

# GENDER ASSESSMENT OF THE GHANA ENERGY SECTOR 2010



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# FOREWORD

Gender mainstreaming in policies, programmes and projects in public sector institutions, especially in the energy sector is a challenge that must be overcome. Energy is the prime mover of all economic and social activities. Both male and female members of society are equal stakeholders in benefitting from energy use. It was against this background that the Ministry of Energy in June 2009 welcomed an intervention from ENERGIA, the international network on gender and sustainable energy for an organisational gender audit of the energy sector in Ghana.

In support of the exercise, the Ministry nominated two senior officials, the Director of Audit and the Director, Policy Planning, Monitoring and Evaluation (PPME) as members of the gender audit team and also facilitated access of the audit team to all of its agencies for the study. Deputy Ministers and Chief Directors at post during the period of the audit actively participated in a number of stakeholder workshops up to the validation of the report in the first half of 2010.

The Ministry stands committed to addressing gender concerns in the energy sector. The national Energy Policy and Strategy published in 2010 after the audit recognises unequal access of men and women to modern forms of energy and limited involvement of women in the planning and management of energy services and has accordingly come out with programmes to build capacity of women in the entire energy sector among others. The implementation of recommendations in this report however, does not rest with the Ministry alone but requires effective collaboration with central government agencies such as the Office of the Civil Service (OH CS), the Ministry of Finance and Economic Planning (MOFEP), the Ministry of Women and Children's Affairs (MOWAC) and Chief Executives of Sector Agencies who have roles towards mainstreaming gender in the energy sector.

This report, will serve as a reference material for players in the energy sector in mainstreaming gender in their respective plans, programmes and projects.

The Ministry acknowledges the contribution of GRATIS Foundation, the Gender and Energy Network, Ghana, ANOMENA Ventures and ENERGIA for supporting with resources to conduct the audit and the Gender Audit Team for the work done.



Prof Thomas M. Akabzaa  
Chief Director  
For: Hon Minister

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# Acronyms / Abbreviations

AA	Affirmative Action
AIDS	Acquired Immunity Deficiency Syndrome
APRM	African Peer Review Mechanism
BOST	Bulk Oil Storage Transport
CEDAW	Convention on Elimination of Discrimination against Women
CEO	Chief Executive Officer
CHPS	Community-based Health Planning and Services
CIDA	Canadian International Development Agency
DFID	Department of Foreign International Development
EAETDN	East African Energy Technology Development Network
EC	Energy Commission
ECG	Electricity Company of Ghana
EF	Energy Foundation
ENERGIA	International Network on Gender and Sustainable Energy
EU	European Union
GAT	Gender Audit Team
GCMC	Ghana Cylinder Manufacturing Company
GDP	Gross Domestic Product
GEDAP	Ghana Energy Development Access Project
GFP	Gender Focal Person/Point
GoG	Government of Ghana
GPRS I	Ghana Poverty Reduction Strategy I (2002 – 2005)
GPRS II	Ghana Growth and Poverty Reduction Strategy II (2006 – 2009)
GRIDCO	Ghana GRID Company
HIV	Human Immunodeficiency Virus
HR	Human Resources
IMF	International Monetary Fund
kg	Kilograms
KITE	Kumasi Institute of Technology and Environment
kW	Kilowatt
LPG	Liquefied Petroleum Gas
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MFP	Multifunctional Platform
MJ	Megajoules
MoEN	Ministry of Energy
MOFEP	Ministry of Finance and Economic Planning
MOWAC	Ministry of Women and Children's Affairs
MPA	Model Petroleum Agreement
MTEF	Medium Term Expenditure Framework
MTSS	Medium Term Sector Strategies
MW	Megawatt

NDPC	National Development Planning Commission
NGOs	Non Governmental Organizations
PNDC	Provisional National Defence Council
PPME	Policy Planning, Monitoring and Evaluation Unit
PURC	Public Utilities Regulatory Council
SNEP	Strategic National Energy Plan
TOR	Tema Oil Refinery
ToR	Terms of Reference
UNDP	United Nations Development Programme
VRA	Volta River Authority
WAGPCO	West African Gas Pipeline Company Ltd
WSSD	World Summit on Sustainable Development
UNDP	United Nations Development Programme
GEDA,GH	Gender and Energy Network, Ghana
KITE	Kumasi Institute of Technology and Environment



# Glossary of Terms

**CULTURE:** The concepts, habits, skills, art, values, instruments, etc. of a group of people at any given time, the sum total contributing to their civilization or way of life. In gender awareness, cultural habits can contribute to gender bias and discrimination.

**DOWNSTREAM:** Downstream petroleum sector refers to all operations that take place after crude oil has been produced. These activities include transportation, refining, and marketing.

**ELECTRICITY CONSUMPTION:** The amount of electricity consumed by each country or region in the year specified. This variable includes electricity from all energy sources. This variable accounts for the amount of electricity consumed by the end user.

**ENERGY CONSUMPTION PER CAPITA:** The total amount of energy consumed per person, in each country in the year specified. This variable includes energy from all energy sources.

**ENERGY SERVICES:** The desired and useful products, processes or services that result from the use of energy; for example, illumination, comfortable indoor climate, refrigerated storage, transportation, appropriate heat for cooking.

**ENERGY TECHNOLOGY:** The hardware that converts an energy carrier into a form of energy useful for the end-user.

**GENDER ANALYSIS:** The methodology for collecting and processing information about gender. It provides disaggregated data by sex, and an understanding of the social construction of gender roles, how labour is divided and valued. Gender Analysis is the process of analysing information in order to ensure development benefits and resources are effectively and equitably targeted to both women and men, and to successfully anticipate and avoid any negative impacts development may have on women or on gender relations. Gender analysis is conducted through a variety of tools and frameworks.

**GENDER AWARENESS:** Gender awareness is an understanding that there are socially determined differences between women & men based on learned behaviour, which affect their ability to access and control resources. This awareness needs to be applied through gender analysis into projects, programmes and policies.

**GENDER BALANCE:** The attempt/conscious effort made to ensure equality in the representation of women and girls relative to boys and men. It often ends up being a more equitable representation than an equal representation of the groups of people described above.

**GENDER BIAS:** Promoting circumstances that permit and support the status of men as above the status of women in work, family and beliefs about women and men. Gender bias gives a predisposition to men over women based primarily on social teachings about women or men.

**GENDER BLIND:** Having no recognition of gender as an essential determinant of the life choices available to people in society.

**GENDER DISAGGREGATED DATA:** Basic information/statistics that are broken down to present the situation of women, men, boys and girls. This data is very useful for project planning, implementation and impact assessment processes. It is also useful in analysing organisations/institutions from a gender perspective.

**GENDER DISCRIMINATION:** Prejudiced treatment of an individual or group based on a gender stereotype (may also be referred to as sexism or sexual discrimination).

**GENDER DIVISION OF LABOUR:** The work, roles, responsibilities and activities assigned to women and men based on gender.

**GENDER EQUALITY:** The result of the absence of discrimination on the basis of a person's sex, in opportunities and the allocation of resources or benefits, or in access to services.

**GENDER EQUITY:** Entails the provision of fairness and justice in the distribution of benefits and responsibilities between women and men. The concept recognises that women and men have different needs and power and that these differences should be identified and addressed in a manner that rectifies the imbalances between the sexes.

**GENDER GAP:** The observable (and often measurable) gap between women and men on some important socio-economic indicator (e.g. ownership of property, access to land, enrolment at school), which is seen to be unjust, and therefore presents the clear empirical evidence of the existence of a gender issue.

**GENDER ISSUES:** Issues arising from the impact of gender inequity and inequality on women, men, boys and girls. Gender issues raise questions about how gender inequity and inequality affect the socio-political well-being and status of people. They often refer to girls and women issues because of their general disadvantage in comparison to boys and men.

**GENDER LENS:** Reviewing policies, programmes, beliefs and behaviours with an awareness of the impact they will have on the lives of women and girls; looking for the impact of gender discrimination.

**GENDER MAINSTREAMING:** Gender mainstreaming is the process of ensuring that women and men have equal access and control over resources, development benefits and decision-making, at all stages of the development process, projects, programmes and policy.

**GENDER NEUTRAL:** Exhibiting the assumption that energy policies benefit women and men equally.

**GENDER RESPONSIVE:** Recognition that gender is an essential determinant of the life choices available to people in society, with interventions intended to transform existing differentials to create a more balanced relationship between men and women.

**GENDER ROLES & RELATIONS:** Ways in which a culture or society defines rights, responsibilities and identities of men and women in relation to one another.

**GENDER:** Refers to roles, responsibilities and relationships that are socially ascribed to men, women, boys and girls. They are determined by many parameters including sex, age, ethnicity, religion, caste, physical location and politico-economic status.

**GENDER-SENSITIVITY:** Encompasses the ability to acknowledge and highlight existing gender differences, issues and inequalities and incorporate these into strategies and actions.

**HOUSEHOLD:** People who live within physical structure and have common use of resources e.g. kitchen/sanitation, electricity, income, labour, equipment (e.g. iron).

**ORGANISATIONAL CHANGE:** A process of organisational development, which seeks to transform an organisation's values, culture, policies and practices. Organisational change, in support of gender equality, is facilitated through the application of capacity building and organisational learning strategies, the establishment of accountability mechanisms, the transformation to an embracing organisational culture and the exercise of political will in support of the organisational development initiative.

**ORGANISATIONAL CULTURE:** The set of norms, structures, systems, and relations of power within an organisation. Organisational culture is often gendered, meaning organisational practices and behaviour is based on and reflects socially constructed rights, roles, responsibilities and identities of the dominant sex in the organisation, this is usually male.

**POVERTY REDUCTION STRATEGY PAPERS (PRSPs):** National strategies prepared by member countries in consultation with stakeholders and development partners like the World Bank and the IMF. They are updated every three years with annual progress reports, they describe the country's macroeconomic, structural, and social policies in support of growth and poverty reduction, as well as associated external financing needs and major sources of financing.

**SEXISM:** The economic exploitation and social domination of members of one sex by the other, specifically of women by men.

**SEXUAL HARASSMENT:** Any kind of sexual conduct that is unwelcome and uninvited by the person it is directed to, from a person of the opposite or same sex. Such conduct may include, but is not restricted to verbal, non-verbal, physical, literary or audio-visual acts and forms of communications. It may be explicit or implicit, but is a violation of the victim's human rights and therefore punishable by law.

**TOTAL ENERGY CONSUMPTION:** The total amount of primary energy consumed from all sources in a year. Specifically, consumption equals production plus imports and stock changes, minus exports and international marine bunkers. The International Energy Agency (IEA) calls this value Total Primary Energy Supply (TPES).

**TOTAL ENERGY PRODUCTION:** The total amount of primary energy produced in the year specified by all sources, i.e. coal, crude oil, natural gas, renewable energy, hydro, geothermal, solar, etc. that is extracted from the environment.

**UPSTREAM:** Upstream petroleum sector refers to all operations that take place up to the point of crude oil production. These activities include seismic exploration and production.

# Executive Summary

## Introduction

The roots of the gender audit of Ghana's energy sector go back to 2006 when a national paper on the gender and energy situation in Ghana was prepared for the 14th Session of the UN Commission on Sustainable Development. The findings showed that there is a low emphasis on implementing policies on renewable energy and energy efficiency in Ghana which negatively affect the majority of Ghanaian women. In addition, women's influence in decision-making on energy is almost negligible.

This gender audit sought to assist the Ghana Ministry of Energy and other agencies in the energy sector to address these concerns. The general purpose of this audit is to strengthen the Ministry of Energy's commitment to gender equality goals and processes. In order to do this, gender assessments of the energy policy, organisational policies, procedures, systems and practices were made. The general level of understanding and knowledge on gender and development, as well as the existing gender expertise, competence and the required capacity building were also assessed.

The key areas for analysis were:

1. The gender and energy situation in Ghana;
2. The national energy policy;
3. Organisational, management and programme/project level gender issues;
4. Senior women staff and female staff associations in the energy sector;
5. Roles of energy and gender in achieving the Millennium Development Goals.

Unique about this audit, compared to gender audits in the energy sector that have previously been carried out, is that it included an organisational assessment of the Ministry of Energy and other stakeholder organisations in the Ghana energy sector. The audit is a result of collaboration between the International Network on Gender and Sustainable Energy (ENERGIA), the Gender and Energy Network Ghana, GRATIS Foundation and the Ministry of Energy, Ghana with contributions from the UNDP.

## Methodology

The methodology that was used, built on the methodology that was developed for previous gender audits that have been carried out by ENERGIA. The process was guided by the gender planning and analysis framework from the ENERGIA Training Module 'Engendering Energy Policy' (ENERGIA, 2005).

The gender audit team that led the process consisted of a coordinator from the ENERGIA Focal Point Organisation in Ghana (GRATIS Foundation), an energy

specialist, a gender specialist, a gender and energy specialist, and three high level staff members from the Ministry of Energy. During the audit, the team consulted closely with the Ministry of Energy, as well as with other energy sector stakeholders, including NGOs and civil society groups representing women's rights and interests in the energy sector.

The key features<sup>1</sup> of the audit are that it was participatory, evidence-based and that it sought management buy-in and support. Various qualitative and quantitative data collection methods and tools were employed, including a literature review of the gender and energy situation in Ghana, a questionnaire/scoring tool, and organisational development tools such as the human resources survey, the Onion of Hofstede, focus groups discussions at all levels of the organisation, and team building exercises.

The results of the gender audit are presented in this report. A validation workshop was held on 24 November, 2009 with key stakeholders in the Ghana energy sector before finalisation of the audit report. Inputs were received during the workshop for finalising the audit report and drafting a gender strategy to address the gaps identified.

## **Gender and Energy in Ghana**

The gender division of roles and responsibilities at the household level in Ghana, shows that women are mainly responsible for reproductive tasks such as fetching water, collecting fuelwood, cooking, cleaning and taking care of children. Traditionally, women lack decision-making power within their households, communities and at all levels of government. Consequently women have limited access to critical resources like land, credit, and markets. Despite the 40 percent target the government has set for female representation in government bodies, this lack of decision-making power can also be seen at national level, where women only have an 8.3 percent representation in national parliament. This generally low representation of women in decision-making bodies is also seen in the energy sector. Yet, women are vital to Ghana's economic development, as they constitute a major part of the work force in the agricultural and informal sectors.

Biomass is the dominant form of energy in Ghana accounting for over 60% of Energy services. This dependence has grown in recent years. This trend is affecting women and girls negatively, as it increases the drudgery associated with fuelwood collection. Indoor air pollution has negative impacts on the health of women, girls and babies. Given that many of the food processing and micro businesses that women operate are based on process heat and are energy intensive, the increasing dependence on fuelwood has many more implications.

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<sup>1</sup> The detailed Analytical Framework for the Gender Audit, with the Questionnaire and Guidelines for the Focus Group Discussions (FGDs) is attached as Annex 1.

The Ministry of Energy has made some efforts to address poverty and –often implicit- gender issues, but these have been poorly documented and therefore not much can be said about their impacts.

The Ghana gender audit showed that some of the major challenges to gender mainstreaming in the energy sector are:

- Lack of gender disaggregated data.
- Inadequate stakeholder consultation in programme and policy development.
- Lack of human resources and gender experts.
- Gender mainstreaming is resource intensive and thus there is the need for a budget to be allocated for mainstreaming activities.

## **National Energy Policy and Gender**

An important element of the gender audit was a gender assessment of the major policy documents that guide the Ghana energy sector. From that perspective, the audit concludes that the two core statements that outline the Ministry of Energy's function and direction i.e. the mandate and vision, are gender neutral, as no reference is made to either sex. The implication is that since the direction does not have any gender considerations, most of the ensuing policies, plans and programmes take on the same form.

Discussions with the staff interviewed in the Ministry revealed that the main reason for gender not being integrated in policies, plans and programmes, is the minimal support for gender mainstreaming as a strategy by senior management. The audit further found that the Ministry of Energy has very limited staff capacity to effectively apply gender analysis and mainstreaming and also lacks an organizational gender policy.

The planning processes in the Ghana energy sector are largely top-down. There is growing recognition that this lack of participatory processes impedes ownership and initiative, and that there is a need to assess local needs and implement programmes that respond to those needs. The first step toward the elaboration of gender-responsive energy policies is the collection and analysis of sex-disaggregated data and information.

Where annual budgets have been gender neutral previously, the Ministry of Women and Children's Affairs (MOWAC) has taken steps to rectify this by asking all ministries to include gender budgeting in the 2010 Expenditure Proposal. MOWAC is making efforts to work more closely with the ministries to exchange information, build capacity and ensure that more steps are taken to effectively mainstream gender and apply gender analysis in policy planning and implementation. However, it is clear that there is still a lot to be done to actively engage the Ministry of Energy in the realization of the national gender mainstreaming objectives.

## **Energy Sector Culture, Structure and Programs**

The organisational assessment showed that, some efforts have been made to address gender issues in the energy sector, gender mainstreaming of the energy sector is yet to take place as expected, with the exception of a few organisations.

The male-female staffing ratio in the public energy sector of Ghana is yet to meet the nationally defined quota of 40 percent female representation, especially in senior and management positions. This affects women's decision-making power within the organisations in which they are based. Having women's associations in an organisation has helped women in these organisations to gain a voice.

A number of women have been able to take strides in their energy organisations by applying themselves and by organising their working and family life well. There was general recognition that it is challenging for women, and young mothers in particular, to balance their work and family lives. Working night shifts and doing continuous field work are especially challenging and make some women decide to shift to office work in administration, or move out of the sector altogether.

In the public energy sector organisations, there was some discussion on how to make equal opportunities recruitment policies work, without compromising on standards. Competency tests could be made more gender sensitive and the real solution found in promoting better education, training and capacity building for women to enter the sector and market themselves better.

In the private sector organisations on the other hand, gender equity is strived for in recruitment and promotion. What was also seen is that male staff are aware of specific gender issues and are protective of their female colleagues, especially in situations concerning clients. All private sector organisations further see women as an important target group, though only two indicate that gender issues are integrated right from the project design stage.

It is interesting to see that the private sector organisations that produce and market household energy technologies like solar systems for lighting and other purposes and improved cook stoves do involve the beneficiaries in the product design stage. These organisations also understood the cultural barriers to women's participation in projects. These barriers were that men are making the decisions at household level and should be approached before the women for their consent to women's participation.

There are organisations in the Ghana energy sector that have women's associations which served as a rallying point for their female staff to discuss their own specific issues and enjoy some social activities together. Most of these groups are recognised by and receive both resource and moral support from their organisations. This management support made a big difference in their capacity to function as the mouthpiece of women, and as a group. When well



organised, they have also been very effective in helping women to build upon their self-confidence and develop their careers.

Although no specific gender strategies were available for the sector with regard to the MDGs, some of the achievements in attaining the MDGs, especially in the areas of health and education, are as a result of energy projects. As mentioned earlier, it is estimated that the country is on track to achieve most of the goals and without doubt, energy and gender can play a significant role towards the achievement of the MDGs.

## Gaps

The findings of the gender audit clearly show that there is marginal knowledge and application of gender, gender analysis and gender mainstreaming in energy planning within the energy sector in Ghana, both at organisational and individual levels. During the gender audit, a number of gaps were identified that, if addressed, could improve the situation:

### ***a) Energy Policies & Programs***

Despite the fact that the Strategic National Energy Plan (SNEP) recognises gender as an important issue, it does not make clear who should take responsibility for gender sensitive initiatives, nor is there any implementation plan to indicate how this will be achieved.

- There is lack of knowledge of the national energy policy as expressed by about 83 percent of organizations audited.
- The contribution that gender mainstreaming can make towards the Ministry of Energy (MoEN) achieving its policy and programme objectives, is not well understood by the Ministry staff.
- Lack of gender disaggregated data.
- Inadequate stakeholder consultation in policy and program development.
- No application of gender budgeting in the energy sector.

In practice this means that many ensuing policies, plans and programmes do not take gender into account.

### ***b) HR and Organisational Issues***

In general, the energy sector organisations do not consider gender when formulating their vision, goals or objectives. This has implications for the programs and activities, which in many are cases also not gender responsive.

- Almost none of the 17 audited organisations<sup>2</sup> have a gender expert among their staff. The MoEn now has a Gender Desk Officer.

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<sup>2</sup> The audited organisations were: Ministry of Energy; GRATIS Foundation; Ghana Grid Company; West African Gas Pipeline Company; National Petroleum Authority; Bulk Oil Storage and Transportation Company; Tema Oil Refinery; Ghana Cylinder Manufacturing Company; Electricity Company of Ghana; Ghana National Petroleum Corporation; Volta River Authority; Biogas Technologies West Africa Ltd; Wilkins Engineering; Anasset Company Ltd.; Toyola Energy; TechnoServe; and KITE.

- The gap between boys and girls taking science and technology at school is high. This means that it is hard to find qualified women to fill positions in the energy sector.
- There is the need for staff capacity building at the MoEN to effectively apply gender analysis and mainstreaming and assist the other agencies in the sector. For instance, The Ministry has since 2010 sent three women for post graduate programmes in Petroleum Engineering in Italy, public administration in China and Energy Policy in Korea which is laudable.
- Most personnel interviewed in energy sector organisations were not gender aware, nor did they have the capacity to apply these in their work.
- Women are underrepresented in the staff of the energy sector organisations.
- There is the need for more affirmative action for the recruitment and promotion of women in the energy sector.

## **Recommendations**

### ***a) Energy Policy & Programs***

- The Gender Audit Team should prepare a formal presentation for the Minister and senior management of MoEN and related organisations, to provide clear justification for the need for the sector to incorporate a gender mainstreaming approach in its policies, plans, and programmes.
- It is laudable that staff in GRATIS Foundation receive sensitisation and sharing of information on gender at staff meetings. Other organisations could introduce this activity at their staff meetings to create awareness on gender issues to enable gender responsive policies and programs.
- Review and implement the National Energy Policy and other corporate Plans to include gender responsiveness, gender objectives and gender sensitive indicators for monitoring and evaluation.
- It is important for the sector to analyze and act upon women's specific needs to integrate a gender perspective into the activities it undertakes and the services provided.
- As there are best practices in Ghana of gender integration in programs, organisations within the sector should link and learn better, to enable them to share best practices.
- Review Ghana's regional and international commitments (United Nations, AU, etc.) and identify sources of support/funding for gender mainstreaming in energy. MoEN needs to identify these resources systematically and develop a medium-term plan to utilize them, integrating them with local resources available through such agencies as the MOWAC.
- Increased awareness of the availability of resources and the development of national, regional, and international partnerships for gender mainstreaming will maximize the resources available to the ministry for this purpose. The ministry will need to formulate well-researched funding proposals to access resources and work closely with the Ministry of Finance, the National Development Planning Commission, and others to secure funding.

## **b) *HR and Organisational Issues***

As the energy sector moves towards more people-centred approaches, more staff with social science backgrounds may be needed to augment the energy skills of current technical staff. In addition, technical specialists should be trained in participatory approaches that include a gender perspective. As new staff members are recruited, this could be an opportunity to put responsibility for gender mainstreaming in new job descriptions.

- For the MoEN it would be useful to incorporate gender mainstreaming responsibilities into the job descriptions of staff at specific departments and provide training for regular Monitoring and Evaluation of gender activities as part of their normal schedule.
- The various departments could then work with the Gender Desk Officer of the MoEN to form the Gender Team with two other staff who are strategically placed to be able to influence decision making in the Ministry.
- Policies of recruiting and promoting staff could be reviewed to ensure that competency tests and other selection criteria are gender sensitive and actually encourage more women to enter the sector and stay employed in it.
- For those women already in the public service, the Government encourages participation in training. Women should be encouraged to take this seriously and build their skills and capacity in order to prepare themselves for higher positions in the sector.
- Representation of women in decision-making positions on boards and committees should be promoted as per the Government's promise of Affirmative Action of 40 percent.
- Regular capacity building on gender is required to ensure that staff have the knowledge and skills to integrate gender successfully into their day-to-day activities.
- Gender training should be integrated within in-service training programmes currently provided by the sector, to enable their staff to look at energy development through a gender lens. Provisions should be made to offer promotion incentives to those who participate in the training by including gender mainstreaming as part of their new job descriptions.
- The formation and strengthening of women's associations should be encouraged as part of gender mainstreaming initiatives in the energy sector, to give women a stronger voice.
- To ensure that cases of sexual harassment will be reported and resolved, it would be good to have a corporate policy to address any cases that may emerge. The MoEN could lead the development of this policy.

