and Options for Regulatory Skill Development

v. Workshop Reports: The workshop will provide a platform to discuss the role and activities of accountable regulators, skill requirements for such regulation, and available training options; and - Necessary legislative and administrative changes to ensure the regulators' independence and accountability.

Deliverables	Working Days	Indicative Deadline
i. Inception report	**10**	11 Dec
ii. A background study paper	**30**	12 Feb
iii. ECOWAS Regulation for Gender Assessment in Energy Infrastructure Development (Regional Gender Code) document	**30**	31 March
iv. Report on Training Needs and Options for Regulatory Skill Development	**20**	15 April
v. Workshop Reports	10	When validation workshop is held
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Outline
Situation Analysis of Energy and Gender Issues in ECOWAS Member States

1. Introduction

2. Context

2.1 Energy and gender

2.1.1 Energy poverty
Conceptualizing energy access
Socioeconomic context
 Representation and policy-making
 Social norms
 Land and Property Rights
 Population
 Health
 Education
 Agriculture
 Water
Energy access figures in the ECOWAS region

2.1.2 Gender dimensions of energy poverty
Gender Dimensions of Energy Access – Electrification
 Grid access at the national level:
 Rural electrification projects:
 Gender Dimensions of Energy Access - Cooking
Gender Dimensions of Energy Access - Transportation
Gender Dimensions of Energy Access - Mechanical Power and Productive Uses
 Farming
 Agro-processing:
 Food Preparation:
 Trading/Services:
 Manufacturing:
Gender Dimensions of Energy Access – Resource Availability
 Water:
 Wood and other cooking fuels:

2.1.3 Energy and development: Implications for men and women
Implications for Development - Electrification
 Employment and wage labor:
 Fertility:
 Education:

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Other implications

Implications for Development – Cooking

Implications for Development – Mechanical Power and Productive Uses

Implications for Development – Resource Availability and Collection

2.2 Rationale for gender mainstreaming policy

2.2.1 Opportunities

2.2.2 Vision

2.2.3 Methodology

3. Policy Landscape

3.1 Regional policies, programs, and initiatives

3.1.1 Energy policies, programs and initiatives
Energy Policies
Energy Programs
Energy financing vehicles

3.1.2 Gender policies, programs and initiatives
Gender policies
Gender and Energy Programs
Gender Initiatives

3.2 National policies, programs, and initiatives

3.2.1 Energy

3.2.2 Institutional framework for mainstreaming gender and energy
Countries in ECOWAS region with gender units
Role of gender units and their influence on policies
Competence and capacity of gender units
Gender-balanced public sector recruiting, hiring and promotion
Budget allocation for gender mainstreaming

3.2.3 Gender and energy flagship programs and initiatives

3.2.4 Gap identification

4. Workforce participation and entrepreneurship: gender and energy
Entrepreneurship:
Workforce:

4.1 Businesses owned and operated by women

4.1.1 Technologies

4.1.2 Business models

4.2 Barriers for men and women as employees and as business owners

4.2.1 Awareness, education, and technical capacity

4.2.2 Financial

4.2.3 Technological

4.2.4 Policy and regulations

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Land:
Legal capacity, contracts and property rights:
Business regulatory environment:
Representation and policy making:

4.2.5 Social norms

5. Strategy for next steps

5.1 Gender mainstreaming policy drafting

5.2 Communication modalities

5.3 Data gaps

Outline
ECOWAS Policy for Mainstreaming in Energy Access

LIST OF ABBREVIATIONS

DEFINITIONS

EXECUTIVE SUMMARY

1 CONTEXT
> 1.1 ECOWAS policies and programs to build upon
> 1.2 Recognition of key decisions taken and programs
> 1.3 Recognition of the need for a gender mainstreaming policy

2 SITUATION ANALYSIS

3 CHALLENGES AND CONSTRAINTS

4 POLICY VISION AND GOALS
> 4.1 Vision
> 4.2 Rationale
> 4.3 Purpose
> 4.4 Goal

5 STRATEGIC OBJECTIVES AND AXES OF IMPLEMENTATION
> 5.1 Objectives
> 5.2 Policy Targets

6 IMPLEMENTATION STRATEGY
> 6.1 Guiding Principles
> 6.2 Institutional Arrangements
>> 6.2.1 Regional actors
>> 6.2.2 National actors
>> 6.2.3 Non-state actors
> 6.3 Resource Mobilisation
> 6.4 Monitoring and Reporting
> 6.5 Periodic Review of the Policy
> 6.6 Implementation Plan

7 ANNEX: MONITORING PLAN

8 ANNEX: REPORTING TEMPLATE

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EACREE

EAST AFRICAN CENTRE FOR RENEWABLE ENERGY & ENERGY EFFICIENCY

Outline for *Situation Analysis for Gender Equality and Women's Empowerment*
7 December 2017

EXECUTIVE SUMMARY

1. **Introduction**
2. **Background**
   a. East African Community
   b. EACREE impetus for action
   c. International agreements and commitments
   d. Learning from the ECOWAS example

3. **Objectives**
   a. Inform on the issues
   b. Perform a regional stocktaking
   c. Guide the development of the gender mainstreaming policy and program

4. **Research questions**
   a. Do women in the EAC experience energy poverty differently from the population as a whole?
   b. What are the impacts of energy poverty on women in the EAC?
   c. To what extent do women participate in the energy sector as workers and business owners?
   d. What is preventing women from more fully engaging in the RE/EE sector?
   e. What existing policies support women to enjoy full access to energy services, what policies are hindering them, and which policies have failed to address the issue?
   f. What are member states doing within their national energy and gender and social inclusion machinery to support the mainstreaming of women into the energy sector?
   g. What key features should a regional policy and program on inclusivity in the energy sector possess?

5. **Methodology**
   a. Desk review
      i. Policies and programs
      ii. Scientific and grey literature, from region and globally
   b. Interviews
      i. EAC regional staff
      ii. Government decision-makers
      iii. Civil society
      iv. Private sector
      v. Thought leaders
   c. Validation
      i. Steering committee
      ii. Validation workshop

6. **Context**
   a. EAC at-a-glance
   b. Energy in the EAC
   c. Renewable energy
   d. Electricity access
   e. Cooking fuels and technology
7. **Salient gender and energy issues**
   a. Health and education

b. Time use and work
c. Land, inheritance and family law
d. Political representation

8. **Gender and energy access**
   a. Clean cooking access and its impacts
   b. Electricity access and its impacts
   c. Productive capacity, including agriculture
   d. Energy access and other vulnerable groups
   e. People living with disabilities
   f. Youth
   g. Displaced people

9. **Accelerating the Clean Energy Transition**
   a. Entrepreneurship
      i. Business location, size, degree of formality
      ii. Common energy technologies, business and financing models
   b. Workforce
   c. Available data by subsector, demographics, education, etc
   d. Hiring and promotion practices in public and private sector

10. **Barriers to equal participation**
    a. Awareness, Education and Technical Capacity
    b. Access to finance
    c. Policy and regulations
    d. Cultural and social norms

11. **Policy landscape in the EAC region**
    a. Regional policies, programs and initiatives
       i. Relevant policies and international commitments
       ii. Programs and initiatives
    b. National policies, programs, and initiatives
    c. Gender sensitivity of energy policies and programs in place
    d. Institutional framework for mainstreaming gender and energy
    e. Civil society organizations in the EAC at the nexus of gender and energy
    f. Gender and energy flagship programs

12. **Going Forward**
13. **Data gaps**
14. **Proposed design features of a EAC Inclusivity in Energy Program**
15. **Next steps**