# 1. Introduction

## 1.1. Background

Women's influence in energy decision-making is marginal. It is largely limited to the household level. Ghana's national development policy document, the Growth and Poverty Reduction Strategy 2006 - 2009 (GPRS II), shows little attention to women's specific energy needs, particularly at the household level. Despite the enormous responsibilities and risks that women bear and are exposed to in their bid to ensure affordable energy sources and their overall importance in the energy sector, their views are rarely sought in the decisions taken on issues concerning energy. This is mainly due to the fact that the decision-makers, managers and technical personnel are men and their attention is directed more to generating fossil fuel and electrical energy for industrial purposes than for domestic purposes, that would show some level of sensitivity to women's energy needs and improve their situation (Asante et al., 2006).

These are some of the main findings of the National Paper on the Gender and Energy Situation in Ghana from 2006. The paper was prepared for the 14th Session of the UN Commission on Sustainable Development at the request of ENERGIA, the International Network on Gender and Sustainable Energy. The paper discussed the country's energy needs with particular reference to progress made in incorporating a gender perspective into the energy sector to ensure sustainable development. It also identified constraints and concerns regarding gender and energy issues that are factors affecting sustainable development and achievement of the UN Millennium Development Goals (MDGs) in Ghana. These factors included:

- a) a low emphasis on implementing policies on renewable energy and energy efficiency that would positively affect the majority of Ghanaian women; and
- b) women's influence in decision-making on energy was almost negligible.

At the same time, a national training workshop on mainstreaming gender concerns into energy projects was held in Ghana. This was attended by senior development planners, practitioners and policy makers from the energy sector, including the Ministry of Energy. This training was part of the EU-funded programme 'Turning Information into Empowerment: Strengthening Gender and Energy Networking in Africa' (TIE-ENERGIA), which started in January 2005 and ended in June 2007. The programme aimed at increasing awareness, knowledge and skills of a selected group of development practitioners – planners, policy makers, project implementers – to integrate gender and energy concerns into sustainable development and poverty reduction programmes.

The training in Ghana helped create awareness that relevant questions on gender relations posed at the policy design level can help address critical energy needs in a more equitable, sustainable and holistic way. Issues of who has access

to what energy fuel/technology, who is doing what with what energy resource, who benefits or suffers, and who actually makes the decisions are all relevant questions to be addressed at the very early stages of energy planning processes by policy makers.

This type of analysis had not taken place in the past, thus this gender audit sought to assist the Ghana Ministry of Energy and other agencies in the energy sector in addressing these concerns through a self-assessment exercise leading to the development of a gender mainstreaming strategy.

The gender audit exercise was one of the components of the TIE-ENERGIA programme. Other gender audits have been conducted in Botswana, Kenya and Senegal. The Ghana gender audit builds on the methodology that was developed for these audits. The gender audit of the Ghana Ministry of Energy and agencies in the sector is a result of collaboration between ENERGIA, the Gender and Energy Network Ghana, GRATIS Foundation, and the Ministry of Energy, Ghana.

## **1.2. Justification**

Gender mainstreaming includes a process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic, and societal spheres so that women and men benefit equally and inequality is not perpetuated (adopted by the UN Economic and Social Commission, ECOSOC, 1997). This means that at all levels, an assessment of men's and women's rights, access to and control over resources and decision-making can provide guidance for mainstreaming efforts.

The general purpose of this audit is to strengthen the Ghana Ministry of Energy's commitment to gender equality goals and processes. Indicators for such an outcome can be traced through changes in, for example, organizational culture, rules and behaviour; increase in planning and implementing gender related activities; gender budgets; increased participation of women in the decision making process and other aspects of the energy sector.

A major component of the ENERGIA gender mainstreaming strategy aims to have impacts at the institutional and policy levels, to inform Ministries of Energy and influence the content as well as the direction of the national energy policies of developing countries in which the ENERGIA network is present, so as to make them gender-sensitive. To this end:

- ENERGIA has identified that the lack of attention to gender concerns in national energy policies in developing countries may in part be due to lack of knowledge about the gender dimension in the energy sector and in part to uncertainties about how to incorporate gender into a sector that has primarily been technically driven.

- ENERGIA thus proposes to support efforts to mainstream gender approaches in the national energy policies of developing countries in which the ENERGIA network is present. Examples of such activities include gender audits of national energy policies, follow-up of actions identified by the gender audits, and organizational gender audits of Ministries of Energy.

In collaboration with the ENERGIA Focal Point Organisation for Ghana, the GRATIS Foundation (and the National Focal Person), the project aimed to offer support to the Ghana Ministry of Energy and related organisations in carrying out a gender audit that would lead to the development of a gender mainstreaming strategy.

### 1.3. Objectives

The specific objectives of the audit were:

- a) To assess the extent to which all internal policies, procedures, systems and practices address gender equality.
- b) To assess the extent to which the Ministry's Information Management Systems (e.g. gender related budgeting/expenditure<sup>3</sup>, and programme level information) are gender-disaggregated.
- c) To assess the general level of understanding and knowledge on gender and development among the Ministry's staff and others in the energy sector.
- d) To assess existing gender expertise, competence and the required capacity building.
- e) To identify gaps in organisational policy and practice on gender equality.
- f) To develop a gender mainstreaming strategy that will assist the Ministry to work towards addressing these gaps.

The key areas for analysis included the following:

- a) The gender and energy situation in Ghana;
- b) The National Energy Policy from a gender perspective;
- c) Organisational, management and programme/project level gender issues;
- d) Senior women staff and female staff associations in the energy sector, as a possible best practice for effective gender mainstreaming; and
- e) Roles of energy and gender in achieving the MDGs.

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<sup>3</sup> Although the objectives included an assessment of gender related budgeting/expenditure, the audit team was unable to undertake this task as the budget was not yet published at the time of conducting the audit.

## **1.4. The Report**

The report is organized into nine chapters. This first chapter provides the background and objectives of the study, Chapter 2 documents the process and methodology used to generate data and information, Chapter 3 provides the situational analysis of gender, energy and poverty in Ghana, while Chapter 4 analyses the National Energy Policy from a gender perspective. Chapters 5 and 6 provide an overview of the culture, structure and programmes of twelve public (including the Ministry of Energy) and six private energy sector institutions. Chapter 7 provides some insights into issues relating to senior women and female staff associations in the energy sector. Chapter 8 looks at the role of energy and gender in achieving the MDGs in Ghana, and Chapter 9 documents the gender gaps identified, the recommendations and the way forward for the key stakeholders in the sector

## 2.1 Methodology

A gender audit is a tool and a process based on a participatory methodology to promote organizational learning at the individual, work unit and organizational levels on how to practically and effectively mainstream gender. It considers whether internal practices and related support systems for gender mainstreaming are effective and reinforce each other and whether they are being followed. A participatory gender audit:

- ✓ establishes a baseline;
- ✓ identifies critical gaps and challenges;
- ✓ recommends ways of addressing them;
- ✓ suggests possible improvements and innovations;
- ✓ documents good practices towards the achievement of gender equality; and
- ✓ compares agency performance against external benchmarks.

In addition to being participatory, key features of the Audit are that it was evidence-based and that it sought management buy-in and support. It also sought to build capacity and developed a gender strategy with recommendations that will serve as the basis for future actions on gender mainstreaming. Follow-up action on the gender audit's recommendations is crucial and this is where the ownership of the Audit by the work unit/office is important in advocating, intervening and scaling up action.

This chapter will explain the methodology that was followed in the gender audit in more detail, but will start by introducing the gender audit team, its members and their role in the audit process.

### 2.1. The Gender Audit Team

A Gender Audit Team (GAT) comprising of three members of staff from the Ministry of Energy, an energy expert, a gender and energy expert, a gender consultant, and a representative of the ENERGIA Focal Point Organisation (GRATIS Foundation) led the gender audit process (see Table 1). The GAT was trained on the gender audit process and agreements were made on the work plan, roles and responsibilities of members.

The three representatives of the Ministry of Energy occupied positions in the Ministry where they had enough influence to ensure that the process was effectively implemented and supported by the leadership of the institution. Personnel with skills in energy policy development, gender, and auditing were specifically targeted to join the audit team.

Individual members' roles in the drafting of the report are indicated in the table below.



**Table 1: Gender Audit Team Members and Their Roles**

<b>Name</b>	<b>Affiliation</b>	<b>Role</b>
Dr.rer.nat. Sabina Anokye Mensah	ENERGIA Country Focal Person/ Chief Executive Officer, ANOMENA Ventures	Coordinator/Gender and Energy Specialist, Food Scientist
Mrs Harriette Amissah-Arthur	Former Director, KITE	Energy Specialist
Mr Jude Wordey	Director, Internal Audit, MoEN	Audit and Assurance Specialist
Mr Joseph Ben Okai	Deputy Director, PPME, MoEN	Energy, M&E Specialist
Mrs Dede Bedu-Addo	Gender and Social Development Consultant	Gender Specialist
Dr. Emmanuel Ohene Afoakwa	Senior Lecturer, University of Ghana, Legon	Gender and energy Specialist
Mrs Dina Hammond	Chief Director, MoEN	Ensuring management support
Joy Clancy, Sheila Oparaocha	ENERGIA International	Editing of Ghana Gender Audit Report

The Gender Audit Team consulted closely with the Ministry of Energy and other stakeholders, including NGOs and other civil society groups representing women's rights and interests in the energy sector.

## 2.2. Audit Methodology

The gender audit process was guided by the gender planning and analysis framework from the ENERGIA Training Module 'Engendering Energy Policy' (ENERGIA, 2005). This approach informed the development of the data collection questionnaire/checklist (See Appendix 4 for questionnaires used) and analysis of the reports. Data collected was analyzed using spreadsheets and visual displays such as graphs and tables.

Participatory tools were used to facilitate the different meetings, launching and validation workshops as well as the interviews to create opportunities for stakeholders to examine their own context and think about gender and energy issues, seeking solutions to overcome the challenges they face in mainstreaming gender.

The stakeholders were also assisted to address the gender mainstreaming gaps within energy policies and programmes using qualitative methods as well as the gender mainstreaming theory and basic data such as staff numbers and gender disaggregated data from related agencies. Experiences from similar audits conducted elsewhere, especially those carried out by ENERGIA in Kenya, Botswana and Senegal also informed the process.

## 2.3. Data Collection and Analysis Methods

Gender audits require the use of a range of techniques to collect data. Various qualitative and quantitative data collection methods and tools were employed comprising:

**Literature Review:** The purpose of the literature review was to gather data and facts that clarify the situation of gender issues in the energy sector in Ghana, with respect to policies and programmes in the energy and related sectors. The literature review provided the context for the assessment of gender mainstreaming into energy policies, programmes and projects of the Ministry of Energy. The team collected both primary data (Government documents), as well as secondary data (from non-governmental agencies). The Quick Scan Tool, explained in the ENERGIA Manual (Module 3: Engendering Energy Policy) was used to assess the gender dimensions of some of the MoEN sub-sector policies and strategies.

**Questionnaire/scoring tool:** A questionnaire or scoring tool was developed to assist in an investigation of women's and men's perceptions of gender and energy issues, changes in gender relations and the factors which affect these issues. Use was made of a range of PRA tools such as Focus Group Discussions (FGDs); workshops and other meetings; and semi-structured key informant interviews (person to person and/or by phone). The staff questionnaire and guiding questions for the FGDs were used in the assessment of the MoEN, related institutions, non-governmental organisations and beneficiaries (where possible) of selected projects/programmes.

**Organisational development tools:** These comprised of:

A human resources (HR) survey looking at the organogram of the ministry and other audited organisations; staff numbers; women's positions; staff capacities/competencies, especially with regard to gender and other relevant information on human resources.

Organisational Development tools like teambuilding exercises and the Onion of Hofstede, a self-assessment of organisational values, behaviour and practices *vis-à-vis* gender equality, by peeling away layers of an imaginary onion to reveal:

- Layer 1 – Symbols/Artefacts
- Layer 2 – Champions/Leaders
- Layer 3 - Rituals
- Layer 4 – Values

Attached, as Appendix 2, is a detailed Analytical Framework for the Gender Audit, with the Questionnaire and Guidelines for the FGDs. Appendix 3 presents the schedules for all the interviews and FGD meetings held with both public and private institutions.

## **2.4. Training, Awareness Raising and Validation**

Specific activities in conducting the audit were as follows:

- a) Initial meetings leading to the formation of the GAT, their training on the gender audit process and agreement on the work plan, roles and responsibilities of members. The training was conducted by the gender consultant with assistance from the ENERGIA focal point.
- b) Design of the audit assessment tools for the literature review and the organisational assessment with staff and management. The consultant designed the assessment tools.
- c) A Stakeholders' Workshop was held on 18 August 2009, at the start of the Audit to inform national stakeholders about the planned Audit and also to raise awareness regarding gender and energy in the country. The participants were drawn from the Ministry and relevant institutions in the gender, energy, poverty and related fields. See Appendix 5.
- d) Different meetings and interviews were held with key stakeholders to review strategic plans, publications, internal and external policy papers, procedures, manuals, and systems and make recommendations as to how gender could best be mainstreamed.
- e) There was a review of methodologies and approaches used in aspects of the Ministry of Energy's work and recommendations made to increase gender mainstreaming in policy planning processes and systems.
- f) There was also a review of organisational structures; (organograms, staff gender balance, the division of tasks and responsibilities, and decision-making structures) as well as organizational culture (including staff attitudes, behaviour, beliefs and values) from a gender equality perspective and recommendations made by staff of the audited energy sector organizations and the GAT for promoting greater gender equality in policy, structure and practice.
- g) A validation workshop was held on 24 November, 2009 with key stakeholders. Inputs were received for finalising the gender audit report and drafting a gender strategy to address the gaps identified. Also present was the ENERGIA-Africa Regional Network Coordinator, Ms Nozipho Wright, to provide technical support. See Appendix 6 for list of participants.
- h) Development of the brochure with key findings and recommendations of the Audit process.
- i) Dissemination of the gender audit report and the brochure and follow-up on recommendations of the gender audit.

# 3. Situational Analysis of Gender, Energy and Poverty in Ghana

Basic data on gender and poverty, female-headed households, the differential situation of women and men *vis-à-vis* MDG indicators (such as literacy, water & sanitation, land access, workload, political participation), and the different roles of women and men in household, agriculture and the informal sector, provides the basis for understanding gender issues in the energy sector.<sup>4</sup> To provide a more complete context within which gender mainstreaming of energy policies and programmes by the Ministry of Energy takes place, data have also been gathered on:

- enabling policies and institutional frameworks for gender issues in the country;
- the energy situation in Ghana;
- major gender, poverty and energy issues; and
- the efforts that have been made to date to address poverty and gender issues in the energy sector in Ghana.

This Chapter concludes with the key challenges to engendering the energy sector in the country.

## 3.1. Gender roles

Many factors influence the way individuals interact with others in society and determine an individual's capacity to access opportunities and resources within his or her family and community. One of these factors is whether the individual is male or female. When looking at the differences between men and women, one can distinguish between the biological differences and the differences that are socially determined, based on social, cultural, political and economic expectations (ENERGIA, 2007). In other words, growing up as a boy or a girl, a person is influenced not only by biological differences but also by social attitudes and stereotyping about what is appropriate for a girl or a boy to do within the family and the community, how to earn an income, and how to behave.

Although women traditionally used to play stronger roles in Ghana, the imposition of the colonial systems excluded women from some of these roles and reinforced women's subordinate position in society. Post-independence, the patriarchal structures persist and have resulted in the deepening of social and gender divides. Women lack decision-making powers within their households, communities and at all levels in government. In addition, they have limited access to critical resources such as land, labour, credit and markets (ADF, 2008).

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<sup>4</sup> From "Gender Mainstreaming in Energy Projects: A Practical Handbook" prepared by Elizabeth Cecelski and Soma Dutta on behalf of ENERGIA, forthcoming.

Women's tasks traditionally include fetching fuelwood for cooking and heating purposes; fetching water for drinking and cleaning; cooking for the family; sweeping; washing clothes and dishes and taking care of the children. Farming activities – mainly cash crops and marketing – were spearheaded by men with women playing supporting roles. Hunting and fishing were seen as very risky and reserved for men. Though this gender division of labour still exists, a change in gender roles can be seen in recent years with men and women both starting to perform non-traditional tasks.

### **3.2. Gender Policy and Institutional Frameworks**

Ghana's principal commitment to gender equality and women's empowerment is contained in the 1992 Fourth Republican Constitution. The Constitution prohibits discrimination on the basis of gender (among other characteristics). Consequently, since 1994, various efforts have been made to improve the institutional mechanisms for the advancement of women. Other legislation and policies relevant to women's empowerment and gender equality have also been formulated.

The Ministry for Women and Children's Affairs (MOWAC) was established in 2001, headed by a Cabinet-level Minister. Guiding documents, including the National Plan of Action for Women, the Gender and Children Policy and the Strategic Implementation Plan of MOWAC, have also been formulated, while Gender Desk Officers have been appointed for some public sector institutions.

In compliance with the Constitution, the Government issued a policy guideline on Affirmative Action (AA) to encourage women's participation in decision-making. The formulation of the AA policy is to reach 40 percent representation of women at all levels of government. At the end of 2009, women's representation in the national parliament stood at 8.3 percent, as against an average of 19.3 percent for Sub-Saharan African countries.<sup>5</sup> At the District Assembly level, women constituted 35.5 percent of the appointed members in 97 out of the 110 districts in 2006. Some of the factors that influence women's low participation in public offices include:

- Discriminatory beliefs and attitudes towards women;
- Women's unwillingness to take up such challenges; and
- The lack of programmes that mentor and empower women and young girls to build their capacity and prepare them for leadership positions (ADF, 2008).

Efforts are being made to encourage and empower women in the energy sector through government appointments and the promotion of energy and gender workshops. The new board members for the Energy Commission (EC) and the Energy Foundation (EF) have a woman each as board members in the ratio: one

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<sup>5</sup> Source: <http://www.ipu.org/wmn-e/world.htm>

woman to six men (EC) and one woman to seven men (EF). Although the gender gap remains wide, it is still seen as a step forward towards better representation in the future when it is expected that more women will be actively involved in the energy sector.

The Ministry of Energy works with 12 key institutions. There is a generally low representation of women in these energy parastatals (as indicated in the staff profiles provided during the organisational analysis of the organisations covered by the gender audit) and on other decision-making bodies such as the Public Utilities Regulatory Commission (PURC) and the Parliamentary Caucus on Energy. The Ministry of Energy has some women employees but most of them occupy administrative and support staff levels and not in technical and policy level positions. The participation of women at the highest decision-making levels of energy should therefore be a priority policy issue.

### **3.3. Gender by Sector**

Gender discrimination, is a major cause of poverty. Men and women experience many aspects of poverty differently and ignoring these differences risks further entrenching poverty and the subordination of women. An important indicator is that only a mere 0.01 percent of Ghana's budget was designated for gender work in 2008. In 2006 the African Peer Review Mechanism (APRM) team noted that the marginalization of women remains a very real problem in Ghana despite constitutional and other legislative provisions to protect and secure the rights of women (ADF, 2008).

#### **3.3.1. Agriculture**

Ghana's economy largely depends on agriculture, which contributes 36 percent to the GDP, and employs 70 percent of the country's labour force. While men are more involved in cash crop production and marketing, women produce about 70 percent of the food crops. Women also are important stakeholders in agro-forestry, fishery and post-harvest activities, where they comprise 95 percent in agro-processing and 85 percent in food distribution. In spite of the fact that women constitute 52 percent of the agricultural labour force, and contribute 46 percent to the total agricultural GDP, they lack the necessary resources to improve their productivity and increase their income.

Food processing - for example milling, grinding, or pounding maize and cassava, vegetable and palm oil extraction, ground nuts, husking and smoking fish - is undertaken by 61 percent of the households. As much as 90 percent of this work is done by women. For women in the northern and upper regions, shea butter extraction is a major income earning activity. It involves seven arduous steps that require an average of 20 hours of work to produce one kilogram of butter. Women producers work in groups (estimated 1,000 groups with average membership of 30) within individual holdings. Although most food processing applies traditional methods that are based on women's metabolic energy with low levels of mechanisation, improved technologies have been successfully adopted in fish smoking, gari processing and palm oil extraction.

### **3.3.2. Employment and Entrepreneurship**

Women account for 50.1 percent of the total labour force in Ghana. There is a high concentration in the agriculture sector (51.1 percent), followed by trade (27.4 percent) and manufacturing (13.9 percent). Of the economically active women, 21 percent work as unpaid family workers in agriculture as compared to 9.6 percent of men.

Most of the women (95 percent) are employed in the informal sector against 80 percent of the men. While a very small number of women own medium and large-scale enterprises, the majority of women are engaged in small or micro businesses, of which 60 to 80 percent is located in rural areas. Women tend to operate the more traditional low-income businesses, such as food processing activities, street food vending, handicrafts, and dress-making, often with low potential for growth (ADF, 2008).

### **3.3.3. Education and Literacy**

In the primary level education, Ghana has achieved gender parity in all but 15 of the 138 districts. Especially in northern Ghana, as many as 30 percent of school-aged children is not attending school and a slight gender gap exists. Gender gaps in secondary and tertiary education (64.5 percent boys and 35.5 percent girls) remain a concern. In polytechnic and science and technology fields, girls' enrolment is even lower (30.4 percent for girls). For adult literacy rates, the rate for men is 20 percent higher than that for women, with a much wider gap of 30 percent in the northern regions. Studies have shown that socio-economic and cultural factors negatively affect girls' formal education (ADF, 2008).

### **3.3.4. Health, Sanitation and Water**

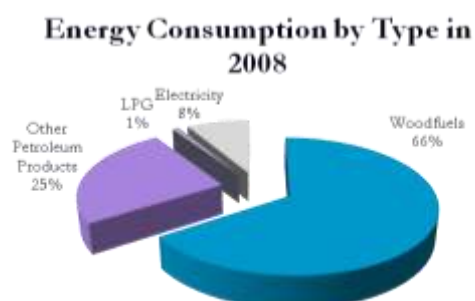
The Ghana maternal mortality rate (214 per 100,000 live births), as well as the infant mortality rate (64 per 1,000 live births) are high. Though the country has started a system for Community-based Health Planning Services, which aims to promote health services in communities, this has yet to reach national coverage (ADF, 2008).

In the water and sanitation sector there is a 90 percent access to potable water nationally, but only 39.9 percent of the population have access to piped water. A study indicated that women in Ghana spend 700 hours a year fetching and transporting water. In Ghana water-related diseases contribute 70 percent of diseases reported in health facilities (ADF, 2008).

## **3.4. Ghana Energy Sector**

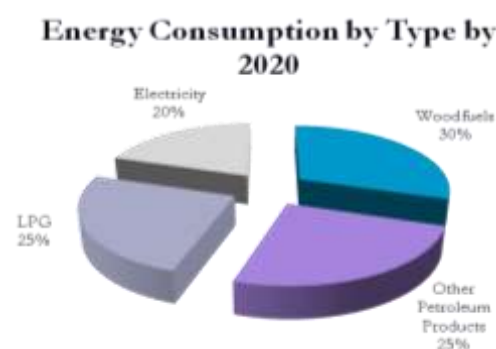
In the Ghana Vision 2020 (The First Step: 1996- 2000), the country has laid down the hope to achieve universal access to modern energy forms by the year 2020 and predicts a universal access to electricity and high penetration of LPG as a substitute for wood fuels (see Figure 2) (MoEN, 2009).

**Figure 1:**



Source: MoEN, 2009

**Figure 2:**



Source: MoEN, 2009

This picture contrasts highly with the current state of affairs in the energy sector in Ghana (see Figure 1). Figure 1 shows that the sector is still dominated by a high dependence on biomass (fuelwood and charcoal) at 66 percent of total energy consumption in 2008. Compared to the period 2000 - 2003, when biomass consumption stood at 63 percent, this even means there has been an increase in recent years. Findings from the Ghana Multiple Indicator Cluster Survey 2006, presented in Table 1 below, show the percentage distribution of households according to household fuel used. These findings are consistent with that of Figure 1 above with fuelwood remaining the most commonly used household fuel, especially among the poorest people in the country.



**Table 2: Fuel used for cooking, as percentage of households, in Ghana (2006)**

Table CHS: Fuel used for cooking												
Percent distribution of households according to type of cooking fuel, Ghana, 2006												
Percentage of households using:												
	Electricity	Liquefied Petroleum Gas (LPG)	Biogas	Kerosene	Charcoal	Wood	Crop residue/sawdust	None, no cooking	Other	Total	Solid fuels for cooking *	Number of households
<b>Region</b>												
Western	0.0	7.7	0.4	0.5	37.7	51.2	0.0	2.5	0.0	100	88.9	617
Central	0.2	6.3	0.0	0.7	31.9	56.3	0.1	4.5	0.0	100	88.3	576
Greater Accra	0.6	31.4	0.5	1.9	58.5	2.3	0.0	4.9	0.0	100	60.8	1,004
Volta	0.0	5.9	0.0		26.6	65.2	0.4	1.6	0.0	100	92.2	486
Eastern	0.0	5.8	0.0	0.3	31.4	60.4	0.0	2.2	0.0	100	91.7	758
Ashanti	0.1	10.4	0.0	0.6	37.4	45.8	0.0	5.4	0.2	100	83.2	988
Bronx Ahafo	0.0	5.0	0.0	0.3	28.6	64.3	0.5	1.3	0.0	100	93.5	552
Northern	0.0	0.7	0.0	0.0	19.7	78.3	0.2	1.1	0.0	100	98.2	630
Upper East	0.2	0.6	0.0	0.0	16.3	66.1	15.5	1.2	0.0	100	97.9	202
Upper West	0.0	3.1	0.0	0.3	11.6	84.2	0.0	0.8	0.0	100	95.8	126
<b>Area</b>												
Urban	0.3	19.7	0.2	1.3	57.7	15.8	0.2	4.8	0.0	100	73.7	2,692
Rural	0.0	2.5	0.0	0.1	15.9	78.6	1.0	1.7	0.1	100	95.5	3,247
<b>Education of household head</b>												
None	0.1	1.1	0.0	0.0	22.2	73.7	1.5	1.4	0.0	100	97.4	2,817
Primary	0.0	2.2	0.0	0.1	35.6	58.4	0.5	3.2	0.0	100	94.5	544
Middle/JSS	0.0	8.6	0.2	0.8	42.4	43.8	0.1	4.0	0.1	100	86.3	868
Secondary+	0.6	35.0	0.3	1.7	40.2	17.7	0.4	4.1	0.0	100	58.3	281
<b>Wealth index quintiles</b>												
Poorest	0.0	0.0	0.0	0.0	0.7	96.6	2.3	0.4	0.0	100	99.6	949
Second	0.0	0.0	0.0	0.0	5.9	91.4	0.9	1.7	0.0	100	98.3	1,147
Middle	0.0	0.5	0.1	0.2	36.7	58.3	0.2	3.8	0.2	100	95.3	1,285
Fourth	0.0	5.1	0.1	1.1	70.4	18.4	0.1	4.8	0.0	100	88.8	1,341
Richest	0.7	44.1	0.4	1.8	47.7	1.4	0.1	3.8	0.0	100	49.2	1,217
<b>Total</b>	<b>0.1</b>	<b>10.3</b>	<b>0.1</b>	<b>0.6</b>	<b>34.8</b>	<b>50.2</b>	<b>0.6</b>	<b>3.1</b>	<b>0.0</b>	<b>100</b>	<b>85.6</b>	<b>5,939</b>

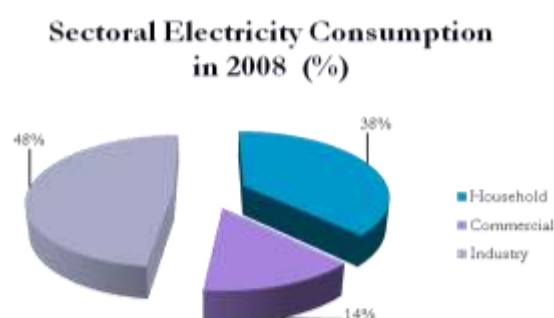
\* MICS indicator 24; MDG indicator 29

Source: The Ghana Multiple Indicator Cluster Survey 2006, Preliminary Report of February 2007

Figure 1 above also shows that there is limited access to electricity and LPG yet. Petroleum products and electricity dropped from 27 percent and 9 percent in 2003, to 25 percent and 8 percent, respectively, in 2008 (MoEN, 2009). LPG consumption has not seen any significant increase over the years and was reported to be 1 percent in 2008 (MoEN, 2009).

National access to grid-connected electricity was reported to be approximately 50 percent in 2006 and is currently reported to be 60 percent. As usual, this is very much skewed in favour of urban dwellers who are reported to have 79 percent of households in 2006 as compared to rural dwellers (27 percent in 2006 and dropping to 24 percent in 2008) (MoEN, 2009). According to the Ghana Country Gender Profile by the Africa Development Fund, the total use of electricity in Ghana stands at 43.7 percent. For the total electricity consumption, most was consumed by industry (48 percent) with households as the second largest consumers at 38 percent (see Figure 3) (MoEN, 2009).

**Figure 3**



Source: MoEN, 2009

Ghana's total electricity production has fluctuated over the years, with a low for 2003 of 5,900 million kilowatt hours and a high for 2006 of 8,429 million kilowatt hours (AfDB, 2010).

Individuals, non-governmental agencies and Ministries, Departments and Agencies (MDAs) continue efforts to promote alternative energy sources and efficient technologies. These efforts entail education, introduction of new products and subsidised pricing. The measures taken so far include the introduction of solar, sawdust, bio-diesel, as well as of energy efficient bulbs to replace incandescent bulbs and lamps. NGOs and private companies have been instrumental in supporting the use of solar in some rural areas, while the MDAs have facilitated education and/or introduction of energy efficient lamps. In rural communities, most initiatives have aimed at providing more energy efficient stoves and pots to reduce women's workload and time spent in fetching fuelwood. A recent innovation is that solar lamps and heaters, albeit on a small scale, are being manufactured and sold locally.

### **3.5. Gender, Energy and Poverty**

Energy is a prime ingredient in all productive, subsistence and leisure activities. The quantity and quality of available energy determines the efficiency and effectiveness of activities, as well as the quality of life of the users. Both male and female members of society are equal stakeholders in benefiting from energy use. However, all too often women and men do not benefit equally from access to energy. The same energy service may indeed impact on men and women differently, with different social or economic outcomes. For an energy planner, it is important to understand prescribed gender roles and relations in their context since these affect people's access to and control over resources, and their participation in decision-making (Khamati-Njenga and Clancy, 2005).

Women's contribution to energy production is not well monitored and assessed; hence it is not included in national energy data. A woman's work in the energy sector, therefore, is not valued in national accounting systems because it is associated with work she does naturally as part of her role as wife and mother.

LPG is not easily available and it is expensive which can explain the small number of households using this fuel. Kerosene is widely used for lighting in Ghana (54.9 percent of the population uses kerosene lamps) but is also often diverted for commercial purposes (ADF, 2008). This, in addition to the increasing use of fuelwood since 2003, has negatively impacted on the access to improved energy services. This particularly has implications for women and girls, especially in rural and urban poor communities, as it means increased drudgery for women and girls who mostly collect and use fuelwood for domestic purposes. The health impacts of indoor air pollution from traditional biomass fuels and their negative impacts on women, girls and babies remain a critical issue.

The increasing dependence on fuelwood has implications for the food processing and micro businesses that women operate, as many of these businesses are

based on process heat and are energy intensive. For example, shortage of fuelwood and lack of access to other sources of energy is a constraint and limits productivity and income for shea butter extraction and other food processing activities. Only a limited number of food processors benefit from micro-credit schemes and supplies of agro-processing equipments distributed through various projects (ADF, 2008).

### **3.6. National Efforts to Address Poverty and Gender Issues**

Some efforts have been made over the years to address the energy needs of the poor and vulnerable in society but these efforts were largely not gender-specific. The Ghana Poverty Reduction Strategy I (2002 – 2005) was the first of such efforts and the Growth and Poverty Reduction Strategy II (2006 – 2009) built upon this. GPRS I aimed at the development of a reliable and affordable energy sector that will promote the development of basic infrastructure to support economic activities, especially in the rural areas, to ultimately reduce poverty. While GPRS I paid little attention to gender, GPRS II has shown significant improvements in analysis and gender equity considerations (ADF, 2008).

GPRS II targeted increased access to modern forms of energy to the poor and vulnerable: the development of renewable energy technologies such as solar, wind, biogas, the introduction of LPG in rural areas and rural electrification. These objectives were met to an extent: tax exemptions were made on solar home systems importation to cut down the cost of solar system installations in homes; rural electrification projects such as the Ghana Energy Development Access Project (GEDAP) are being implemented to increase access to grid electricity in rural and peri-urban areas; renewable energy technologies such as solar lanterns are being promoted under GEDAP for distribution in off-grid areas; some LPG promotion campaigns were conducted by the Government of Ghana to sensitize the general public and encourage use of LPG as fuel for cooking and heating purposes. This included the introduction of subsidies by the government to control the price of LPG and kerosene to make them affordable for all. A lifeline quota was further introduced into pricing for electricity to make it more affordable to residential households, especially the poor and vulnerable. This lifeline gives an allowable monthly consumption limit in kWh for a fixed price. The lifeline for September 2005 was 0-50 kWh at 19,080 cedis<sup>6</sup> (now 1.91 Ghana cedis) (Energy Foundation, 2005) and this was increased to 9.50 Ghana cedis in July 2008 (PURC, 2008)<sup>7</sup>.

In GPRS II, two important gender issues that were identified for redress were:

- Health problems experienced by women due to inefficient wood fuel technologies.

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<sup>6</sup> <http://www.ghanaef.org/energyinghana/costofenergy.htm>

<sup>7</sup> PURC tariff gazette June 2008

- Lack of coherent National Human Resource Development Policy.

Strategies developed to address these were:

- Promotion of energy efficient technologies that safeguard the health of domestic users especially women and children.
- Development of a comprehensive manpower development policy framework that takes into account the specific needs of men and women, persons living with disability, HIV/AIDS, the public and private sector at all levels.

Gender budgeting has been introduced by the MOWAC as a requirement for all ministries, including MoEN. The purpose is to make resources available specifically for gender activities. At the time of the gender audit the energy budget was in draft and not available to the audit team for review. A first glance at the final MoEN budget that was published in early 2010 shows however that gender was not separately budgeted for.

### **3.7. Challenges to Engendering the Energy Sector**

#### ***a) Lack of gender disaggregated data***

The major challenge to gender mainstreaming in the energy sector is lack of gender disaggregated data. This makes it difficult to estimate the number of women and men who have access to energy services. Traditionally, a man is the head of the family so it is assumed that all households are male headed and services provided are to the benefit of both sexes. According to the 2000 Population and Housing Census, one in three households in Ghana is headed by a woman (Ghana Statistical Service, 2000). Due to their limited access to critical resources such as land, labour, credit, ownership of land and markets to improve their income and reduce poverty, female-headed households can find it especially difficult to afford the use of electricity or other clean energy sources and more energy efficient equipment.

#### ***b) Inadequate stakeholder consultation***

Inadequate stakeholder consultation is another challenge identified. Beneficiaries of energy projects are most often not consulted for their views or preferences before project design and implementation. In effect, a number of rural communities have been connected to the grid but for some households affordability of the costs of connection to the grid are too high.

#### ***c) Women in the energy sector***

Ghana's energy sector is challenged by the requisite human resources and gender experts. For the energy sector to be successfully engendered, women will have to be represented at decision making levels to be the voice of the voiceless. The number of women in engineering and energy has not increased significantly over the years and the sector is still male dominated due to the perception that engineering is a "man's job". This is clearly reflected in the gender imbalance in engineering classes at tertiary institutions, which has a knock on effect in the number of women working in technical and decision making posts in the energy

sector (see Chapters 5 and 6). The concepts of gender and gender mainstreaming are still relatively new in most Ghanaian circles and many decision makers are not gender sensitive and need to be educated to help them make more informed decisions so that both men and women benefit.

***d) Gender mainstreaming is resource intensive***

Gender mainstreaming is resource intensive (in terms of time, money and human resource) although it is considered to produce high socio-economic returns, most of which are unquantifiable. It is therefore necessary to not only include gender in policy and strategy papers, but also in supporting budgets. Otherwise there is a risk that when it comes to implementing the policy or strategy, the necessary resources to mainstream gender are not available and the associated benefits do not materialise.

### **3.8. Conclusions**

Women are very vital to Ghana's economic development, as they constitute a major part of the workforce in the agricultural and informal sectors. In the domestic sphere, women are responsible for tasks such as collecting fuelwood, fetching water, cooking, cleaning and taking care of children as well contributing to producing the food consumed within the household. Traditionally, women lack decision-making power within their households and communities and consequently have limited access to critical resources, such as land, credit, and markets. This lack of decision-making power can also be seen at national level, where women form only 8.3 percent of the representatives in national parliament for example, against an average for women in parliament of 19.2 percent for sub-Saharan African countries. Also in the energy sector, there is a generally low representation of women in decision-making bodies.

The energy sector in Ghana shows a high dependence on biomass, which has even grown in recent years. This especially has implications for women and girls, as it increases drudgery of collecting fuelwood and indoor air pollution has negative impacts on the health of women, girls and babies. For the food processing and micro businesses that women operate this increasing dependence on fuelwood has implications, as many of these businesses are based on process heat and are energy intensive.

Some efforts have been made by the Ministry of Energy to address poverty and – often implicitly- gender issues, but these have been poorly documented and as such nothing can be said about their impacts and a number of major challenges to gender mainstreaming in the energy sector persist, including:

- Lack of gender disaggregated data.
- Inadequate stakeholder consultation in programme and policy development.
- Lack of human resources and gender experts.
- Gender mainstreaming is resource intensive and yet no budget has been allocated for mainstreaming activities.

It is therefore important to take a broad-based approach to achieving the MoEN's goal of universal access to modern energy by 2020, including disaggregating the experiences of the population by those factors that most significantly affect this goal: gender, economic status, age, race/ethnicity, the physical environment and regional disparities.

Taking a gender perspective can contribute to MoEN's goal of universal energy access by increased efficiency and sustainability. Unless men's and women's needs are properly understood, policy interventions may be wrongly targeted and thus fail. In addition, taking a gender perspective may contribute to achieving the MDGs and the gender goals that the Government of Ghana has made. Gender-sensitive energy policies could result in an improved quality of life for women by reducing their drudgery (in for example fuelwood collection and processing, fetching water and providing labour for agricultural activities), by improving their health and reducing female and child mortality caused by indoor air pollution, and by providing access to lighting, giving women more access to reading and public information. Also, women's productivity and income could increase when they have access to the energy needed to work more efficiently, for new opportunities for income generation, and to start energy enterprises as a livelihood source. Finally, gender equality and the empowerment of women could occur, if women start participating in activities and decision making they have traditionally been excluded from, and if they can strategically contribute to the transformation of gender relations.

## 4. The National Energy Policy and Gender

One of the key steps in the gender audit has been the gender review of the relevant energy policy papers and the energy policy development process. The gender audit team then looked at the gender dimensions of the energy sub-sector policies and strategies. Based on this review, the gender audit team established to what extent gender has been included, but also what gender gaps exist in Ghana's energy policy development, formulation and implementation. This Chapter presents the findings of the review.

### 4.1. The Ministry of Energy

The Ministry of Energy has the responsibility for developing and implementing the energy sector policy in Ghana. In doing so, the Ministry works closely with its sector departments and agencies. Additionally, it has Ministerial oversight responsibility over the Energy Commission. 'The Energy Commission is required by law to prepare, review and update periodically indicative national plans to ensure that all reasonable demands for energy are met in a sustainable manner' (Energy Commission, 2010).

#### **Box 1: The Ministry of Energy vision and mission**

##### **Vision:**

Achieve Universal Access to modern energy forms by 2020

##### **Mission:**

The Ministry of Energy is to extend and ensure reliable supply of high quality energy services to all sectors of the economy in an environmentally friendly atmosphere to facilitate productivity and reduce poverty.

*Source: (Ministry of Energy, 2009).*

The Ministry has all the Civil Service four-line Directorates in place, namely, Finance and Administration; Policy, Planning, Budgeting, Monitoring and Evaluation; Human Resources Development and Management; and Information Resources and Statistics. There are two key Technical Directorates, namely Power and Petroleum. The Power Directorate has Electricity and Renewable Units whilst the Petroleum Directorate has Upstream and Downstream Units (see Appendix 7 for the Ministry's organogram).

Besides the MoEN, the energy sector is dominated by a number of established organisations. Many of these organisations work under the Ministry of Energy, with a few and often much smaller companies, in the private sector. The table below provides an overview of the major players in the energy sector in Ghana, with a description of their responsibilities.

**Table 3: Major Players in the energy sector in Ghana**

AGENCY	RESPONSIBILITIES
POWER SUB-SECTOR	
1. Volta River Authority (VRA)	Power generation
2. Bui Power Authority	Power generation
3. Independent Power Producers (IPPs)	Power generation
4. Ghana Grid Company (GRIDCO)	Power transmission
5. Electricity Company of Ghana (ECG)	Power distribution in Southern Ghana
6. Northern Electricity Department (NED)	Power distribution in Northern Ghana
PETROLEUM SUB-SECTOR	
7. Ghana National Petroleum Corporation	Oil and gas exploration development and production
8. Tema Oil Refinery (TOR)	Crude oil refining and sale of petroleum products
9. Bulk Oil Traders	Petroleum products importation and sale
10. Bulk Oil Storage and Transportation Company (BOST)	Bulk petroleum products transportation and storage
11. Oil Marketing Companies (OMCs)	Bulk petroleum products transportation and storage
12. Ghana Cylinder Manufacturing Company	Petroleum products distribution and sale of LPG cylinder manufacturing
REGULATORY AGENCIES	
13. Public Utilities Regulatory Commission (PURC)	Electricity tariffs approval, monitoring of quality of service, and consumer protection
14. Energy Commission (EC)	Licensing of operators in the power sector, setting technical standards for their performance, sector planning and policy advice
15. National Petroleum Authority (NPA)	Licensing of operators in the petroleum sub-sector and setting of technical standards and enforcement

*Source: MoEN Medium Term Policy and Strategies, 2009*



## 4.2. Policy Papers and Policy Development Process

Annually, the Government commits resources to provide a wide range of development interventions designed to improve the general standards of living in the country. The Ghana Poverty Reduction Strategy (GPRS I), implemented from 2002-2005, was a broad-based development strategy for accelerated growth and poverty reduction. The Growth and Poverty Reduction Strategy II (GPRS II), implemented from 2006-2009, focused on growth-inducing policies and programmes which have the potential of supporting wealth creation for sustainable poverty reduction. Both GPRS I and II are informed by the global Millennium Development Goals (MDGs). The GPRS II was replaced by the Medium Term Development Framework (2010-2013) in December 2009.

Ghana's Energy Policy is informed by:

- The Medium Term Development Framework (MTDF), developed by the National Development Planning Commission (NDPC).
- The Medium Term Expenditure Framework (MTEF), developed by the Ministry of Finance which links resource allocation to the national development policy objectives.

The NDPC is the institution established and mandated by Articles 86 and 87 of the 1992 Constitution to guide the formulation of development plans and to undertake the Monitoring and Evaluation of the country's development efforts. The NDPC advises the President on the performance of public policy and programmes, their impacts and on the need for policy reforms.

All Government agencies responsible for the implementation of the programmes and projects under the new policy framework are required to demonstrate that the various interventions they implement are having the desired impacts in terms of transforming the lives of all targeted beneficiaries.

The Energy Commission, in conforming to its mandate, 'developed and elaborated a Strategic National Energy Plan (SNEP) for the period 2006 – 2020. The goal of SNEP is to contribute to the development of a sound energy market that would provide sufficient, viable and efficient energy services for Ghana's economic development through the formulation of a comprehensive plan that will identify the optimal path for the development, utilisation and efficient management of energy resources available to the country' (Energy Commission, 2006).

At the time of the gender audit, a draft National Energy Policy and Budget were in place, but were not signed into policy until February 2010. These documents could therefore not be included in the gender audit exercise and the main focus of the audit was on the MTDF.

The policy development process goes through the following steps:

- a) *Alignment of Sector Policies with National Policy Objectives:*  
The National Development Planning Commission (NDPC) in collaboration with the Ministry of Finance and Economic Planning conduct an annual Policy hearing for Ministries, Departments and Agencies (MDAs). The Ministry of Energy, within the framework of its medium term strategies and the SNEP, presents existing and new policy initiatives at the hearing. The purpose of the hearing is to ensure that policy initiatives from the Ministries are in line with the National Development Agenda.
- b) *Technical Budget Hearing*  
The Ministry of Finance and Economic Planning provides indicative budget ceilings for MDAs and conducts technical budget hearings for MDAs aimed at ensuring that MDAs prioritise their programmes and activities and allocate resources to their respective cost centres within the MTEF resource envelope.
- c) *Submission of Inputs into Budget Statements and Economic Policy*  
MDAs make submissions to the Ministry of Finance and Economic Planning in respect of achievements in the implementation of policies and programmes for the current year as well as the outlook for the ensuing year.
- d) *Budget Statement and Appropriation*  
The Budget Statement, an economic policy for the Government, which outlines Government's priority policy initiatives is read in November and is debated on the floor of Parliament for an appropriation bill to be passed to enable MDAs access to funds for the implementation of their respective policies, programmes and projects.

<b>GPRS II 2006-2009</b>	<b>MTDF 2010-2013</b>
1801: Increase access to modern forms of energy.	1801: Increase access to adequate, reliable and economically priced modern forms of energy supply .
1802: Provide support for modernizing and expanding energy infrastructure.	1802: Diversify the national energy mix including the use of environmentally friendly indigenous sources of energy.
1803: Promote the gradual increase of environmentally friendly energy supply sources.	1803: Ensure efficient management of the energy sector.
1804: Improve the overall management, regulatory environment and operation of the energy sector.	1804: Ensure productive and efficient use of energy.
1805: Promote private sector participation in the energy sector	1805: Promote private sector participation in the energy sector
1806: Promote the development and exploitation of indigenous energy resources.	
1807: Ensure productive and efficient use of energy	

*Source: Ministry of Energy (2009), Medium Term Policy and Strategies, 2009*

In treating energy and development issues for the country, the MTDF is gender neutral. No reference is made to either sex in the issues mentioned. This confirms earlier findings that women's energy needs are not addressed by Government policy.

The last two bullet points in the MTDF, for example, recognise the need for a focus on productive use of energy and participation of the private sector. These both cover the informal sector, in which 85.6 percent of the economically active women in Ghana are engaged (Ghana Statistical Service, 2000), but this is not highlighted. Furthermore the first bullet point which speaks about increasing access to reliable modern energy, is of high importance to women in Ghana, as they mostly are the household energy managers.

### **Box 2: Ghana National Energy Policy 2010**

Ghana's new National Energy Policy (NEP) was approved by Parliament and signed by the Energy Minister in February 2010. Though this policy was not part of the documents reviewed by the gender audit team, members of the ENERGIA network did provide input on gender to the policy document.

A quick review of the NEP shows that gender has been included as a separate section in the document. The policy goal is to mainstream gender in the energy sector and the main challenges recognised are:

- dominance of women in the collection and use of fuelwood and charcoal;
- high exposure of women to indoor air pollution;
- limited involvement of women in the planning and management of energy services; and
- limited capacity of women in management positions in the energy sector.

In addressing these energy and gender challenges, the Government will:

- promote the use of modern forms of energy in households;
- support the capacity development of women in the energy sector;
- promote the development of solar and other renewable forms of energy for off-grid communities; and
- ensure participation of women in the formulation and implementation of energy interventions.

This recognition of gender issues in the national energy policy is a major step forward. A challenge that remains is that a first glance at the accompanying budget shows that there is no budget allocated for gender and energy interventions. This raises questions about whether these gender and energy interventions will be implemented.

## **4.3. Gender Dimensions of Energy Sub-Sector Policies and Strategies**

Having outlined the policy focus, the MTDF sets out to outline policies and medium term strategies. Using part of the Quick Scan Tool in the ENERGIA Manual (Module 3: Engendering Energy Policy), the following table presents the gender dimensions of the sub-sector policies and their strategies.

**Table 5: Gender Dimensions of Energy Sub-Sector Policies and Strategies in the MTDF**

<p><b>Subsector: Power</b></p> <p>Programme focus: National electrification and decentralised solar PV for remote areas</p> <p>Gender Dimensions:</p> <ul style="list-style-type: none"> <li>➤ Expansion of electrification to ensure universal access, if achieved, would meet a core energy need for women in fulfilling their domestic and productive responsibilities.</li> <li>➤ Connection requirements and changes in tariffs should be monitored for negative impacts on women as impacts of irregular or inadequate energy services are more likely to affect women, especially at the household level as women are more responsible for energy at this level.</li> </ul>
<p><b>Subsector: Petroleum</b></p> <p>Programme focus: Exploration, production and access to products</p> <p>Gender Dimensions:</p> <ul style="list-style-type: none"> <li>➤ As the social aspects of the oil and gas sub-sector are explored, the gender aspects should be examined to ensure that all benefits are equitably shared among women, men, girls and boys.</li> <li>➤ The 'Future Generation Fund' should address some basic social needs in agriculture, education, work productivity and health with a gender focus.</li> <li>➤ All training and R&amp;D should be based on gender disaggregated data that will feed into all planning and programme activities in the sector. This will help base decision making in the sector on appropriate information.</li> </ul> <p>Programme focus: Development of the Oil and Gas Master Plan</p> <p>Gender Dimensions:</p> <ul style="list-style-type: none"> <li>➤ Gender analysis should be included in the Oil and Gas Master Plan Consultant's TOR. The Master Plan, once developed should clearly articulate gender goals.</li> <li>➤ The goal to ensure utilisation of oil revenue in priority social needs is important in addressing women's empowerment. Unfortunately, there is no indication that this will be implemented from a gender perspective.</li> <li>➤ It would be most effective if the Master Plan and strategies are developed with the full and active participation of women, at all levels.</li> <li>➤ The Ghana Gender and Energy Network has contributed gender aspects to the oil and gas policy document.</li> </ul>
<p><b>Subsector: Renewable Energy and Energy Efficiency</b></p> <p>Programme focus: Production, end-use efficiency and legislation</p> <p>Gender Dimensions:</p> <ul style="list-style-type: none"> <li>➤ Research has shown the benefits of using integrated approaches and various solutions that include renewable energy, wood fuels and cooking for poor women.</li> </ul>

- There is a need for the Renewable Energy Law to integrate women's needs and interests to ensure that they are adequately met during its implementation. For instance, improved biomass technology development and/or dissemination would go a long way to reduce women's workload and time use.

### **Subsector: Energy Efficiency and Conservation**

Programme focus: Efficiency, conservation, public awareness and legislation

Gender Dimension:

- Much of the provision of energy rests on women, especially at the household level. As a result, the effectiveness of programmes on energy efficiency and conservation will work best with the active participation of women.
- Women are good at public awareness raising and helpful in providing information for the monitoring of implementation of legislation, such as the ban on the use of inefficient electrical appliances. Experience has shown that women are particularly good at this and also useful in implementing energy efficiency measures in households.

### **Sub-sector: Energy and Environment**

Programme focus: Environmental and Social Impact Assessment, and environmental credit facility

Gender Dimension:

- The Environmental and Social Impact Assessment includes some gender analysis, it is anticipated that efforts will be made to ensure that the right gender expertise is provided for adequate analysis to take place. It is imperative for such expertise to be included in the staffing of the proposed Assessment Unit.
- Gender analysis should be included in the ToR and guidelines developed for the Assessments.
- It would be useful to research into the gender aspects of the carbon credits mechanisms.
- Ensuring women's participation as key stakeholders during the Assessments, establishment of the Assessment Unit and the development of the carbon credit mechanisms would ensure that there is more efficient management of the sector programmes.

### **Communications Strategy: Increase public awareness on the Government's Energy Policy and Programmes**

Gender Dimension:

- The role of women during development of the Communication Plan will be critical as they are important stakeholders in the sector
- Women can play a key role in disseminating information on the Ministry's Policy and Programmes, whether as staff of the identified agencies and partners, or as key stakeholders in the wider community.

## 4.4. Analysis of Findings

The gender audit looked closely at the policy documents described above and applied gender analysis to these. This section outlines some of the key findings of this analysis and presents some of the gender gaps that were identified.

Starting with the MoEN's mandate and vision, these two core statements that outline the ministry's core function and direction, are gender neutral without any reference to either sex. This has implications for how subsequent policies, strategies and programmes are developed and implemented. Since the direction does not have any gender considerations, most of the ensuing policies, strategies and programmes take on the same form. This is clearly shown in the table above, which shows the medium policy focus for the energy sector.

The main reason for gender not being integrated in policies, plans and programmes, as verified in discussions with the core staff of the MoEN, is the uneven support for gender mainstreaming as a strategy by senior management. This was, in part, because of competing priorities resulting from political reorganization and management changes. Moreover, the absence of effective technical support from Gender Focal Points (where they existed), resulted in gender issues not being incorporated in key corporate planning processes. The contribution that gender mainstreaming can make toward MoEN achieving its policy and programme objectives is not well understood and may be the reason for the uneven support from senior management as gender is not perceived as a priority in the energy sector. The relationship between sustainable energy services and equality between men and women is not clearly understood.

The study observed that there is very limited staff capacity at the Ministry of Energy, to effectively apply gender analysis and mainstreaming and assist others in the sector. A few gender training sessions had been attended by fewer than ten officers throughout the Ministry, on different occasions. As a result of the training, some gender action plans had been developed but most of them had not been implemented owing to lack of resources and strong leadership support. Furthermore, it was noted that there were no organizational level gender policy guidelines despite the fact that the Strategic National Energy Plan recognized gender as an important issue.

During the Gender Audit, the Audit Team found that little direct consultation with communities and beneficiaries takes place during the planning process in the energy sector. Sector personnel confirmed that planning has been largely top-down and that communication channels have not been open in order to supply appropriate data for planning. However, there is now recognition that this system does not necessarily encourage ownership or initiative. To rectify this situation, the sector is now showing more interest in participatory approaches to planning and budgeting that will encourage lower level collection of data to assess local needs and implement programmes that respond to those needs.

This transformation will require more accurate and systematic statistics on rural women and men, leading to an awareness of potential labour force misallocations and resulting welfare losses. The first step toward the elaboration of gender-responsive energy policies is the collection and analysis of gender disaggregated data and

information. Rural development policy and planning often do not reflect and adequately address the different roles and needs of rural women and men.

Although limited numbers of staff in government ministries are involved in the policy development process, senior staff are involved in developing budget proposals on an annual basis. This process is important because the final budget defines the policy directions of the Government and it is the key instrument through which resources are allocated. Previously, the annual budget did not indicate who (men or women) benefits from which policies. However, the Ministry of Women and Children's Affairs (MOWAC) has taken steps to rectify this by asking all ministries to include gender budgeting in the 2010 Expenditure Proposal. This is a step in the right direction and it is expected that the use of this instrument will be continued and will be further improved in the near future.

It is expected that the development of the Gender Action Plan, as a result of this Gender Audit, will assist the MoEN and the sector as a whole, in identifying ways to close the identified gaps effectively in the not too distant future.

## **4.5. Conclusions**

The gender review of energy and related policies clearly showed that Ghana's energy policy is still far from being gender-responsive. Indicative of this is that the Vision and Mission of the Ministry of Energy do not have any explicit gender supportive statements.

The Strategic National Energy Plan (SNEP) of the Ministry of Energy for 2006 – 2020 makes broad, gender sensitive policy statements and implementation measures under the heading "Cross Cutting Issues". However, there is no link to whose responsibility these initiatives will be nor is there any implementation plan to indicate how these policies will be implemented. Nevertheless, although these policy statements are an important step in promoting gender equity, there should also be gender equity statements in other policy documents such as the Energy Policy, MTEP/MTEF, etc

Previous attempts to mainstream gender in the MoEN have not resulted in gender-sensitive policies and practices. Not all senior managers are in favour of a gender mainstreaming strategy, partly because they attach higher priority to other strategies, but also because the Ministry lacks the necessary capacity to apply gender mainstreaming and because the contribution that gender mainstreaming can make toward MoEN achieving its policy and programme objectives is not well understood.

Some of the Ministry's staff had developed a number of Gender Action Plans during gender training sessions. These were however never developed due to lack of financial and strategic management support. Furthermore, it was noted that there were no organizational level gender policy guidelines despite the fact that the Strategic National Energy Plan recognized gender as an important issue.

There has so far been little consultation with the target groups by the energy planners during the planning process. There is growing realisation that this needs to be corrected



and that more participatory planning processes need to be put in place. The first step towards gender-responsive energy planning will be the collection of gender disaggregated data.

The new directive from the MOWAC that all Ministries, Departments and Agencies (MDAs) apply gender in their budgets is recognised as a crucial step in the national gender mainstreaming process. Although long overdue, it is clear that MOWAC is making efforts to work more closely with the MDAs to exchange information, build capacity and ensure that more steps are taken to effectively mainstream gender and apply gender analysis in policy planning and implementation. However, it is equally clear that there is still a lot to be done to actively engage the Ministry of Energy in the realization of the national gender mainstreaming objectives.

# 5. Public Energy Sector Institutions: Culture, Structure and Programmes

## 5.1. Introduction

Organisations are evolving and dynamic bodies, where people of different social structures and backgrounds meet, interact and work together. It is a space where individuals often spend more than 50 percent of their waking hours together. It can also be a space where individuals can be influenced to review strategies and make changes, which affect their lives within the organisation as well as at a personal level (PRIA, 2005).

Organisations are often mirrors of the society from which they emerge. The way power and resources are shared between men and women in a specific social context is often reflected in organisational structures, vision and management styles. Depending on their mandates, organisations determine and influence power and resource allocation within themselves and the communities that they serve. They decide on who gets what resources, who benefits from which services and who participates in decision making. However, organisations are expected to foster social transformation. This chapter will look at Ghana's public energy sector institutions to see whether, and if so, to what extent these organisations contribute to the social transformation of existing gender inequalities in the country.

## 5.2. Methodology

An analysis of the organisational culture involves collective questioning of the values, commitment and attitudes at an individual level, and not only of the formally laid down systems and procedures of the organisation, which is not an easy task. Hofstede's Onion is an organisational development tool that helps to identify the prevailing work culture within an organization *vis-à-vis* gender equality, by peeling away layers of an imaginary onion to reveal:

- **Layer 1 – Artefacts/Symbols:** the most visible and superficial part of an organisation's culture. They represent words, expressions, images or objects that have meaning for members of the organisation such as office layout, facilities and furnishings, dress code, jargon and other visible records.
- **Layer 2 – Heroes/Heroines (Champions/Leaders):** people - dead, alive, real or imaginary that exhibit characteristics that are well respected within the organisation.
- **Layer 3 – Rituals:** activities and practices that are symbolic for the organisation and considered socially essential. Examples include hours of work, events, meetings, socializing on Friday evenings, birthdays and other celebrations.
- **Layer 4 – Values:** an organisation's collective preference for doing things in a particular way. They include ideologies, guiding principles, norms, policies, systems and procedures. How these aspects of organisational culture are

perceived and the differential impact that they have on men and women gives a good indication of how gender sensitive the institution is.

Working with focus groups of mixed personnel from mainly middle and lower levels, Hofstede's Onion was used to engage staff in a self-assessment of organisational values, behaviour and practices as they relate to the four layers indicated above. This helped in getting a good perspective of gender issues related to their work culture. This tool was mainly used to answer questions about:

- Sexist organisational culture, including 'old boys' networks', that prevent female staff mobility;
- Social and cultural discrimination and stereotypes regarding women's participation in politics and the energy sector;
- Hiring processes and job profiles that serve to exclude women;
- Discrimination, sexual harassment and violence against female staff;
- Lack of programmes, policies or mechanisms to ensure that women are equally represented in decision-making bodies;
- Insular structure that hinders the participation of civil society, including women's organizations. Organisational culture of gender-blindness including a lack of gender expertise within the Ministry;
- Lack of women and/or gender experts on boards and other decision-making bodies;
- Lack of action plans for the implementation of international agreements on gender;
- Lack of policies mandating the inclusion of women and girls' needs within Ministry initiatives;
- Lack of funding for gender-specific initiatives and gender mainstreaming efforts.

Working with this tool and the issues listed above to form a framework, the gender audit included an organisational assessment of the MoEN and a number of public energy sector institutions:

- Ministry of Energy (MoEN)
- GRATIS Foundation<sup>8</sup>
- Ghana Grid Company (GRIDCO)
- West African Gas Pipeline Company (WAGPCo)
- National Petroleum Authority (NPA)
- Bulk Oil Storage and Transportation Company (BOST)
- Tema Oil Refinery (TOR)
- Ghana Cylinder Manufacturing Company (GCMC)
- Electricity Company of Ghana (ECG)
- Ghana National Petroleum Corporation (GNPC)
- Volta River Authority (VRA)<sup>9</sup>

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<sup>8</sup> See Box 3 for more detailed information about GRATIS Foundation.

<sup>9</sup> The Volta River Authority is the main generator and supplier of electricity in Ghana.

The findings presented in this chapter are based on interviews and focus group discussions held with 115 staff in these organisations. There was an almost equal distribution of respondents among the two sexes with women making up 51 percent.

### **5.3. Female-Male Staffing Ratio in the Public Energy Sector**

An analysis of the MoEN staff situation as at 1 January 2009 indicates a gender division of labour that is common to this professional area in many developing countries. The data shows that women made up less than one half (30 percent) of the staff positions. Looking at the management positions within the Ministry, only two out of a total of 15 management positions (13 percent) are taken by women.

In the remaining public organisations that were reviewed, a similar picture can be seen, where women on average only make up 24 percent of the total staff in these organisations. The male-female ratio in management positions shows that on average only 14 percent of the management positions are taken by women. This means that both the Ministry and the other organisations do not manage to reach the quota of 40 percent female staffing that was set by Government. However, the MoEN does a little better than the sector organisations. The low levels of female representation affects women's participation and decision-making power within the organisations in which they are based.

### **5.4. Organisational Culture Assessment**

Table 6 presents an overview of the findings of the organisational culture assessment that was carried out by the gender audit team. These findings cover all public energy sector organisations that were studied, including the Ministry of Energy. The Table shows the four layers of the Hofstede's Onion and how men and women in these organisations interpret these for their organisations. The findings help answer the questions about gender inequality mentioned in the methodology section above, especially those related to the work culture.

**Table 6: Organisational Culture Assessment in Public Energy Sector Institutions**

<b>Hostfede' s Onion</b>	<b>Artefacts / Symbols</b>	<b>Heroines / Heroes</b>	<b>Rituals</b>	<b>Values</b>
Women	<ul style="list-style-type: none"> <li>a) Open plan office design but with separate offices for managers.</li> <li>b) Helmets are common dress code in one organisation.</li> <li>c) No women on the workshop floor.</li> <li>d) Cashiers have to sit long hours in uncomfortable posture, with no toilet facilities for those outside the office.</li> <li>e) Women felt that dressing inappropriately is not accepted.</li> <li>f) Fewer washrooms for women in two organisations</li> <li>g) No changing rooms for women in one organisation.</li> </ul>	<ul style="list-style-type: none"> <li>a) People of good character.</li> <li>b) Strong and determined people.</li> <li>c) Results-oriented people.</li> <li>d) People who excel in their work.</li> <li>e) Mentors who support others.</li> <li>f) Team players.</li> <li>g) A heroine could be role a model.</li> <li>h) Heroes/heroines get Best Worker Award.</li> </ul>	<ul style="list-style-type: none"> <li>a) Most organisations keep to occasional social events: funerals, weddings, birthdays, end-of-year parties and durbars.</li> <li>b) Happy hour not well patronised.</li> <li>c) Some organisations have a Women's Association.</li> <li>d) General meetings.</li> <li>e) Little on-the-job training.</li> <li>f) Work is quite flexible so there is time for other activities.</li> <li>g) Punctuality.</li> <li>h) Little time for domestic roles.</li> <li>i) Use of gender-sensitive language.</li> </ul>	<ul style="list-style-type: none"> <li>a) Several organisations place value on transparency, discipline and performance.</li> <li>b) At 2 organisations women indicated there is no discrimination.</li> <li>c) Punctuality, respect and honesty.</li> <li>d) Achievement of targets.</li> <li>e) Customer satisfaction.</li> <li>f) Health and safety of all stakeholders and the environment.</li> </ul>

<b>Hostfede' s Onion</b>	<b><i>Artefacts / Symbols</i></b>	<b><i>Heroines / Heroes</i></b>	<b><i>Rituals</i></b>	<b><i>Values</i></b>
Men	<ul style="list-style-type: none"> <li>a) Separate toilet facilities for men and women</li> <li>b) Both shared and separate offices.</li> <li>c) Collection of gender disaggregated data.</li> <li>d) Uniforms no longer required</li> <li>e) Helmets</li> <li>f) Women act respectfully to men.</li> <li>g) Pictures of the gas pipeline is a strong symbol.</li> </ul>	<ul style="list-style-type: none"> <li>a) A hero is a respectful man.</li> <li>b) Someone with leadership skills, vision, commitment, and is results-oriented.</li> <li>c) If it is a woman, it depends on what they have to offer and their personality.</li> <li>d) Motivators and pioneers.</li> <li>e) Someone who is punctual, has moral values, good interpersonal relations.</li> <li>f) Financial Controller in one organisation who commands respect is seen as a heroine.</li> <li>g) Heroine is a female engineer who carries out gender sensitisation in schools.</li> <li>h) No heroes or heroines</li> </ul>	<ul style="list-style-type: none"> <li>a) No social events in some organisations, but most indicated there are end-of-year parties, durbars and meetings.</li> <li>b) Women do not go on field trips as often as men.</li> <li>c) Formal dress with tie in one organisation</li> <li>d) Use of first names, or Mr and Madam if requested.</li> <li>e) Meeting targets and being result- oriented.</li> </ul>	<ul style="list-style-type: none"> <li>a) Truth, honesty, integrity, loyalty and courtesy</li> <li>b) Results, dedication and commitment.</li> <li>c) Team work and mutual support</li> <li>d) Supportive management.</li> <li>e) In one case it was said that staff tend to agree with leadership to avoid victimisation.</li> <li>f) Social responsibility and environmental awareness</li> </ul>

#### **5.4.1. Artefacts / Symbols**

On the whole, men and women tend to agree on most issues mentioned under artefacts and symbols. All organisations, except one, have separate washrooms for women and men, which is important to make women feel comfortable in the workplace. However, in two organisations women indicated there were fewer washrooms for them, which they found inconvenient.

Most organisations seem to have shared offices and neither men nor women indicated that was a problem. Uniforms seem not to be part of the official dresscode in most organisations. In one organisation, women indicated that they are expected to dress appropriately, referring to an assumed dress code even if it is unofficial. In that same organisation, men mentioned that women are respectful to men suggesting that they have some expectations of their female colleagues which the women have to adhere to if they are to be accepted in the organisation.

#### **5.4.2. Heroines / Heroes**

There were some overlaps in the characteristics men and women value, such as results-orientation, commitment and moral values/good character, but there were also clear differences. Men tend to focus on leadership, vision, motivators and pioneers, where women seem to value people who excel in their work, who are strong and determined, who are mentors and team players.

In general, women feel that they are not adequately recognised. This is reflected in the remark that being a heroine depends on what a woman brings to the organisation and her personality. These requirements were not mentioned for men, also not by female respondents. In two organisations, a woman did get recognised by their male co-workers as a heroine in their organisation, indicating women can be heroines and role models to others.

#### **5.4.3. Rituals**

Most organisations participate in social events like weddings, birthdays, end-of-year parties, durbars and funerals. Staff of various organisations felt this helped them to interact more with their colleagues and senior officers. The 'happy hour' in some organisations was said to be poorly patronised, with women complaining about bad jokes and heavy drinking. Women mentioned that some organisations have women's associations which organise special women's events and raise awareness on gender issues in the organisation, which they appreciate. In WAGPCo it was found that, in spite of women's low numbers, gender sensitive language is present within the organisational culture.

#### **5.4.4. Values**

Staff motivation was tied to work outputs and a sense of patriotism towards ensuring the proper management of Ghana's hydro-carbon resources. Although

this is commendable, it is telling that staff perceptions of themselves, were so businesslike. The organisations come across as very formal in their business operations and are probably not very flexible in their social commitments. This has implications for how they see and attempt to address gender issues.



### **Box 3: Gender Mainstreaming in the Ghana Energy Sector: The Case of GRATIS Foundation**

Of all the public organisations included in the gender audit, GRATIS stands apart, as it is the only organisation that has a Gender and Development Unit and has made conscious efforts to mainstream gender in its operations and projects.

The GRATIS Foundation evolved from the Ghana Regional Appropriate Technology Industrial Service (GRATIS) Project which was established in 1987 by the Government of Ghana to promote small-scale industrialisation in the country. GRATIS looks to develop, promote, and disseminate marketable technologies and skills for the growth of micro, small and medium scale enterprises and community-based projects in Ghana and the West African sub-region.

#### *Good Practice*

The Gender and Development Unit of GRATIS works to the integration of gender concerns within the organisation and is headed by a Gender and Development Coordinator. The Coordinator was one of the founding members of GRATIS and joined the organisation in 1987 as a Women's Project Officer. She rose through the ranks to her current position as Senior Technical Officer. GRATIS is guided by a vision, goals and objectives that support gender equality. The organisation has a gender policy that was developed with support from CIDA and ENERGIA.

GRATIS has been addressing gender issues through:

- a. Capacity building and training workshops organised for personnel of key sector agencies including the MoEN.
- b. Provision of improved cook stoves and other technology appropriate to women's needs through collaboration with MOWAC, suppliers of LPG, and other actors in the sector.
- c. Advocacy and lobby, with media involvement.
- d. Collaboration with the MoEN and other institutions, including academia to ensure that students receive gender sensitisation as part of their training.

Within the organisation, staff have received some capacity building and they are regularly informed on gender progress by the Gender Coordinator during meetings. There had also been some gender sensitisation at community-level and with the District Assemblies to promote support for women at the district-level. Men are a special target at their events since they are the main decision-makers in the country.

#### *Challenges*

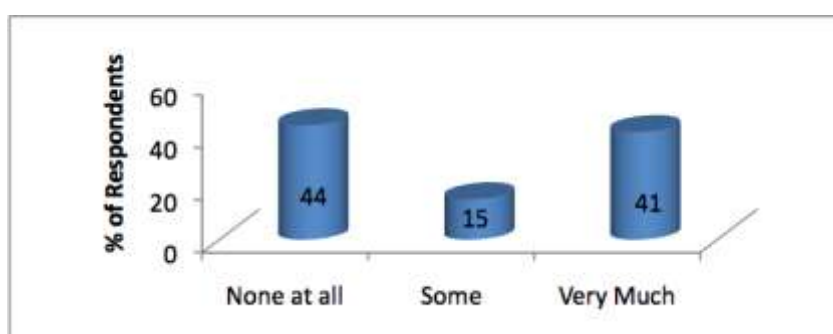
Though GRATIS serves as a good example for gender mainstreaming in the energy sector in Ghana, the organisation is facing some challenges. Although they received some training on gender, staff were not very clear on the key gender issues in the sector. Similarly, all staff acknowledged the presence of a gender policy, most of them could not tell much about its contents. They recognised the need for further capacity building and were of the view that it would be helpful to have a Gender Working Group in the organisation.

## 5.5. Organisational Gender Issues

Respondents to the organisational gender assessment were asked specific questions about gender issues in the work place. This section will give an overview of the main findings.

To find out if there are any efforts made to ensure that there are respectful relations between men and women in the organisations covered, participants were asked to assess and provide some scoring for what had been done. Forty-one percent were of the opinion that a lot had been done on this, however 44 percent thought that nothing had been done. Fifteen percent said that ‘some’ attention had been paid to this issue.

**Figure 4: Attention paid to respectful relations between men and women**



*Source: Own data from Focus Group Interviews*

Exploring if the sector staff favour having a gender working group<sup>10</sup> instead of a gender focal point<sup>11</sup> (GFP) in their organisation, it is evident that they see merit in having a small group of persons, represented at all levels of the organisation working together to lead the gender mainstreaming process. Some of the interviewees agreed that this might be a better way to support the MoEN GFP since she had only recently been appointed. Moreover, this spreads the responsibility for gender to more staff, thus reducing the GFP's workload and may help in reducing any biases associated with the job. Also it is not easy to ignore a group, particularly when senior staff are involved.

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<sup>10</sup> A gender working group is a small group of people, usually with representation from different departments/units of an organisation, which is tasked with contributing to gender mainstreaming within the organisation in which they are based. Being more than one gender focal point can increase the potential impact of the gender work, but working group members' gender expertise and experience is oftentimes seen to be limited.

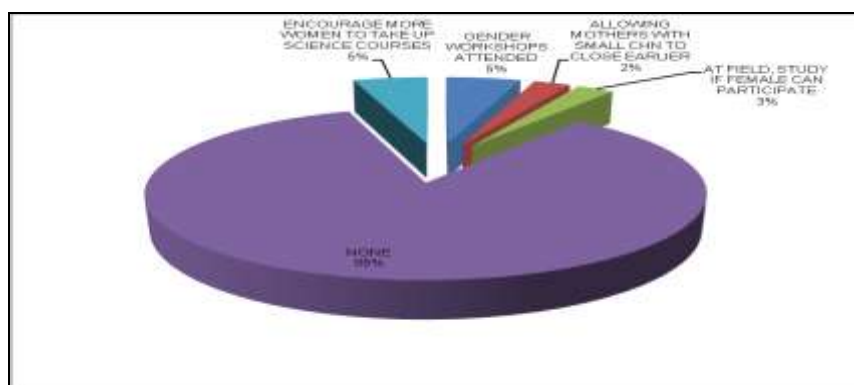
<sup>11</sup> A gender focal point acts as a resource person on gender mainstreaming and is a catalyst for gender issues in organisation, or their departments/units. A gender focal point alone cannot mainstream gender in an entire organization, as it needs strong management support and commitment. Gender focal points generally have the policy oversight and a monitoring role, which is needed to keep gender mainstreaming going. Gender focal points should be full-time positions, which should not be filled by junior staff.

When asked, most interviewees said that there were no specific gender issues in their work place, or they could not identify any. Others thought that the major issues were:

- To encourage women/girls to study science at school so that there would be more women qualified for jobs in the sector.
  - The need for capacity building and more gender training workshops.
  - Some respondents made a suggestion that mothers of young children could leave work early so they can spend more time with their children.
- See Figure 5 below.

There was some concern about finding out if women can actually cope with fieldwork in the sector. Most personnel, including some staff in the Human Resources (HR) units, felt that technical energy work was too difficult and rigorous for women. This is supported by the fact that most women in the energy sector can be found in administrative and office work.

**Figure 5: Work Place Gender Issues**



Source: Own data from Focus Group Interviews

What is seen as especially challenging for women, once married and with children, is working night shifts and doing constant field work. The few women who remain in the sector at this stage, negotiate to make a career shift to working in administration or in technical departments that do not require much field work, often with the support of their supervisors and the HR Departments. It was recognised that this has kept a few young women, who would have otherwise left the sector in pursuit of other jobs, at post working in their chosen profession and learning new things. However, the majority have moved into other jobs that are more conducive to their new gender roles while others opt out of such jobs and never enter the energy sector after their training.

Discussions revealed that some female staff, although working in a male dominated sector, can progress within the sector if they apply themselves and plan their lives in a way that it also favours their reproductive roles. There was general recognition that it is challenging for women, and young mothers in particular, to balance their working and family lives. Interestingly, one of the male respondents proposed that women should be given the option to work from home. Though a new concept, which would need some consideration and

the provision of facilities at home, this could enable women to work more efficiently.

There are first indications that men are becoming more interested in taking up family responsibilities. An indicator for this is that in some sector organisations, a number of men had requested for paternity leave. This practice was said to be gradually gaining root in the country, especially among some international NGOs.

Many staff in different public organisations drew attention to staff promotions within their organisations. Generally speaking, women find it more difficult to get a promotion than men do. In one of the organisations, an example was given of a number of female staff who had developed themselves through training with the hope of getting promoted, but this was not forthcoming. This had caused some anxiety among staff and management was trying to find a solution to the problem.

There was some discussion on how to make equal opportunities recruitment policies work, without compromising on standards. This was linked back to the issue of better education, training and capacity building for women to enter the sector and market themselves better. Others indicated that competency tests could be made more gender sensitive.

Some of the public sector organisations have women's associations that serve as a rallying point for their female staff to discuss their own specific issues and plan women specific activities. These associations are able to mobilise some funds from the organisation for their activities and also prove to be a good advocacy tool for gender issues. A good example is the Power Queens Club of the Electricity Company which successfully advocated for women to make medical claims for themselves and their families.

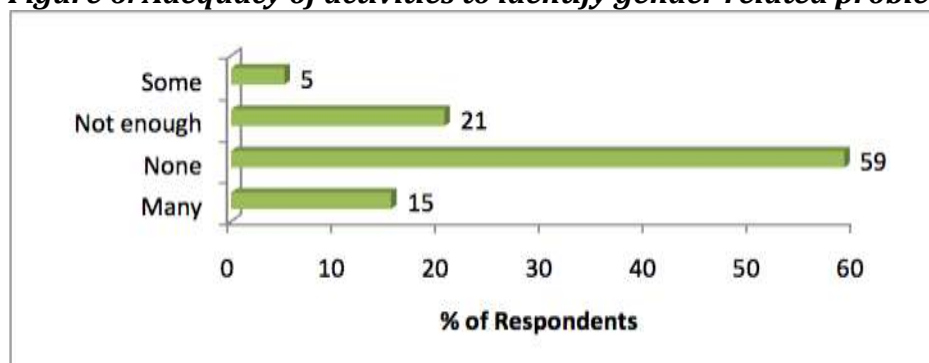
Discussions with most staff seems to indicate that sexual harassment is not an issue in this sector. Grievances generally are discussed with senior officers and personal matters are confided in colleagues and senior personnel who mentor others. There did not seem to be a clear cut, official grievance procedure under which sexual harassment could be reported. This may mean that even when there are cases of sexual harassment, they go unreported and consequently unresolved. One senior Human Resources Officer suggested that it would be good to have a policy to address any cases that may emerge and this could be led by the MoEN.

## **5.6. Addressing Gender through Programmes**

Having gained some knowledge of organisational issues in the sector, the audit also undertook a gender assessment of programmes in each of the organisations covered by the audit. This section presents the key findings from the public organisations interviewed during the gender audit.

Interviewees were asked to assess whether their activities adequately addressed gender related problems.

**Figure 6: Adequacy of activities to identify gender related problems**



Source: Own data from Focus Group Interviews

The gender audit shows that there is not much knowledge and application of gender, gender analysis and gender mainstreaming practices in energy planning at both individual and organizational levels, within the energy sector in Ghana. Only a few staff members who had participated in earlier gender and energy capacity building workshops sponsored by ENERGIA were aware of how to apply gender issues, gender analysis and mainstreaming in their energy related planning or activities, but they had neither the authority nor the supportive management systems to make use of such skills. They acknowledged that they needed capacity building, operational guidelines and institutional policies to support gender related work.

Table 7 below shows the results of a self-assessment by three of the audited organisations. In this self-assessment the organisations indicated the constraints and problems to integrating gender in their programmes and provided recommendations to overcoming these problems and constraints.

**Table 7: Organisations' Analysis Gender Issues in their Programmes**

<b>Ministry of Energy</b>		
<b>Programme/Activity</b>	<b>Constraints/Problems</b>	<b>Recommendations</b>
➤ Records keeping (safeguarding records, despatch of mails, managing file movement)	➤ There is some confusion as to whether this is mainly the work of women who tend to dominate in administrative work, or that of their male colleagues, especially in despatch and delivery services.	➤ Training and education on communication and job descriptions would be helpful
➤ Project Monitoring & Evaluation ➤ Attend monthly meetings ➤ Contract preparation and documentation	➤ Difficult for women to participate in monitoring trips and technical evaluation because of family responsibilities ➤ Lack of technical/practical skills among women staff	➤ Female staff members need more exposure to project technicalities so they can be more active. ➤ Female Officers should go on field trips for more practical training.
➤ Administrative and management issues	➤ Lack of recognition of women's and gender issues	➤ Form a Ladies' Club for women to work together and organise themselves to address gender specific issues.
<b>GRATIS Foundation</b>		
<b>Programme/Activity</b>	<b>Constraints/Problems</b>	<b>Recommendations</b>
➤ Recruiting girls/women to undergo our engineering programme	➤ It is very difficult to get girls enrolled; the ratio is now 1:5 (girls to boys) ➤ Women prefer our shorter-duration courses	➤ There is the need to educate the girls that they too can succeed. ➤ Authorities should reduce the duration of the course for women, to encourage them to stay on.
➤ Admitting girls/women to	➤ The ratio of girls to boys is 9:1	

undergo textile training		
➤ Installation of manufactured equipment or machines	➤ Beneficiaries are often reluctant to provide the needed assistance in installation. ➤ Female trainees do not have enough strength to carry large equipment	➤ Beneficiaries should be educated on the benefits of their new factories.
➤ Commitment fee payment	➤ Parents encourage their sons, rather than girls and hence they prefer to pay for the boys	➤ Government should reduce the commitment fee for women to encourage them to participate.
➤ Marketing of energy efficient wood stove for small and medium entrepreneurs.	➤ Most potential buyers complain about the price.	➤ Orientation on where and how to secure capital required to purchase such equipment.
➤ Design and manufacture of high capacity blenders.	➤ Design still ongoing	➤ Regular sensitization of participants and their initial participation in such projects.
➤ Design and manufacturing of new gari processing factories.	➤ Lack of funds	
➤ Palm oil processing project	➤ Need for capacity building for participants in particular projects.	➤ Educating participants on the issue of ownership to enable them to take better of facilities / technology provided.
➤ Shea butter processing project	➤ Sustainability of such projects when left to women alone.	➤ Sensitization of both men and women in communities will eliminate tension between women and their husbands over increased incomes.

➤ Groundnut processing	➤ Lack of cooperation between men and women working together on the same projects.	➤ As much as possible, Resource Persons or Gender Desk Officer must influence people to change certain cultural traditions related to gender.
➤ Skills training in pomade and soap making	➤ Cultural traditions in some communities that prevent women from performing certain activities that their male counterparts do. For instance IGAs are hounded by taboos around women's handling of money, cash crops and decision making.	➤ Same as above

#### **Volta River Authority**

<b>Programme/Activity</b>	<b>Constraints/Problems</b>	<b>Recommendations</b>
➤ Training (in-service and other kinds of training in general)	➤ Inability of women to participate due to heavy work schedule, not being released by supervisors and obligations to the family.	➤ Female staff are encouraged to participate in training programmes.
➤ Education for women on health issues and providing the appropriate medical screening e.g. breast screening, pap smear.	➤ Inability to organize many of these activities due to busy work schedule of organisers.	➤ Encourage women to visit the V.R.A clinic to have regular, medical screening and annual checkups.
➤ Talks and seminars on legal and social issues that affect women and children	➤ Poor participation of women at these meetings	➤ Sensitize female staff on the importance of these social and legal issues e.g. Interstate Succession Law.



In some organisations a full assessment could not be carried out during the gender audit, due to unavailability of the staff. Interviews with some key staff members were held however and provided the team with some findings about gender specific activities that these organisations are doing. The Director of the Energy Commission, for example, spoke about the need for more education for women to be more active in the sector because they tend to be better managers of energy resources. He gave examples of some solar and biogas projects for women that had done very well but because the women themselves lacked management skills and did not get continued support, the projects have gradually ground to a halt. On Monitoring and Evaluation (M&E), the Commission tries to integrate gender issues as much as possible, with the help of gender disaggregated data. They had a recently established an M&E Unit in the Commission that assists in regulating the activities of industry in the energy sector.

The Energy Foundation has women as one of its main target group. Since women spend so much time at home, it is much easier to educate them so that they pass the message on to their families, friends and communities. They also target women during their community education and other activities. In BOST, the HR Department showed an interest in more training on gender for the organisation staff.

When asked for their recommendations for making gender mainstreaming more effective in the sector, this is what the respondents mentioned:

- Increase gender awareness in sector activities.
- Programmes should be organised to keep management committed to fulfil promises.
- Good links with MOWAC to ensure proper gender work.
- Need to be more gender sensitive in planning and policy formulation.

## **5.9. Conclusions**

In the methodology section of this chapter a number of questions were listed which the gender audit would try to answer. Not all questions can be answered by the findings of the organisational assessment. What can be concluded is that female staff mobility is limited in the public energy sector institutions. There was general recognition that it is challenging for women, and young mothers in particular, to balance their work and family lives. Some women therefore decide to shift to office work in administration, or move out of the sector altogether. Women find it more difficult to get a promotion than men do. Competency tests could be made more gender sensitive, but the real solution should be found in better education, training and capacity building for women to enter the sector and market themselves better.

HR policies in the public energy sector tend to be equal opportunity for men and women. However, few women enter the sector. Looking at the male-female

staffing ratio in the public energy sector of Ghana it is clear that the nationally defined quota of 40 percent female representation is not reached, especially not in senior and management positions. In addition, gender expertise is missing in the public sector institutions, also on board and other decision-making bodies. This affects women's decision-making power within the organisations in which they are based. Having women's associations in an organisation has helped women in these organisations gain a voice. The Power Queens Club is a good example, as it managed to successfully advocate for women to make medical claims for themselves and their families.

Sexual harassment was not an issue many respondents recognised in this sector. The lack of an official grievance procedure under which sexual harassment could be reported could mean that even when there are cases of sexual harassment, they will go unreported and consequently unresolved. The recommendation was therefore made for the MoEN to take the lead in developing a sexual harassment policy that could be applied sector-wide.

The organisational assessment brought to the fore that some efforts are being made to address gender issues in the energy sector. The efforts, however, are scattered and not made by all organisations. It can therefore be concluded that most organisations pay little or no attention to existing structural inequalities between women and men. As a consequence, their programmes tend to perpetuate and entrench gender inequalities and further marginalisation of women and other less powerful groups.

## 6. Organizational Gender Audit of Private and Civil Society Organizations

This Chapter looks at gender mainstreaming efforts within private and civil society organizations (CSOs) that are active in the energy sector in Ghana. KITE (see below) assisted with the data collection for this part of the gender audit, which covered the six organizations and companies that were available and willing to participate. Most of these organizations are privately owned entities:

- *Biogas Technologies West Africa Ltd.*: a company that specializes in constructing anaerobic digestion systems for waste management.
- *Wilkins Engineering*: an engineering firm with a vision to become the first in provision of off-grid lighting to rural Africa by disseminating solar lanterns and being active in grid extension.
- *Anaset Company Ltd.*: a Ghana-based LPG company.
- *Toyola Energy*: an enterprise that fabricates and sells charcoal efficient cooking stoves to 30,000+ households a year in Ghana.
- *TechnoServe*: helps entrepreneurial men and women to build businesses that create income and one of the sectors in which it works is alternative energy.
- *KITE*: a not-for-profit development organisation and a leading actor in the Energy, Technology and Environment sectors in Ghana and the West Africa Sub-Region.

Semi-structured questionnaires were administered to selected staff and representatives of senior management, middle and lower level staff of the above six organisations. Specific effort was made to seek women in managerial positions. Focus Group Discussions (FGDs) were also conducted for a sampled mix of female and male employees in the middle and lower levels of the organizations. The typical focus group size ranged from four to eight staff. The FGDs gave better insight into the strengths and weaknesses of the organizations with regards gender mainstreaming. Some quantitative data in terms of staff numbers and the ratios of men to women were also collected.

### 6.1. Organizational Cultural Assessment

All six organizations that were interviewed make a conscious effort to ensure respectful relationship between their male and female staff. Based on their artefacts and symbols, Wilkins and Biogas Technologies Ltd. seem to be gender neutral in the use of their artefacts or symbols: no special sitting arrangement, bare walls (i.e. neutral environment), a flexible dressing code exists and there are common toilets for all. Anaset appears to be gender aware, although limited, due to the manual nature of the work. This gender awareness could be seen in staff team work and willingness of male staff to switch roles with female staff to

make their work a bit easier. Male staff support their female colleagues by lifting gas cylinders for filling and packing, which is a very strenuous task for women to perform. Male colleagues and supervisors also play a protective role in shielding their female colleagues from harassment by customers. Anasset staff celebrate special events like new birth through staff contribution.

KITE was seen as gender biased (towards females) by one staff member but others thought it was more gender neutral. KITE is the only organization that uses organisational funds to celebrate with staff on special occasions such as birthdays. The absence of a toilet in Toyola for all their staff could indicate possible gender blindness and is a source of discomfort, especially to female staff. The physical nature of the work in all organizations except KITE, makes it harder for women to join these organizations.

Only Wilkins and KITE were able to answer some questions on the past and present state of the energy sector and the National Energy Policy. This could be due to their involvement in the energy sector. For instance, KITE has collaborated with the Energy Commission on a number of projects and continues to consult the Energy Commission, Energy Foundation and the MoEN on a number of issues and *vice versa*. KITE has also written some papers and reports covering a host of issues in Ghana's energy sector. Wilkins also plays an active role in the sector and is currently part of the board working on the Renewable Energy Law.

On the other hand, TechnoServe is a development organization that targets the less privileged in society in rural areas such as farmers. Their projects are designed to build capacity and empower people to be more productive in their occupation, working closely with artisans and farmers and not directly in the energy sector. Anasset is an LPG entrepreneur, Toyola – a cook stove manufacturer, and Biogas Technologies – a biogas plant expert: all these are sub-sectors of the energy sector, which could explain these organisations' limited knowledge of issues in the energy sector as a whole.

As the National Energy Policy is still at draft stage, it cannot be used as a working document. Lack of knowledge of the National Energy Policy is expressed by about 83 percent of organizations audited, which is probably due to the unavailability of the document in question or lack of access to the draft Policy. However, indications given by Wilkins points to the fact that very few gender concerns were addressed in the draft energy policy.

All the respondents had heard about the MDGs but only Wilkins, KITE and Technoserve knew the content of the MDGs. All the organizations can be seen to be contributing to poverty alleviation (in MDG1) by creating jobs. Also, contributions to ensuring environmental sustainability (in MDG7) are being satisfied by all through the services and products they develop which range from:

- a) Improved cook stoves to ensure energy efficiency and decrease in demand for wood fuels (Toyola);

- b) Renewable energy technologies for light and heating purposes to reduce demand for fossil fuels (Wilkins);
- c) Capacity building and promotion of sustainable farming to retain or improve soil productivity and food processing and preservation techniques to increase market value and income (TechnoServe);
- d) LPG as clean fuel for cooking, heating and powering automobiles (Anasset);
- e) Use of organic materials for biogas generations as a means of waste management and energy for cooking, heating and lighting purposes (Biogas Technologies Ltd.);
- f) Design, implementation and promotion of energy efficient technologies such as improved cook stoves, improved charcoal production, Multi-functional Platforms, etc (KITE).

There are a lot of linkages in the services and products provided by the audited organizations to the achievement of the MDGs and more could be achieved if gender was specifically targeted.

## **6.2. Organizations, Management and Projects Analysis**

Data gathered from the gender audit shows that none of the six organizations audited considered gender in formulating their vision, goals or objectives. About four out of eleven respondents interviewed were gender blind while the rest were aware of gender issues. Only the KITE respondent had a very clear understanding of gender and this could be attributed to the presence of a trained Gender Focal Person (GFP) in the organization.

All organizations have an equal opportunity policy, which covers staff recruitment and promotions. In practice it is seen, however, that a number of these organizations are still largely male-dominated and find it a challenge to recruit more women. Also, very few projects are being engendered. One of the reasons for this could be that there is no GFP to sensitize and train project staff on gender issues and mainstreaming. Wilkins and Toyola are making a conscious effort to recruit more women into some key areas of their job due to the value they attach to gender and possible productive impact. Toyola initially met with some difficulties of men and women working together when it started to hire more female employees, but the arguments and misunderstandings have reduced over time.

Three out of the six audited organizations (TechnoServe, Wilkins and KITE) developed their institutional policy based on the Ghana Labour Act and Wilkins is a member of the Ghana Business Code (GHBC). The GHBC is a series of prescriptions based on UN Global Compact relating to human rights, labour standards, the environment and transparency in business operations, which includes specific women's labour rights, prohibits discrimination based on gender, prescribes that women and men be paid equally for the same work, and does not allow sexual harassment.

KITE is the only organization that has appointed a Gender Focal Person (GFP), who started employment seven to eight months before the gender audit took place. The GFP is working at a junior level and her main role is to give gender support to the organization to ensure efficient project development and implementation. The GFP reports to the KITE Management Team. Gender related activities are expected to be integrated into the organization's operational framework. This includes issues of staffing, gender equity, energy access by all especially women, and gender budgeting.

The semi-structured questionnaires were also designed to get data on gender considerations made in energy related project development and implementation. All the organizations identify women as part of the target group of active participants and beneficiaries for projects. Wilkins and Toyola consult women in their product design probably because of their products and market. Wilkins deals in renewable energy technologies such as solar systems for lighting and other purposes while Toyola manufactures improved cook stoves for wood fuel users. This means that they are able to identify barriers to women's participation in project activities and to take the necessary measures to overcome such barriers. For instance, men make decisions at household level and should be approached before the women, for their consent to women's participation and to buying improved energy technologies.

For Biogas Technologies W/A Ltd. women are the main beneficiaries of projects through provision of energy for cooking and heating purposes. Most biogas construction work is done by men, while women play a supervisory role. It does remain challenging to get women involved in the construction of biogas systems. Traditionally a woman is not supposed to do masonry and special efforts would be needed by the institution to get women to take part in the biogas system construction.

KITE also faced some challenges in its attempt to mainstream gender into projects such as the Multi-functional Platform (MFP) and Community Business and Sustainable Development (CBSD) project. Conscious efforts were made to recruit women into these projects as energy entrepreneurs, but due to cultural practices, the women were a bit reluctant to come forward and first had to seek the consent of their husbands.

When asked how gender activities are monitored in the energy sector, the KITE respondent said gender monitoring is done by Gender and Energy network through the GRATIS Foundation and the MoEN. It was recommended that people be made conscious of gender implications of programs or projects and that gender mainstreaming should be done at planning stage of programs. At Toyola, staff recommended that for women's empowerment, women should be encouraged right from primary school to go into the engineering sector.

### **6.3. Male-Female Staffing Ratio**

Table 8 below summarises the male-female staffing ratio for private energy sector organisations.

**Table 8: Breakdown of Staffing Information on Organizations Audited**

	Permanent			Temporary			Total	Percentage ( percent)	
Organization	Male	Female	Total	Male	Female	Total		M	F
Wilkins	22	3	25	100	0	100	125	97.6	2.4
Toyola	3	0	3	150	150	300	303	50.5	49.5
TechnoServe	55	18	73	-	-	-	73	75.3	24.7
Anasset	39	2	41	-	-	-	41	95.1	4.9
KITE	7	4	11	-	-		11	63.6	36.4
Biogas Technologies	8	5	13	Employs on site	Employs on site	-	13	61.5	38.5

*Note: Percentage of Male to Female staff = (Total number of Male staff)/ (Total number of staff)\*100 percent*

Some of the organizations like Wilkins and Toyola employ both permanent and temporary staff due to the demand and supply based nature of their job. This could mean that staff numbers increase during the peak season and decrease during the low season for business. Wilkins sells its products in the rural and peri-urban areas especially in non-grid areas thus making it more of an 'out-door' or field task. Information gathered from Wilkins shows that prospective female employees are most often deterred by the field nature of the job thus accounting for very few female staff, all of whom are administrative staff.

Toyola seems to have a good balance of male and female staff due to the components of the products which allows for a gender division of labour between staff. On the other hand no women are on permanent contracts. Women are said to manufacture the ceramic lining for the cook stove while the men fabricate the metal component. Anasset showed a huge gap between male and female staff mainly because the work requires lifting heavy gas cylinders for long hours, which most women find difficult, especially during pregnancy.

With the exception of KITE where men and women were found to be working as both administrative/support staff and projects staff, there was little evidence of any gender sensitivity in the allocation of jobs within the other organisations. The previous director of KITE was a woman. The fact that also within KITE gender balance could not be achieved, can therefore be attributed to the small percentage of female engineers in Ghana.

## **6.4. SWOT analysis to assess gender mainstreaming potential**

A SWOT analysis was carried out as part of the FGD to assess the gender mainstreaming potential in the organizations. The SWOT analysis was conducted for all organizations audited except TechnoServe<sup>12</sup>. Most of the focus groups found it a difficult exercise, due to lack of a clear understanding of gender and energy issues and linkages. Table 9 contains the overall result of the SWOT analysis.

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<sup>12</sup> All project staff are stationed at the Brong Ahafo Region and were away in the field at the time of the audit. The interview was therefore conducted at the Head Office in Accra, where mostly administrative staff is housed.



**Table 9: SWOT Analysis of Gender Mainstreaming Potential of Organisations Audited**

Strengths	Weaknesses	Opportunity	Threats
<p>Across organisations:</p> <ul style="list-style-type: none"> <li>➤ Team spirit and hard-working staff</li> <li>➤ Women can learn to work with technology: e.g. women make ceramic stove parts.</li> <li>➤ The organisation promotes the use of energy efficient technologies, which benefit women by improving their health and reducing drudgery.</li> </ul> <p>Toyola:</p> <ul style="list-style-type: none"> <li>➤ More sales representative opportunities available for women.</li> </ul> <p>KITE:</p> <ul style="list-style-type: none"> <li>➤ Has a gender desk and the necessary human resource to tap from.</li> <li>➤ Implements an Oil and Gas Sector Research and Advocacy Project which has a gender component</li> <li>➤ Learned from Multi-functional Platform project. Most beneficiaries were women.</li> </ul>	<p>Across organisations:</p> <ul style="list-style-type: none"> <li>➤ Women are traditionally not involved in some manufacturing</li> <li>➤ Technology for manufacturing products limits women involvement: e.g. fabrication of metallic parts for stove production.</li> </ul> <p>Anasset:</p> <ul style="list-style-type: none"> <li>➤ Shift system: some shift hours are inconvenient, especially to women.</li> </ul> <p>KITE:</p> <ul style="list-style-type: none"> <li>➤ Inadequate financial resources to conduct feasibility studies to engender projects.</li> <li>➤ The MFP project was not engendered from the design stage.</li> </ul>	<p>KITE:</p> <ul style="list-style-type: none"> <li>➤ Institutional support for gender mainstreaming e.g. from Ghana Research and Advocacy Programme</li> <li>➤ Available human resource and expertise plus government efforts to mainstream gender in the energy sector.</li> </ul>	<p>Across organisations:</p> <ul style="list-style-type: none"> <li>➤ There are cultural barriers for women to work in the energy sector.</li> </ul> <p>Anasset:</p> <ul style="list-style-type: none"> <li>➤ Technology is not gender (woman) friendly due to heavy weight of some gas cylinders.</li> </ul> <p>KITE:</p> <ul style="list-style-type: none"> <li>➤ Lack of specific direction, or strategy/plan for gender mainstreaming in the sector.</li> <li>➤ Gender mainstreaming is a low priority.</li> </ul>

## 6.5. Conclusions

Six private sector and civil society organisations in the Ghana energy sector were reviewed to establish if and how they practice gender mainstreaming in their operations and projects. Similar issues within these organisations came up that were also seen in the public energy sector organisations. These include: there are more women in administrative departments; it is hard to find qualified women; and women find it difficult to deal with night shifts or overtime. Also in some of these organisations work is physically hard and unsuitable for women, which is the reason some organisations have a very low score on the female-male staffing ratio.

The culture within the organisations shows that gender equity is strived for and that there are equal opportunities both in recruitment and promotion. KITE's previous director was a woman. On average, 26 percent of the staff in these organisations are female, and even though the private sector is not bound by the government target of 40 percent female staff set for public institutions, it is telling that also in the private sector this ratio is not met. The SWOT analysis makes it clear that recruiting women is a challenge, because of the lack of qualified women in the energy sector. Cultural barriers to women starting a career in this sector still exist.

All organisations see women as an important target group, though only two indicate that gender issues are integrated right from the project design stage. There is some variety in the way the organisations view women's adaptability to technology. Some think that women can learn, like the ceramic stove producers. Others think that women find it difficult to work with technologies that are not gender-friendly.

It is interesting to see that organisations that produce and market household energy technologies such as solar systems for lighting and other purposes and improved cook stoves do involve the beneficiaries during the product design stage. These organisations also understood the cultural barriers to women's participation in projects, being that men are making the decisions at household level and should be approached before the women for their consent to women's participation.

Comparing the findings for the Ghana energy sector private organisations with those of the public organisations, the private sub-sector overall seems more gender aware than the public sub-sector. However, there is the need to build more capacity to translate this gender awareness into increased gender responsiveness. There could also be learning and sharing of lessons between the public and private organisations in the sector.

The SWOT analysis further suggests that the government in Ghana could undertake more efforts to mainstream gender into the energy sector. Gender mainstreaming was said to have a low priority and lacks direction or a strategy. An immediate opportunity for gender mainstreaming the energy sector could be

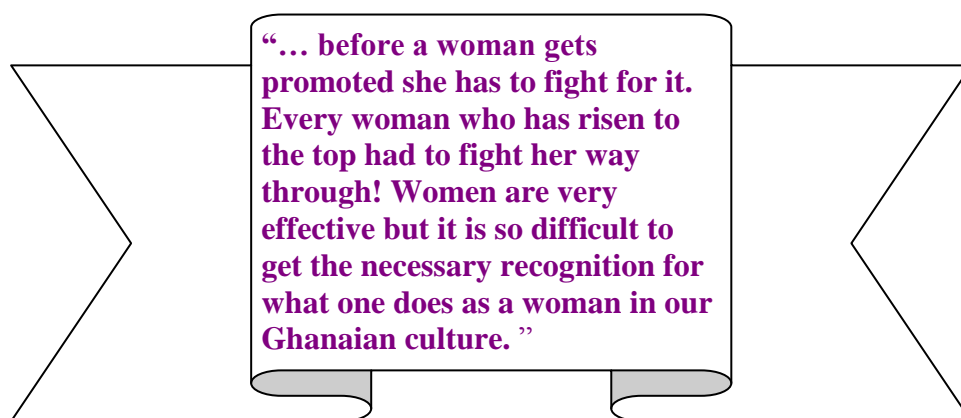
the provision of institutional support in gender mainstreaming by organizations like the Ghana Research and Advocacy Programme, as well as capacity building on gender and energy in the country, thus creating more expertise.

## 7. Senior Women and Female Staff Associations in the Energy Sector

The importance of role models and the strength that vulnerable and marginalised women gain in forming groups cannot be underestimated in promoting gender equality, especially within male-dominated sectors. The gender audit therefore chose to interview women in senior positions, as well as female staff associations to see if they could provide suggestions for a possible mechanism to bring about more effective gender mainstreaming in the sector. The senior women identified key gender issues in the energy sector, proposed solutions and critically reflected on what could be done to enhance women's career development in the energy sector. The Chapter further looks at best practices of female staff associations in the energy sector and concludes with some recommendations for women's career development in the sector, with reference to female associations as a good model. Actual quotations from these women are attached with anecdotes in Appendix 8.

### 7.1. Women in Senior Positions

Ten senior women officers of different energy institutions were consulted during the gender audit, through face-to-face, email and telephone interviews.



### 7.2. Addressing Key Gender Issues in the Energy Sector

The core gender issues in the energy sector that were identified by the women fell into three groups:

- **Women's energy needs:** Women's energy needs and the contribution of energy to the enhancement of women's work, mainly in relation to household energy are not considered.

- **Women in the energy sector:** Because the energy sector is highly technical, which appears not to be an attractive subject area for women, there is male dominance in the sector at all levels of the corporate ladder, including at energy policy planning and decision-making levels. Most of the women staff in the sector are at junior levels, working as cashiers or in administration. Sometimes this is a conscious choice women make to balance work with family life. However it excludes them from the core business and also disqualifies them from participation in most training programmes to advance their careers. Promotions are mostly taken by men. In the manufacturing sector, it is particularly difficult for women to advance.
- **Work environment:** Some of the organisations require working extra hours, sometimes even on weekends. This is especially challenging for women who have more family responsibilities at home than their male counterparts. In cases women have to commute long distances to work, this makes it particularly challenging for them to work extra hours. Some specific women's issues are the need for separate changing rooms for female engineers and technicians as well as helping women deal with inconvenient work shifts.

The women proposed solutions in three categories:

- **Education and training:** Young girls need to be encouraged to learn science and maths so they can branch into technical areas. The job market seems to be moving in that direction so the earlier girls are empowered to fully compete the better. Shorter duration of training courses would help women who already work in the sector to develop their careers, while sponsorships and scholarships would make it possible for more women to get further training for self-development.
- **Incentives:** Initiatives like this gender audit can help identify women who can address the gender imbalance and bring the specific concerns of women to the fore. Affirmative action is needed to ensure that more women enter the technical job market.
- **Work environment & policies:** There is a need for flexible working hours for nursing mothers and those with young children. This calls for integrity, independence and accountability on the part of women staff in delivering on their targets and assignments. It is important to note that this would create a need for facilities like the internet, telephones and IT equipment at home to make flexible working hours possible. Organisations should also consider having nursery facilities in the office as childcare support for nursing and young mothers. Sexual harassment remains a silent issue, so it would be good to have a general sexual harassment policy developed for the sector.

### 7.3. Women's Career Development

These senior women identified five factors, when asked about what contributed to their success:

**Hard work, commitment and dedication:** Hard work and the willingness to learn about all aspects of the company's business. Fighting hard and patiently to get to the desired position, including taking a career break to pursue further education. Willing to start small and stay focussed till the job is done. Striving to do things well, to the best of one's ability so that one can win the respect and admiration of all the people she works with, especially her seniors. Having a lot of interest in the sector and being committed to seeing Ghana benefit from one's work.

**Exposure:** Exposure to various areas including supervisory positions and management. Being a pacesetter for women to organise themselves into an influential association, which can advocate for women's issues within the organisation.

**Adaptation:** Getting used to working with men and their ways of doing things. Learning to adapt to and take advantage of an enabling environment for the promotion of gender equality, even if it is a slow process. Embracing challenges helps in managing the gender related aspects of the work environment.

**Opportunities:** Taking advantage of opportunities with a view to their long term positive impact on one's career. Being able to work where one's family lives. Even with night shifts one should struggle to cope with it and then talk to supervisor and get the support of relevant departments like the HR Unit to get moved from one unit to a more suitable one.

**Motivation and support:** Having the support of colleagues is crucial to balancing the many different roles women have and to drawing strength when fighting for promotion or transfer. The presence of women's organisations encourages women -especially those in the junior ranks- to develop themselves through training. Also, religion was recognised as a form of support to keep doing one's duty.

#### Motivation to continue with current work

Asked about what motivates them to continue in their current occupations, the women had this to say.

- Challenging nature of work and a lot of interaction with many different people from all parts of the world makes the job very interesting.
- The desire to make a positive difference in the lives of others, see things change for the better and the system improve.
- Friendly and supportive organisational culture with flexible working hours and progressing well career-wise.

- Recognising that other female staff need a role model in fighting for their rights and therefore willing to fight all kinds of stigma.
- Interest in the oil and gas sector and being one of the pioneers, including the need to do this for the public and not the private sector, for the benefit of the people.

### **Changes that they would have liked to make in their working lives**

- a) Organisations should recognise the performance of junior employees as well as long service, as an incentive for them to grow professionally.
- b) Job rotation to improve the work environment.
- c) Have more staff, especially women, trained on coaching so they can coach other staff.
- d) Implementation of Affirmative Action to provide a quota for women to participate in decision making.
- e) More companies should have women directors.
- f) There should be national orientation to get more women into engineering and manufacturing sectors.

## **7.4. Female Staff Associations in the Ghana Energy Sector**

Some of the organisations in the sector had women's associations which served as a rallying point for female staff to discuss their specific issues and enjoy some social activities together. A few issues that came out of discussions with executives of Petroleum Ladies' Association (PELA), Tema Oil Refinery Ladies' Association (TORLA) and Power Queens Club were as follows:

- Most of these groups are recognised by and receive support from their organisations. The support included financial and moral support to undertake activities. This management support made a big difference in their capacity to function as the mouthpiece of women, as a group.
- Most of them, like the Power Queens Club, had become a strong advocacy tool for women staff to address specific issues and problems.
- When well organised, they have also been very effective in helping women to build their confidence and develop their careers.
- Some of these groups had reduced efficacy but they were mostly well recognised by all staff, including male staff.

#### **Box 4: Case Study of the Power Queens Club**

The Power Queens Club (an apt name for a powerful group!) of the Electricity Company of Ghana was founded in the late 1980s. It began as a pressure group for female staff of the company who sought to mobilise themselves to fight for better conditions of service. Consequently, it worked hard to ensure that at the time of writing this gender audit report, female staff members' families were also entitled to the company's medical cover, like their male colleagues. They had also encouraged all women especially those in the junior ranks to develop themselves through training. Unfortunately, this had not translated into increased promotions as the system was choked, with very little staff mobility and stagnation of staff progression. This is particularly frustrating for female staff who have to go the extra mile to further their education, only for it to yield very little results, in terms of real promotion.

One of the leaders of the Club spoke of their strong commitment to support each other and fight for their rights but acknowledged the frustrations and pitfalls that lie in the way of all those who fight for social change. "Sometimes, as a pacesetter, I feel victimised and sidelined by the organisation for my conviction and determination to fight for women's rights but I will not give up because I have a lot of support from my female colleagues."

The group is sustained by membership dues that are deducted from the salaries of all female staff. The management of ECG has been very supportive of this dynamic women's group and provides funds and political will to support their activities.

## **7.5. Conclusions**

As was seen in previous chapters, Ghana's energy sector is a largely male-dominated sector. This starts in schools where boys, more than girls, tend to choose science and maths. The women who do find their way into the sector, find it very difficult to make a career in this sector. Most women work in junior, or administrative positions. There are a number of factors that play a role, but key factor identified by senior women working in the energy sector is that women have to balance work with family life more than men. This strongly limits their flexibility in terms of working extra hours, participating in a training to advance their careers, and promotions therefore tend to go to men.

For women who are successful in building a career in the energy sector, it has taken a lot of hard work, commitment, adapting to the way that men work and oftentimes obtaining support from colleagues to get to where they are. These women see themselves as pacesetters and role models for other women. Based on their experience, they recommend more girls to be encouraged to follow technical studies, already starting with science and mathematics at an early age. They also recommend more flexibility in the workplace, in terms of working hours and being able to work from home. This would make it easier for women to combine work with family duties. An Affirmative Action Policy and a general sexual harassment policy for the energy sector are policies that these women recommend. Finally, having a women's association in the workplace does help women to organise themselves, put gender issues on the agenda and gain confidence in their work.



## **8. Role of Energy and Gender in Achieving the Millennium Development Goals in Ghana**

Ghana is making progress in many areas towards the attainment of the Millennium Development Goals (MDGs). However some outstanding issues remain for which critical attention is required. The 2008 Annual Progress Report of the country's National Development Planning Commission indicates that the country is on track to meet all MDGs, with the exception of MDG7b (NDPC, 2009).

During the gender audit of the energy sector, the following table was prepared in consultation with UNDP Ghana. It outlines the contribution of energy programmes to the achievement of the MDGs in the country as at December 2009.

**Table 10: Gender Analysis of the Role of Energy Programmes in Ghana in Achieving the MDGs**

MDGs	Contribution of Energy to achievement of MDG
<b>Poverty &amp; Hunger</b>	<p>Number of jobs created through provision of energy, and for whom (number of women/men)</p> <ul style="list-style-type: none"> <li>➤ 15 energy-intensive enterprises have been supported to enhance the profitability and operational efficiency.</li> <li>➤ All the enterprises are owned and operated by women's groups.</li> <li>➤ As a result, 350-400 jobs have been created.</li> <li>➤ 95 percent of the beneficiaries were women and 5 percent were men.</li> </ul>
	<p>How the fuel policy and practice affected transport and who has been affected</p> <ul style="list-style-type: none"> <li>➤ With the liberalization of the petroleum industry, fuel prices have been volatile and unpredictable. It has led to frequent increases in transport fares, and consequently in the prices of goods and services on the local market.</li> <li>➤ These increases have affected both men and women. The livelihoods of women have been particularly hard hit since women dominate the informal sector.</li> </ul>
	<p>How availability of various energy forms affect roles of men &amp; women in food production and processing</p> <ul style="list-style-type: none"> <li>➤ The availability of motive power has resulted in an influx of men into food processing.</li> <li>➤ Most grain mills are owned and operated by men.</li> <li>➤ However, new donor funded projects are increasingly providing opportunities for women to own and operate new energy-intensive enterprises in the food/agro processing area, e.g. the multifunctional platform project of the UNDP has targeted women as the main beneficiary.</li> <li>➤ The availability of modern cooking energy (LPG) seems to be more readily accepted by the few men in the commercial food vending industry than the women.</li> <li>➤ Household cooking is still the preserve of women, who still rely predominantly on biomass (fuelwood and charcoal)</li> </ul>

<b>Universal Primary Education</b>	Proportion of schools electrified and where they are <ul style="list-style-type: none"> <li>➤ Only 14 percent of primary schools have access to electricity, only 58 percent of Junior Secondary Schools have access to electricity, and all Senior Secondary Schools (100 percent) have access to electricity in the three northern regions (northern, upper east and upper west regions).</li> </ul>
	Proportion of staff houses electrified and retention of teachers: <ul style="list-style-type: none"> <li>➤ There is no information available specifically on the electrification of teaching staff houses.</li> <li>➤ However, their level of electrification will be close to the general electrification access of communities in the areas.</li> <li>➤ In the three northern regions as a whole, the access to electrification from the national grid is about 28 percent.</li> </ul>
	Staff houses using solar for heating <ul style="list-style-type: none"> <li>➤ No staff houses use solar for heating.</li> </ul>
<b>Gender Equality</b>	Number of houses having modern energy sources <ul style="list-style-type: none"> <li>➤ The number of houses with access to electricity in Ghana as a whole is about 50 percent.</li> <li>➤ For the three northern regions the access rate is well below the national average: Northern 28 percent, Upper East 15 percent, and Upper West 17 percent.</li> </ul>
	Gender division of labour in access to fuelwood: Who gathers fuelwood? <ul style="list-style-type: none"> <li>➤ Traditionally the task of gathering fuelwood has been the role of women.</li> <li>➤ However many men are now engaged in the sector, primarily as an income generating activity in the booming fuelwood markets.</li> <li>➤ In rural areas women still gather most of the fuelwood used in the home, however with the increasing distances to cover to collect fuelwood, many men are helping with the use of bicycles for fuelwood collection to support household fuelwood needs.</li> </ul>
	Amount of time taken to gather fuelwood <ul style="list-style-type: none"> <li>➤ This varies according to region and locality, but on the average it can take 3-4 hours to gather the fuelwood requirements for a week for the average household.</li> </ul>

	<p>Distance travelled during fuelwood collection</p> <ul style="list-style-type: none"> <li>➤ For household use, women and children often travel about 5-8 kilometres in peri-urban areas and 3 kilometres in rural areas.</li> </ul>
<b>Reduce Child Mortality</b>	<p>Proportion of health facilities without electricity and essential fuel sources</p> <ul style="list-style-type: none"> <li>➤ All hospitals and health centres located in urban areas (population greater than 5,000) have access to electricity from the national grid.</li> <li>➤ LPG is also available within 10 km of such facilities.</li> <li>➤ In the rural areas, 85 percent of Community-based Health Planning and Services (CHPS) compounds, 67 percent of clinics and 50 percent of health centres have no access to electricity services.</li> </ul>
<b>Improve Maternal Health</b>	<p>Proportion of health clinics with no illumination for night-time emergency deliveries</p> <ul style="list-style-type: none"> <li>➤ All hospitals and health centres located in urban areas (population greater than 5,000) have access to electricity from the national grid.</li> <li>➤ LPG is also available within 10 km of such facilities.</li> <li>➤ In the rural areas, 85 percent of CHPS compounds, 67 percent of clinics and 50 percent of health centres have no access to electricity services</li> </ul>
<b>Combat HIV/AIDS &amp; Other Diseases</b>	<p>How access to electricity for communication (e.g. Radio &amp; TV) enables women's empowerment through public information</p> <ul style="list-style-type: none"> <li>➤ The penetration of radios in households is 100 percent, with some households having more than one radio.</li> <li>➤ An increasing number of development agencies are using the radio as a medium to disseminate important information on common health issues, women's rights and development opportunities.</li> <li>➤ The vast majority of listeners still rely on batteries for energy to power these small appliances at a very high cost.</li> <li>➤ The penetration of TV is very low in rural areas and lack of access to electricity makes this medium less sustainable even for those who acquire this asset.</li> </ul>

	<p>How access to electricity enables increased effectiveness in delivery of health services.</p> <p>Electricity from solar improves delivery of health services by:</p> <ul style="list-style-type: none"> <li>➤ Encouraging health staff to stay in villages (Zuo clinic in Tamale rural)</li> <li>➤ Enables the storage of vaccines for immunization programmes (Bendi clinic in East Mamprusi district)</li> <li>➤ Facilitates patient examination and treatment e.g. infusion drips</li> <li>➤ Facilitates safe delivery of babies (Garzhiegu clinic in Tamale rural)</li> </ul>
<b>Ensure Environmental Sustainability</b>	<p>The most affected by resultant biodiversity losses is the local population:</p> <ul style="list-style-type: none"> <li>➤ Increased distances to travel to gather fuelwood either for household use or for the fuelwood markets.</li> </ul>
	<p>Investments made on cleaner energy systems (e.g. solar, biofuels)</p> <ul style="list-style-type: none"> <li>➤ In urban areas households are making investments in LPG equipment to move from charcoal and fuelwood to the use of LPG for cooking.</li> <li>➤ Investments are made in improved cookstoves such as the Gyapa improved charcoal stoves and Ahibenso stoves.</li> <li>➤ In the area of biofuels, one significant investment has been made in the cultivation of large scale jatropha plantation by Biofuels Africa.</li> <li>➤ Other initiatives by NGOs are targeting the development of community-based jatropha plantations.</li> </ul>
<b>Develop Global Partnerships for Development</b>	<p>Global partnerships developed for the delivery of energy services</p> <ul style="list-style-type: none"> <li>➤ Affordable Lighting for All (a public private partnership project with Philips lighting, to roll out affordable solar modern lighting products in Ghana).</li> <li>➤ Lighting in Africa (an International Finance Corporation initiative to promote the penetration of modern lighting products in four African countries - Ghana, Kenya, Tanzania and Uganda).</li> </ul>
	<p>How partnership targets the most vulnerable (women &amp; girls)</p> <ul style="list-style-type: none"> <li>➤ No specific gender strategies observed in these partnerships.</li> </ul>

## 8.1. Conclusions

The information in this chapter clearly shows that improved access to modern energy is a contributing factor to achieving the MDGs in Ghana. The sectors that have mainly been reached have been the health and education sectors, particularly in the urban areas. Women and girls benefit through improved maternal health care. Access to modern forms of energy in the households, especially in rural areas, has lagged behind.

The examples in the table show that women still mainly cook with biomass and have to spend three to four hours a day, walking five to eight kilometers to collect fuelwood, as well as face the health impacts from cooking in smoke. What is seen with the volatility of oil and gas prices is that women get hit hardest, as they dominate trade in the informal sector. The availability of modern cooking energy (LPG) seems to be more readily accepted by the few men in the commercial food vending industry than by women.

The examples show that most initiatives in the energy sector do not have specific gender objectives, meaning that especially in the household and informal sectors women have not been able to benefit from improved energy access. In the few examples that have especially targeted women, it is seen that jobs and income have been created and that women, by owning and managing energy enterprises may also be socially empowered, and thus directly contribute to attaining MDGs 1 and 3. It has often been shown in studies that if women's income is increased this will immediately benefit their families and could therefore also indirectly contribute to the other MDGs, especially those related to schooling and health. To fully meet the MDGs therefore, it will be crucial for energy policies and programmes to take a gender approach and target those sectors in which women mostly find themselves, i.e. the household and informal sectors.

## 9. Conclusions, Gaps, Recommendations and the Way Forward

The gender audit of Ghana's energy sector sought to strengthen the Ministry of Energy's commitment to gender equality goals and processes. In order to do this, gender assessments were made of the energy policy, and also of organisational policies, procedures, systems, practices, and gender expertise and competence. The gender audit further included similar gender assessments of public, private and civil society organisations that are working in the energy sector.

The key areas for analysis were:

1. The gender and energy situation in Ghana;
2. The national energy policy;
3. Organisational, management and programme/project level gender issues;
4. Gender analysis of private sector energy organisations.
5. Senior women staff and female staff associations in the energy sector;
6. Roles of energy and gender in achieving the Millennium Development Goals.

The audit is a result of collaboration between the Ministry of Energy, Ghana, the Gender and Energy Network Ghana, GRATIS Foundation and ENERGIA, the International Network on Gender and Sustainable Energy with contribution from the UNDP.

The gender audit team consisted of a coordinator, an energy specialist, a gender specialist, a gender and energy specialist, and three high level staff members from the Ministry of Energy. The key features of the audit were that it was participatory, evidence-based and that it sought management buy-in and support. Various qualitative and quantitative data collection methods and tools were employed, including a literature review of the gender and energy situation in Ghana, a questionnaire/scoring tool, and organisational development tools like a human resources survey, the Onion of Hofstede, and focus groups discussions at all levels of the organisation.

### 9.1. Conclusions

Women are vital to Ghana's economic development, as they constitute a major part of the work force in the agricultural and informal sectors. Women constitute 52 percent of the agricultural labour force and 95 percent of the women are employed in the informal sector. However, women in Ghana lack decision-making power at all levels of society, from the household to the national level, and they consequently have limited access to resources such as land, credit, and markets. In the domestic sphere, women are responsible for tasks such as

collecting fuelwood, fetching water, cooking, cleaning and taking care of children as well as producing the food consumed in the household. This means that with the increasing dependence on biomass in the Ghana energy sector, women are especially affected by increased drudgery from collecting fuelwood and by negative health impacts from indoor air pollution. There are implications in the food processing and micro businesses that women operate, as many of these businesses are based on process heat and are energy intensive.

The gender audit revealed that there is marginal knowledge and application of gender, gender analysis and gender mainstreaming practices in energy planning at both individual and organizational levels within the sector. Very few personnel interviewed were aware of gender, gender analysis and mainstreaming in their energy related activities and most of them did not have the authority to apply these in their work. They further lacked the necessary supportive management systems to make use of such skills where they were existent. Most respondents acknowledged that they needed capacity building, operational guidelines and institutional policies to support gender related work

A closer look at the policy environment for gender programmes and projects in the energy sector reveals that the vision and mission of the Ministry of Energy do not have any explicit gender supportive statements. The gender audit took place before the National Energy Policy (NEP), was published in February 2010. The NEP which was approved by cabinet and signed by the Energy Minister in February 2010 does include a separate gender section, with the policy goal to mainstream gender in the energy sector. Though the inclusion of gender in the NEP is a major step forward, the challenge that remains is to ensure that adequate budget provision is made to mainstream gender concerns for gender and energy interventions..

Even with MOWAC's efforts to work more closely with the MDAs to exchange information, build capacity and ensure that more steps are taken to effectively mainstream gender and apply gender analysis in policy planning and implementation, it is evident that more work needs to be done to actively engage the Ministry of Energy. The Ministry of Energy has made some efforts to address poverty and the often implicit gender issues.

Other players in the sector, with the exception of a few, do not apply gender assessment or gender mainstreaming in their policies, budgets, and programs/projects. In addition, female representation in the work force of the entire energy sector (both public and private sector organisations) is low. With an average of 25 percent female staff, the energy sector needs to do more to meet the nationally defined quota of 40 percent female representation in public institutions. This is especially so for senior and management positions. This affects women's decision-making power in the organisations in which they are based. It was noted that having women's associations in an organisation helped women in these organisations to gain a voice and promote women's issues.

Despite the fact that a number of women have been able to progress in their energy organisations, there was general recognition in both the public and



private sector organisations that women are working more in administrative departments, that it is hard to find qualified female engineers, and that women find it difficult to deal with night shifts or working overtime, as that interferes with their gender roles at home. Linked to this, women find it more difficult to get a promotion than men do, though this was more of an issue in the public sector than in the private sector (see below).

Comparing the findings for the Ghana energy sector private organisations with those of the public organisations, the private sub-sector overall seems more gender aware than the public sub-sector. Exemplary to this is that all six audited private sector organisations regard women as an important target group. Two of these, the two that produce and market household energy technologies like solar systems and cook stoves, indicated that gender issues are integrated from the project design stage. These organisations also understood the cultural barriers to women's participation in projects. These barriers were seen to be that men are making the decisions at household level and they should therefore be approached before the women for their consent to women's participation.

The gender audit has shown that improved access to energy is a contributing factor to achieving the MDGs in Ghana. The sectors that have mainly been reached have been the health and education sectors, particularly in the urban areas. Women and girls benefit through improved maternal health care for example. Access to modern forms of energy in the households, especially in rural areas, has lagged behind. In the few examples that have especially targeted women, it is seen that jobs and income have been created and that women, by owning and managing energy enterprises may also be socially empowered, and thus directly contribute to attaining MDGs 1 and 3. To fully meet the MDGs therefore, it will be crucial for energy policies and programmes to take a gender approach and to target those sectors in which women mostly find themselves, i.e. the household and informal sectors.

The following sections present the gender gaps identified during the audit process, the recommendations and the way forward.

## **9.2. Gaps**

During the gender audit, a number of gaps were identified that, if addressed, could improve the situation. Since the main focus of the audit has been on leading policies and programs in the energy sector, and on organisational and cultural issues, this will be the subdivision followed in presenting the gaps and ensuing recommendations.

## **Energy Policies & Programs**

- a) There is lack of knowledge of the national energy policy as expressed by about 83 percent of organizations audited. This is probably due to unavailability of the energy policy document or lack of access to the draft policy.
- b) Despite the fact that the SNEP recognises gender as an important issue, it does not make clear who should take responsibility for gender sensitive initiatives, nor is there any implementation plan to indicate how the SNEP will be implemented. In practice this means that many ensuing policies, plans and programmes do not take gender into account.
- c) The absence of effective technical support from gender focal points (where they existed) resulted in gender issues not being incorporated in key corporate planning processes.
- d) The contribution that gender mainstreaming can make towards MoEN achieving its policy and programme objectives is not well understood by the Ministry staff.
- e) Policy and program planners require data in order to develop comprehensive policies and programs. Lack of gender disaggregated data in the energy sector has had a negative impact on men and women in this sector as their needs are not properly identified or analysed prior to any energy policy or program development.
- f) There is inadequate stakeholder consultation, particularly with end-users, in policy and program development. This means that women's energy needs are, more often than not, not taken into account in these program and policy processes.
- g) Gender mainstreaming is a process that requires personnel trained in gender, and a budget to implement gender related activities to address specific gaps that may exist. The audit showed that gender budgeting is not applied in the energy sector, despite requirements by MOWAC for each ministry to have a specific budget allocation for gender actions.

## **HR and Organisational Issues**

In general, the energy sector organisations do not consider gender when formulating their vision, goals or objectives. This has implications for subsequent programs and activities, which in the majority of the cases, are also not gender responsive.

- a) Only three of the 17 audited organisations have gender experts among their staff, who could point at gender issues within the organisation and in the organisation's programmes and activities and help address them.
- b) The gap between boys and girls taking science and technology at school is high (girls constitute 30.4 percent). This means that it is hard to find qualified women to fill positions in the energy sector.
- c) There is limited staff capacity at the MoEN to effectively apply gender analysis and mainstreaming and assist the other agencies in the sector.

- d) Most personnel interviewed in energy sector organisations were not aware of gender, gender analysis and mainstreaming in their energy related planning or activities, nor did they have the capacity to apply these in their work.
- e) Women are underrepresented in the staff of the energy sector organisations, both in the public and private organisations, and more so in senior and management positions. This limits the voice professional women in the sector have, as well as their decision-making powers. Having women in decision-making positions will increase the likelihood of gender issues being taken on board in policy and program development.
- f) There is no affirmative action for the recruitment and promotion of women in the energy sector. Affirmative Action was questioned in numerous interviews and focus group discussions, as it was thought to bring down the quality level of staff. Women were seen to find it harder to get a promotion than men.

## 9.3. Recommendations and the Way Forward

### Energy Policy & Programs

- a) The Gender Audit Team should prepare a formal presentation for the Minister and senior management of MoEN and related organisations, to provide clear justification for the need for the sector to incorporate a gender mainstreaming approach in its policies, plans, and programmes.
- b) MoEn with MoWAC should review through a gender lens, the National Energy Policy and other corporate plans with the aim of developing concrete measures to create a gender responsive energy policy which incorporates gender objectives, gender sensitive indicators for monitoring and evaluation, and a budget for implementing gender activities.
- c) Ghana's energy sector organizations should analyze and act upon women's specific needs to integrate a gender perspective into the activities they undertake and the services provided.
- d) As there are some best practices of gender integration in programmes in the Ghana energy sector, organisations within the sector should link up and learn from these experiences.
- e) MoWAC should review Ghana's regional and international commitments (United Nations, AU, etc.) and identify sources of support/funding for gender mainstreaming in energy. MoEN should identify these resources systematically and develop a medium-term plan to utilize them, integrating them with local resources available through such agencies as the MOWAC.
- f) Increased awareness of the availability of resources and the development of national, regional, and international partnerships for gender mainstreaming will maximize the resources available to MoEN for this purpose. MoEN will need to formulate well-researched funding proposals

- to access resources and work closely with the Ministry of Finance, the National Development Planning Commission, etc. to secure funding.
- g) There did not seem to be a clear cut, official grievance procedure under which sexual harassment could be reported.

## **HR and Organisational Issues**

As the energy sector moves towards more people-centred approaches, more staff with social science backgrounds may be needed to augment the energy skills of current technical staff. In addition, technical specialists should be trained in participatory approaches with a gender perspective. As new staff members are recruited, this could be an opportunity to put responsibility for gender mainstreaming in new job descriptions.

- a) It would be useful for the Energy Sector to incorporate gender mainstreaming responsibilities into the job descriptions of staff at specific departments and provide training for regular Monitoring and Evaluation of gender activities as part of their normal schedule. Incorporation of gender in job descriptions will ensure that the mainstreaming is indeed undertaken and monitored.
- a) The various departments could then work with the Gender Desk Officer of the MoEN to form the Gender Working Group with two other staff who are strategically placed to be able to influence decision making within the sector.
- b) Staff recruitment and promotion policies are to be reviewed to ensure that competency tests and other selection criteria are gender sensitive and actually encourage more women to enter the sector and stay employed in it.
- c) For those women already in the public service, the Government encourages participation in training. Women should be encouraged to take this seriously and build their skills and capacity in order to prepare themselves for higher positions in the sector.
- d) Representation of women in decision-making positions within boards and committees should be promoted as per the Government's promise of Affirmative Action of 40 percent.
- e) Regular capacity building on gender is required to ensure that staff have the knowledge and skills to integrate gender successfully into their day-to-day activities.
- f) Gender training should be integrated within in-service training programmes currently provided by the sector, to enable staff to look at energy development through a gender lens. Provisions should be made to offer promotion incentives to those who participate in the training by including gender mainstreaming as part of their new job descriptions.
- g) The formation and strengthening of women's associations should be encouraged as part of gender mainstreaming initiatives in the sector, to give women a stronger voice.
- h) It is laudable that staff in GRATIS Foundation receive sensitisation and sharing of information on gender at staff meetings. Other organisations

could introduce this activity at their staff meetings to create awareness. This would lead to gender responsive policies and programs.

#### **9.4. Further Steps**

The results of the gender audit have been presented in this report.

Before finalisation of the report, a validation workshop was held on 24th November, 2009 with key stakeholders in the Ghana energy sector. Inputs were received for finalising the audit report and drafting a gender strategy to address the gaps identified in the audit.

In order to ensure that there will be follow up to the recommendations of the Audit, a Strategy has been developed, see below. The gender strategy will be presented to the MoEN for official endorsement and follow-up by the Ministry. The Strategy will be included in the Audit brochure, a separate document that will be used to disseminate the findings and recommendations of the audit locally and internationally. The brochure will also be used as a policy brief.

# APPENDICES

# Appendix 1: References

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# Appendix 2: Framework for the Gender Audit

## ANALYTICAL FRAMEWORK ORGANISATIONAL GENDER AUDIT OF GHANA'S ENERGY SECTOR

### Introduction

A participatory gender audit is a tool and a process based on a **participatory methodology** to promote **organizational learning** at the individual, work unit and organizational levels on how to practically and effectively mainstream gender. A gender audit is essentially a “**social audit**”, and belongs to the category of “quality audits”, which distinguishes it from traditional “financial audits”. It considers whether internal practices and related support systems for gender mainstreaming are effective and reinforce each other and whether they are being followed. A Participatory Gender Audit:

- ✓ establishes a baseline;
- ✓ identifies critical gaps and challenges;
- ✓ recommends ways of addressing them;
- ✓ suggests possible improvements and innovations;
- ✓ documents good practices towards the achievement of gender equality
- ✓ compares agency performance against **external benchmarks**.

A gender audit enhances the collective capacity of the organization to examine its activities from a gender perspective and identify strengths and weaknesses in promoting gender equality issues. It monitors and assesses the relative progress made in gender mainstreaming and helps to build organizational ownership for gender equality initiatives and sharpens organizational learning on gender through a process of:

- ✓ **Team building,**
- ✓ **Information sharing**
- ✓ **Reflection on gender**

Follow-up action on the gender audit's recommendations is crucial and this is where the ownership of the audit by the Work Unit/Office is important in advocating, intervening and scaling up action. Often a gender audit works as an entry point for discussing wider substantive and operational concerns. Several “beyond gender” issues become highlighted, such as the organizational culture of overwork; long hours at the office; time pressures; and the lack of proactive structures and programmes for sharing, learning and adapting. These features in an organization's culture are particularly unfavourable to the promotion of gender equality.

The diagram below shows how a Gender Audit works as a tool that can lead to the development of a Gender Mainstreaming Strategy that will, ultimately, lead to the achievement of Gender equality goals.

Gender Audit (tool)  $\implies$  Gender Mainstreaming (strategy)  $\implies$  Gender Equality (goal)

The key features of a Gender Audit are that it involves a:

- ✓ Participatory approach
- ✓ Diagnostic self-assessment
- ✓ Collective exercise
- ✓ Reflective analysis
- ✓ Promotes learning and ownership
- ✓ Consensus building
- ✓ Preserves confidentiality
- ✓ Is mainly subjective, based on people's perceptions ( and objective facts found)

### **The Gender Audit of the Energy Sector in Ghana**

The general purpose of this project is to strengthen the Ministry of Energy's and the energy sector's commitment to gender equality goals and processes.

Indicators for such an outcome could be traced through changes in organizational culture, rules and behaviour; increase in planning and implementing gender related activities; gender budgets; increased participation of women in the decision making process and other aspects of the energy sector, etc. Qualitative and quantitative indicators that will be used to carry out the Audit will be as follows:

Audit area	Qualitative indicators	Quantitative indicators
Organizational Culture	<ul style="list-style-type: none"> <li>• Documented/evidence of changes in rules and behaviour;</li> <li>• Interest in Gender issues related to staff, e.g. attitudes to maternity issues, sexual harassment, women's career development, etc.</li> <li>• Women's perceptions of how they are treated at work related to the above issues, and more generally</li> <li>• Impact of existing Gender expertise</li> <li>• Women's positions within the organogram</li> </ul>	<ul style="list-style-type: none"> <li>• Number (No.) of gender-related policies, procedures, practices and rules that have changed</li> <li>• No. of women who have taken their maternity leave recently and any evidence of positive/ negative attitudes/ behaviour towards them</li> <li>• (No.) of reported/ recorded cases of complaints of negative attitudes and behaviour towards women</li> <li>• No. of existing gender expertise or competence</li> <li>• Position of Gender expertise</li> </ul>
Planning and implementation of Gender activities	<ul style="list-style-type: none"> <li>• Indications of interest in Gender and energy activities</li> <li>• Staff knowledge and understanding of Gender issues</li> <li>• Staff knowledge and understanding of how to plan and implement Gender activities</li> <li>• Staff interest and willingness to work on Gender and energy issues</li> <li>• Inclusion of Gender and energy issues in advocacy, marketing and communications</li> <li>• Existing gender interest, expertise and competence among partner organisations</li> </ul>	<ul style="list-style-type: none"> <li>• No. of planned Gender activities implemented</li> <li>• No. of Gender training sessions organised</li> <li>• No. of Staff who have knowledge and understanding of Gender issues</li> <li>• No. of Staff who know and understand how to plan and implement Gender activities</li> <li>• No. of Staff who are interested and willing to work on Gender and energy issues</li> <li>• Gender disaggregation of programme information/ data</li> <li>• Inclusion of Gender issues in Monitoring &amp; Evaluation</li> <li>• No. of partner organisations working on Gender issues</li> </ul>
Gender budgets/ expenditure (where available)	<ul style="list-style-type: none"> <li>• Staff knowledge and willingness to budget for and spend money on Gender activities</li> </ul>	<ul style="list-style-type: none"> <li>• No. of Gender budgets found</li> <li>• Evidence of gender-related expenditure</li> <li>• Gender disaggregation of budget expenditure</li> </ul>
Participation of women in decision-making processes	<ul style="list-style-type: none"> <li>• Awareness of need for women's participation in decision-making</li> <li>• Women's interest in attaining decision-making positions</li> <li>• Attitudes and behaviour towards women in leadership</li> </ul>	<ul style="list-style-type: none"> <li>• No. of women in decision-making positions</li> <li>• No. of career development opportunities for women</li> <li>• No. of women who have taken advantage of career development</li> </ul>
Participation of women in other aspects of the	<ul style="list-style-type: none"> <li>• Perceptions of women roles in the energy sector</li> <li>• Knowledge and</li> </ul>	<ul style="list-style-type: none"> <li>• No. of women actively involved in energy sector</li> <li>• No. of activities planned and implemented to address gender and</li> </ul>

energy sector	understanding of gender and energy issues	energy issues
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The **Specific Objectives** of the Audit are:

- \* To assess the extent to which all internal policies, procedures, systems and practices address gender equality.
- \* To assess the extent to which the Ministry's Information Management Systems (e.g. gender related budgeting/expenditure, programme level information, etc) are gender- disaggregated.
- \* To assess the general level of understanding and knowledge on gender and development amongst the Ministry's staff.
- \* To assess existing gender expertise, competence and the required capacity building/development.
- \* To identify gaps in organisational policy and practice on gender equality
- \* To develop a Gender Mainstreaming Strategy that will assist the Ministry to work towards addressing these gaps.

The **key areas for analysis** included the following:

1. The gender and energy situation in Ghana;
2. The National Energy Policy and its contribution to gender goals and motivation;
3. Organisational, management and programme/project level gender issues;
4. Senior women staff and female Staff Associations in the energy sector;
5. Roles of energy and gender in achieving the Millennium Development Goals.

### **3. EXPECTED OUTPUTS**

The Outputs of the gender audit would be:

- \* Baseline information on how gender is mainstreamed in the Ministry of Energy (MoEN) across key areas of the organization (in policies and procedures, programmes and related institutions).
- \* Key recommendations for addressing the identified gender-related gaps and issues, which will provide the basis for a more detailed action plan and TOR for the Gender Desk Officer
- \* A Gender Strategy that outlines planned activities to address the identified gender gaps and implement the key recommendations identified above.
- \* Development of key indicators which are to be measured after completion of the audit.
- \* Identification of training needs and opportunities for staff and management

- \* A full report of the process, methodology, findings and recommendations to address the gender gaps.
- \* Increased awareness amongst staff and management on gender equality in the energy sector.

#### **4. METHODOLOGY**

The key features of the audit are that it will be participatory, evidence-based, have management buy-in and support, build capacity and develop a Gender Strategy with recommendations that will serve as the basis for future actions on Gender Mainstreaming.

Gender audits require the use of a range of techniques to collect data. Various qualitative and quantitative data collection methods will be employed comprising:

##### **1. Literature review**

The purpose of the literature review is to gather data and facts that clarify the situation of gender issues in the energy sector in Ghana, with respect to policies and programmes in the energy and related sectors. The literature review will provide the context for the assessment of gender mainstreaming into energy policies, programmes and projects of the Ministry of Energy. Government documents will form the primary source of data. Secondary data will be obtained from other Non-Governmental agencies that work on energy and gender issues for comparison with what is done, or not done in related areas of government work.

The review will entail the identification, location and analysis of documents containing information related to gender and energy. It is anticipated that when reviewed, the literature available will facilitate an assessment of the variations and similarities in what is written on the theory and practice of gender mainstreaming in energy policies and programmes, and what actually happens in real practice.

##### **2. Questionnaire/scoring tool**

A questionnaire or scoring tool (attached) has been developed to assist in an investigation of women's and men's perceptions of gender and energy issues, changes in gender relations and the factors which affect these issues. Using a range of PRA tools such as Focus Group Discussions (FGDs); workshops and other meetings; Semi-Structured key informant Interviews (person to person and/or by phone) the attached questionnaire and FGD guidelines will be used with staff of the MoEN, related institutions, Non-governmental organisations and beneficiaries (where possible) of selected projects/programmes which are being assessed.

The key areas of focus include:

- Use of sex-disaggregated data or information – not necessarily documented
- Understanding of the gender division of labour within the energy sector, and how that was taken into account in the implementation of projects and Gender activities
- Project aim/objectives/activities eg: Women or gender issues explicitly mentioned in the project aims, objectives or activities
- Target group – targeting of women and women's organisations
- Understanding of different access to energy resources, control over those resources by males and females, including project resources – and whether this was considered in project implementation
- Understanding of different gender and energy needs of males and females
- Understanding of the need to work with and involve men in order to promote women's equality and empowerment
- Understanding of how gender relations are changing within the country, in response to social, cultural, political and economic forces and how energy activities may influence gender relations
- Understanding of barriers and constraints to female and male participation in the energy sector
- Strategies to overcome or address these barriers or constraints to male and female participation
- Approach to gender equality & empowerment
  - Practical needs, strategic interests
  - Whether the main objective of the project was to promote gender equality
  - Decision making and leadership
- Project resources
- Overall assessment of the energy project/programme's attention to gender equality and women's empowerment
- How energy programmes/projects could be strengthened to focus on women's empowerment and gender equality

Project monitoring and evaluation

- Understanding that energy projects/programmes may have different impacts on women and men, and whether there are processes to ensure that both men's and women's voices are heard
- Gender sensitive indicators to monitor impacts on males, females and on gender relations
- The Audit may include a field visit to a few projects to validate some of the findings of the literature/desk review

### 3. Organisational Audit

This will comprise:

- A human resources (HR) survey looking at the organogram of the ministry and other audited organisations; staff numbers; women's positions; staff capacities/competencies, especially with regard to Gender and other relevant information on human resources
- Organisational Development tools like the Onion of Hofstede, teambuilding exercises, etc.
- The Onion of Hofstede identifies the prevailing work culture within an organization vis-à-vis gender equality, by peeling away layers of an imaginary onion to reveal:
  - Layer 1 – Symbols/Artefacts
  - Layer 2 – Champions/Leaders
  - Layer 3 - Rituals
  - Layer 4 – Values

Working with peer Focus Groups at all levels of the organisation: senior, middle and lower levels, Hofstede's Onion will engage staff in a self-assessment of organisational values, behaviour and practices as they relate to the 4 layers indicated above. Together with the HR survey, this will assist in answering questions about:

- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>- Sexist organisational culture, including 'old boy's networks', that prevent female staff mobility;</li> <li>- Social and cultural discrimination and stereotypes regarding women's participation in</li> </ul> | <ul style="list-style-type: none"> <li>politics and the energy sector;</li> <li>- Hiring processes and job profiles that serve to exclude women;</li> <li>- Discrimination, sexual harassment and violence against female staff;</li> </ul> |
|---|---|



- Lack of programmes, policies or mechanisms to ensure that women are equally represented in decision-making bodies;
- Insular structure that hinders the participation of civil society, including women's organizations.
- Organisational culture of gender-blindness including a lack of gender expertise within the Ministry;
- Lack of women and/or gender experts on boards and other decision-making bodies;
- Lack of action plans for the implementation of international agreements on gender;
- Lack of policies mandating the inclusion of women and girls' needs within Ministry initiatives;
- Lack of funding budgeted towards gender-specific initiatives and gender mainstreaming efforts

## **Other aspects of the Methodology**

The process will be guided by the gender planning and analysis framework (from the ENERGIA toolkit). This approach will inform the development of the data collection questions/checklist and analysis of the reports. Participatory tools will be used to facilitate the different meetings, workshops and interviews to create opportunities for stakeholders to examine their own context and think about gender and energy issues and find solutions to overcome the challenges they face in mainstreaming gender. They will also be assisted to address the gender mainstreaming gaps within energy policies and programmes using qualitative methods as well as basic theory and data. Experiences from similar audits conducted elsewhere, especially those carried out by ENERGIA in Kenya, Botswana and Senegal, will inform this process.

**Tools and techniques:** Checklists will be used when collecting data. Other tools like time trend analysis; time lines; historical flow diagrams, statistical tables, pie charts and diagrams will be used in the analysis of the data received. The actual presentation tool will depend on the type of data and what it is used to show.

An internal audit team of three (3) staff of the Ministry of Energy will work with the Consultant, an external Energy Expert and a representative of the ENERGIA Focal Point Organisation (GRATIS Foundation) to form a national Gender Audit Team that will lead the process. Efforts will be made to ensure that at least two (2) of the Ministry's internal audit team members occupy positions in the Ministry where they have enough influence to ensure that the process is effectively implemented and supported by leadership of the institution. Personnel with skills in energy policy development, gender and resource mobilization will be particularly targeted to join the internal audit team.

The Gender Audit Team will consult closely with the Ministry of Energy and other stakeholders, including NGOs and other civil society groups representing women's rights and interests in the energy sector.

# Appendix 3: Schedule for Interviews and Focus Group Discussions

## Governmental/Quasi-Governmental/Public Institutions Summary of Interviews, Consultations & Focus Group Discussions

ORGANISATION	DATE	LOCATION	FGDs		INTERVIEWS
			WOMEN	MEN	
1. GRATIS	09/09/09	Tema	-	3	4
2. MoEN	10/09/09 & 17/09/09	Accra	7	3	10
3. GNPC	15/09/09	Tema	2	3	7
4. TOR	16/09/09	Tema	4	2	2
5. Energy Commission	18/09/09	Accra	-	-	6
6. BOST	22/09/09	Tema	-	-	2
7. GRIDCO	23/09/09 & 28/09/09	Tema	5	7	5
8. VRA	24/09/09	Akuse, E/R	-	2	3
9. GCMC	28/09/09	Accra	3	4	2
10. WAGPCO	29/09/09	Accra	7	2	2
11. Energy Foundation	30/09/09	Accra	-	-	3
12. ECG	02/10/09	Tema	2	-	4
13. NPA	02/10/09	Accra	4	3	2
14. GOIL	01/10/09	Accra	-	-	
<b>TOTAL 13 Organisations 115 individuals</b>			<b>34</b>	<b>29</b>	<b>52</b>

**Private Sector Companies/Civil Society Organisations (CSOs)**  
**Summary of Interviews, Consultations & Focus Group Discussions**

ORGANIZATION	DATE	LOCATION	FGDs		INTER-VIEWS
			WOMEN	MEN	
15. KITE	09/09/09	Accra	-	-	1
16. Wilkins	22/09/09	Accra	1	4	2
17. Technoserve	24/09/09	Accra	-	-	1
18. Biogas Technologies W/A	16/09/09	Tema	2	1	3
19. Anasset Gas	29/09/09	Accra	1	7	3
20. Toyola Energy	01/10/09	Accra	1	8	1
<b>TOTAL</b> <b>6</b> <b>Companies/Organisations</b> <b>36 Individuals</b>			5	20	11

# Appendix 4: Interview Instruments

## Interview Guides

### A. ORGANISATIONAL GENDER AUDIT OF GHANA'S ENERGY SECTOR QUESTIONNAIRE

**Name of Respondent**

.....

**Position/Title**.....

.....

**Organisation/MDA**.....

.....

#### A. Organisational, Management and Programme or Project-level Issues

1. Does your institution (or the work you do) focus on a vision, goal or objective that supports gender equality, gender equity or empowerment of women?
2. Do you have organizational policies or rules or guidelines that take gender concerns into consideration? Availability of an organizational/institutional level gender policy or rules or guidelines.
3. How accessible and available are these guidelines, policies or rules to female and male staff or beneficiaries?
4. Does the institution/organization provide information on how to use the gender related policies, guidelines or rules?
5. Is there exchange of information on the application of gender and gender analysis, mainstreaming in energy related planning or activities
6. Is there a policy and procedure manual? If yes, how have gender issues been incorporated to address the needs of men and women?
7. To what extent are planning systems in your institution/organization effective in addressing gender mainstreaming in energy related planning or activities?
8. To what extent are information management systems in your institution/organization able to capture/deal with gender statistics that provide guidance to energy related planning or activities

9. How does your mandate enable you to address gender issues?
10. To what extent do the programmes/projects you undertake, promote gender equality as well as empowerment of women?
11. Is there a Gender Focal Person/desk in your organisation? YES / NO
12. How long has the person been responsible for gender?
13. Why and how was the Gender Focal Person selected and by whom?
14. What is the person's level of knowledge and experience in mainstreaming gender, ie. courses / training attended?
15. What are the main roles and responsibilities of the focal person?
16. Who does the focal person report Gender related issues to?
17. Which are the main gender issues expected to be mainstreamed in the ministry/organisation?
18. Which are the main gender-related activities expected to be integrated into the energy sector in general?
19. Give 2 or 3 examples of challenging situations that were experienced by programmes or projects that embarked on mainstreaming gender in energy related activities. What actions were undertaken to correct the situation?
20. What are the consequences of energy policy and program/project that do not address the differences in needs for women compared to those of men (give examples: Women suffer most from lack of appropriate energy, Health problems related to fuels used, Effect on education, Lack of participation in income generating activities due to lack of access to energy services)
21. What is the level of collaboration between sector Ministries, Departments and Agencies (MDAs) and NGOs or other organisations? Give examples
22. How are gender activities reported within the sector programme?

23. How are gender activities being monitored within the sector programme, and by whom?
24. Which specific recommendations can be given in ensuring effective gender mainstreaming in the energy sector in general and your ministry, or organisation in particular?
25. Any additional comments / Remarks:

i.

ii. **B. Gender and Energy Project Analysis Checklist:**

1	Do programmes/projects identify women as (part of) the target group of active participants and beneficiaries for the main project / programme components? To what extent? (3 - More than enough, 2 - Enough, 1 - Not enough, 0 - Not at all)	YES	NO
2	Have women of the target population been consulted during the project / programme design? To what extent? (3 - More than enough, 2 - Enough, 1 - Not enough, 0 - Not at all)	YES	NO
3	Are women involved as active participants during the implementation of the project / programme? To what extent? (3 - More than enough, 2 - Enough, 1 - Not enough, 0 - Not at all)	YES	NO
4	Have barriers to female participation in the project activities been identified?	YES	NO
5	Have measures been designed to overcome these barriers?	YES	NO
6	Will gender expertise be made available throughout the project to ensure female participation in the project activities?	YES	NO
7	Are women the primary and main target group of the project?	YES	NO

**C. Organisational issues**

Does the Ministry or organisation have an active policy to promote gender equality and respect for diversity in decision-making, behaviour, work ethics, information etc.? If so how would you rate its effectiveness?

- 3. Excellent
- 2. Sufficient
- 1. Insufficient
- 0. It does not have such a policy

Does the Ministry or organisation do enough to discourage expressions of gender inequality, such as disrespectful jokes etc.?

- 3. More than enough
- 2. Enough
- 1. Not enough
- 0. Nothing at all

How much attention do you pay to ensuring respectful relations between men and women in your workplace?

- 3. Very much
- 2. Some
- 1. Not enough
- 0. None at all

Have you undertaken activities to identify existing gender-related problems or constraints in your workplace?

- 3. Yes, many
- 2. Yes, some
- 1. Yes, but very few
- 0. No, none at all

Have you ever taken any actions in relation to a gender-related problem in the Ministry or organisation?

- 3. Yes, many
- 2. Yes, some
- 1. Yes, but very few
- 0. No, none at all

Do you think it would be useful to establish a working group on gender issues in the workplace to further explore these issues?

- 3. Yes, very useful
- 2. Yes, quite useful
- 1. Not very useful
- 0. Not useful at all

If yes, can you elaborate why? .....

Are there any further workplace gender issues that you consider important?

.....



To what extent do you have sessions on building capacity of staff or beneficiaries about application of gender and gender analysis, mainstreaming in their energy related planning or activities - number of trainings undertaken; number of staff trained; action plans developed after training; follow-up designed, skills utilized.

Do you consider further capacity-building on gender mainstreaming is useful? Please elaborate.

### **Baseline and current situation of gender and energy in Ghana**

*Stakeholders to involve in providing information for this section include:*

1. Suppliers:- MoEN and related MDAs
2. Private: Petroleum companies, Solar companies, Gas companies, etc
3. Consumers:- Mines, households, agriculture, hotels, Government etc.
4. Others: Energy researchers, CSOs and others.
5. Stakeholders who can provide information on how to refer or make use of indicators, measures or standards of the expected outcome or intended goals that are to be achieved over time.

1. What was the situation of the energy sector 5 to 10 years ago?
  - Sources of energy by sector
  - How much energy was used and by who (mention the fuel type)?
  - Employment for females and males by energy supplier
  - Sectoral energy demand and consumption
2. How is the current situation different from the past?
3. What gender disaggregated energy data was available at that time? What is currently available?
4. What are the prospects and challenges in collecting and analyzing gender statistics in the energy sector?
5. Examine the current situation of accessibility to energy services by women compared to men or by female/male headed households. What is the situation in developing countries in relation to access to electricity? What is the situation in Ghana?
6. State the percentage of people who rely on traditional fuels (wood, charcoal, dung, & agricultural residues) and for what use (e.g. cooking and heating); indicate data for women and men by division of roles/tasks in acquisition & use.
7. Availability of energy services: What was the situation 5 to 10 years ago?
8. What has been done to increase availability and access to electricity for female and male-headed households in rural and poor urban areas (by location)?

9. Using gender and energy statistics examine the changes that have been realised due to measures or actions that have been undertaken to increase availability and access to energy services for example:

- extension of power grids,
- installation of decentralised small-scale energy systems powered by diesel fuel,
- promotion of renewable technologies (solar etc), and
- increased availability of liquefied petroleum gas (LPG)
- Coal beneficiation
- Biomass assessment

10. Examine the energy statistics available to show cases where there has been increase in availability and accessibility to other cleaner fuels. In which ways did such initiatives address the difference in roles and needs for females and males?

11. Affordability: Analyse statistics from financial initiatives and tax related measures that have enabled affordable alternatives to traditional biomass-based cooking, lighting and heating fuels?

12. How have such initiatives addressed the differences in needs for women and men?

13. Examine the trends in Energy subsidies by government over years. To what extent have strategies for subsidies taken into consideration the differences in tasks done by women and men as well as their needs.

14. Obtain action plans and recommendations from stakeholders on how to address the gaps identified in this section.

### **National Energy Policy**

*Stakeholders to involve in providing information for this section include:*

- 1. Ministries, which have components of energy in their policies** (eg. Ministry of Agriculture, Ministry of Education, Ministry of Health);
- 4. Parastatals and private sector** companies working on energy and /or gender
- 5. Energy companies** such as solar companies, petroleum companies; utility companies such as the Electricity Company

1. How does the Energy policy take into consideration the differences in needs for women & men/boys and girls? If not, why are such needs neglected?

2. How does the energy policy combine energy needs with gender needs in order to address gender inequalities in access, availability and affordability of energy?

3. Identify and define the major gaps in the energy policy in ways that they should have addressed the differences in roles, needs and decision making power for women and men. Give examples of such gaps.

4. With reference to those gaps, what should be incorporated in the energy policies to address:

- Differences in needs
- Differences in income levels (rich, poor families and communities); their energy consumption; energy sources; location (...what else)?
- The interests of those who are most in need
- The needs of different household members

5. In which way do the energy related policies address vulnerable groups? (mention which vulnerable groups are considered).

6. How energy related policies focus on energy aspects where females are excluded, discriminated, dominated (do they for example focus on girls/women in technical education, management, access to energy services)?

7. What gender concerns were focused on when undertaking measures or actions to increase availability and accessibility to energy services within the energy policies, especially:

- extension of power grids,
- installation of decentralised small-scale energy systems powered by diesel fuel,
- promotion of renewable technologies (solar etc), and
- increased availability of liquefied petroleum gas (LPG)
- Coal beneficiation
- Biomass assessment

8. Explain how females and males in the different energy-use sectors are focused on, in the energy policies? Give reasons why the household is not focused on in some cases.

9. What has been done to increase availability and access to other cleaner fuels in ways that address the difference in roles and needs for females & males?

10. Affordability: Any financial mechanisms, tax related measures, affordable alternatives to traditional biomass-based cooking, lighting and heating fuels?

11. How do issues mentioned in this policy objective contribute to gender equity, gender equality or empowerment of women?

12. How were women's problems focused on? (Show examples with reference to process and content)?

13. Which data sources were used to back statements that have gender and energy content?

14. Were both women and men (as consumption groups consulted during policy formulation?

Give evidence and methods that were used. What went wrong?

15. How did the policy planning process and formulation of implementation strategies make use

of the results of the above mentioned consultation?

16. Who was involved in the policymaking process? (Bureaucratic status, sex, social status, etc)

17. Obtain action plans and recommendations from stakeholders on how to address the gaps identified in this section.

### **The Role of Gender And Energy In Achieving The Millennium Development Goals (MDGs)**

Building from UN Conferences of the 1990s, the Millennium Declaration marked a commitment by 189 states to human development. As such peace and security, gender equality, eradication of poverty and sustainable development became the central agenda that is being addressed through 8 goals called the Millennium Development Goals (MDGs). This section will explore the role of energy in achieving the MDGs in ways that address gender issues with reference to energy. The following Stakeholders will be involved in the Audit exercise for this section in Ghana:

1. Civil Society
2. Parastatals
3. Government - Ministry of Energy and related MDAs
4. International Development Partners

### **Key Questions to examine the role of energy in achieving the MDGs in ways that address gender issues with reference to energy.**

MDG-1; Eradicate Extreme Poverty & Hunger - Electricity and fuels essential to generate income

- How many jobs have been created through provision of energy, and for whom? (number of women/men)
- How has the fuel policy and practice affected transport and who has been affected?
- How does availability of various energy forms affect roles of men & women in food production and processing

MDG-2; Achieve universal primary education Target: Boys & girls alike are able to complete full primary schooling.

- What proportion of schools are electrified? Where are they?
- What proportion of staff houses are electrified and who stays in these?
- Are staff houses using solar for heating?

MDG-3; Promote Gender Equality and Empower Women Target: Eliminate gender disparity education at all levels.

- How many houses have modern energy sources and who heads them?
- Examine the gender division of labour in seeking to have access to firewood. - Who gathers firewood?
- How much time is taken to gather firewood?

- What distance of travel is undertaken during firewood collection?

MDG-4; Reduce Child Mortality Target: Reduce by 2/3 the Under-5 Mortality

- What is the proportion of health facilities without electricity and essential fuel sources?
- What proportion of women and children suffer from illnesses related to indoor pollution?

MDG-5; Improve Maternal Health - Target: Reduce by 2/3 maternal mortality ratio.

- What is the proportion of health clinics with no illumination for night-time emergency deliveries?

MDG-6; Combat HIV/AIDS, Malaria & other Diseases Target: Halt the spread of HIV/AIDS, malaria and other diseases.

- How does access to Electricity for communication (e.g. Radio & TV) enable women's empowerment through public information?
- How does access to electricity enable increased effectiveness in delivery of health services? Give examples from a specified project

MDG-7; Ensure Environmental Sustainability - Target: Reverse loss of environmental resources

- What proportion of land is deforested in harvesting fire wood?
- Who is most affected by the resultant biodiversity losses?
- What investments are made on cleaner energy systems (solar and bio-fuels)?
- Who is involved in these investments, and who benefits?

MDG-8; Develop Global partnerships for development -Target: Open, rule-based, non-discriminatory trading

- What global partnerships have been developed for delivery of energy services?
- How do these partnerships target the most vulnerable (women & girls)?

Organisation Culture: Interview Guide for Focus Group Discussions

The objective of this exercise is to identify and analyse aspects of the culture of the organisation that promote or hinder gender equality and women's empowerment. It is hoped that at the end of this discussion, recommendations will be made with regards to aspects of the organisational culture that need to be

reviewed and revived, and new ideas imbibed into the system to make the organisational culture more gender sensitive.

1. Artefacts (things that represent the organisation/company that are held in high esteem) /symbols (written or printed signs or things that represents the organisation/company)

- ❖ Find out how the visible things in the organisation, such as artefacts and symbols portray males and females.
- ❖ This includes office layout, sitting arrangements, furniture, pictures and dress code.
- ❖ Are there enough and suitable places of convenience for both females and males?
- ❖ How are the sexes (males and females) portrayed in reports (images and pictures) and recorded materials such as documentaries and other video recordings? Are women shown in the typical stereotype, as subordinate to men?

## 2. Heroines/heroes

- ❖ Who are the heroines and heroes of your organisation?
- ❖ What attributes could make one a heroine or a hero of the organisation. Alternatively, what attributes could put one in disrepute.
- ❖ How easy is it for a female to be perceived by most members of staff as a heroine?

## 3. Rituals

- ❖ What are the rituals of your organisation, that is, activities and practices that are symbolic for the organisation? For example, hours of work, events, meetings, socialising on Friday evenings, birthday celebrations, end-of-year parties, etc.
- ❖ Are these organised in ways and at times that are convenient for males and females? Are hours of work suitable for both males and females?
- ❖ Are there typical organisational jokes told and language used that tend to offend certain groups of people?

## 5. Values

- ❖ What do you consider the most important values in the Organisation?
- ❖ If you were not treated right as an employee, would you know where to go for redress?
- ❖ Is there sexual harassment in the Organisation?
- ❖ What motivates you to continue working in the Organisation?

## Appendix 5: List of Participants for the Stakeholder Workshop to Introduce the Gender Audit

NAME	SEX	ADDRESS	EMAIL	TEL. No.	ORGANISATION
1. Esi D. Yankah	F	72 Olusegun Obasanjo Highway, Dzorwulu	<a href="mailto:dekyewa@yahoo.co.uk">dekyewa@yahoo.co.uk</a> <a href="mailto:eyankah@kiteonline.net">eyankah@kiteonline.net</a>	0242 088386	KITE
2. Hellen Akweley Mensah	F	Box 20, Tema	<a href="mailto:Hellymens@yahoo.com">Hellymens@yahoo.com</a>	0208239231	GBC (Obonu FM)
3. Linda Baah	F	Box CS 7979, Tema	<a href="mailto:linda.baah@gridcogh.com">linda.baah@gridcogh.com</a>	0244773452	GRIDCO
4. Elikem Obuo	F	GRIDCO	<a href="mailto:elikem.obuo@gridco.com">elikem.obuo@gridco.com</a>	0247277051	GRIDCO
5. Julia Acquah	F	WAPCO	<a href="mailto:jacquah@wapco.com">jacquah@wapco.com</a>		WAPCO
6. Marc Mensah	M	WAPCO	<a href="mailto:mmensah@wapco.com">mmensah@wapco.com</a>		WAPCO
7. Rev. Samuel L. Okine	M	Box 77, Akuse	<a href="mailto:samuel.okine@vra.com">samuel.okine@vra.com</a>	0243474461	VRA
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10. Kwame Adorbor	M	Min. of Energy	<a href="mailto:kadorbor@hotmail.com">kadorbor@hotmail.com</a>	0208181769	MoEN
11. Portia Osei	F	Min. of Energy	<a href="mailto:Portia.Osei@yahoo.com">Portia.Osei@yahoo.com</a>	0244406091	MoEN
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13. Kwesi Annan-Takyi	M	Box CT 1671	<a href="mailto:kwesegn@gmail.com">kwesegn@gmail.com</a>	021515610	Energy Foundation
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17. Vivian Kally	F	Box 471, Legon	<a href="mailto:vikal2gl@yahoo.com">vikal2gl@yahoo.com</a>	0244693576	MoEN
18. Joyce Oteng Bosomprah	F	Min. of Energy	<a href="mailto:jbprcel@yahoo.com">jbprcel@yahoo.com</a>	0243366893	MoEN
19. Emmanuel Bonney	M	Daily Graphic		0277142360	Daily Graphic Newspaper
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22. Edmund Acquaaah	M	Box 499, Accra		021 770572	BOST
23. Frederica F. Quarshie	F	Box CO 599, Tema	<a href="mailto:fredampous@yahoo.com">fredampous@yahoo.com</a>	0244973094	TOR

NAME	SEX	ADDRESS	EMAIL	TEL. No.	ORGANISATION
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26. Dorothy Adjei	F	PMB, Ministries, Acc	<a href="mailto:dorothy.adjei@gmail.com">dorothy.adjei@gmail.com</a>	0208709606	Energy Commission
27. J. B. Okai	M	Box T40, Stadium	<a href="mailto:ibenokai@hotmail.com">ibenokai@hotmail.com</a>	0244089407	MoEN
28. Sabina Anokye Mensah	F	Box CE12136, Tema	<a href="mailto:sabinamensah@hotmail.com">sabinamensah@hotmail.com</a>	0244379974	GRATIS Foundation
29. Hon. Deputy Minister Dr. Kwabena Donkor	M	MoEN			MoEN
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31. Cynthia Bannerman	F	ECG, Tema			Electricity Company of Ghana

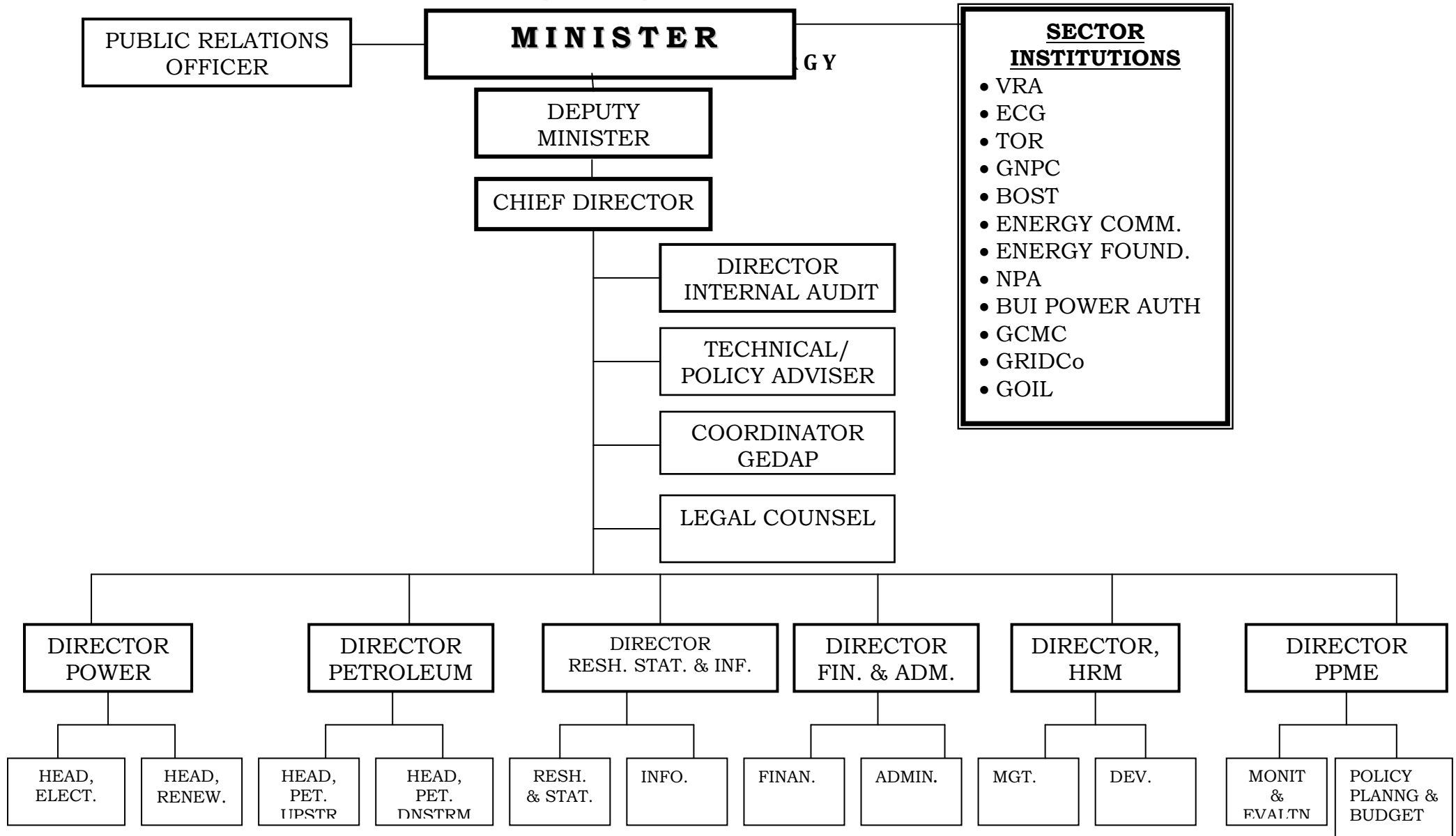


## Appendix 6: List of Participants for the Validation Workshop

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29	Dede Bedu Addo	F		abedums@gmail.com	0277-534204	
30	Eunice Antwi	F	Box MB499, Accra	<a href="mailto:eanthwi@bost.com.gh">eanthwi@bost.com.gh</a>	0244-363890	Bulk Oil Storage Transportation
31	K. Buabeng-Mensah	M	Box MB499, Accra	<a href="mailto:kbuabengmensah@bost.com.gh">kbuabengmensah@bost.com.gh</a>	0243-690051	Bulk Oil Storage Transportation

# Appendix 7: MoEN Organogram

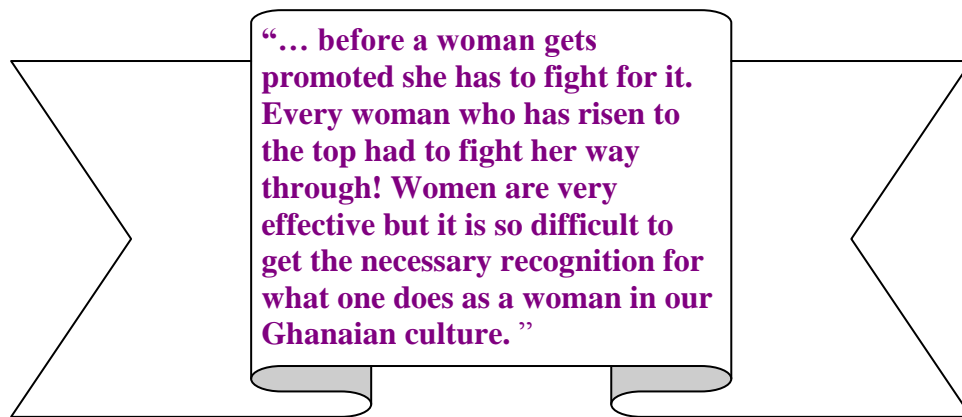




# Appendix 8: Special Interviews with Senior Women in the Energy Sector

## SENIOR WOMEN AND FEMALE STAFF ASSOCIATIONS IN THE ENERGY SECTOR

Ten senior women Officers of different institutions in the sector were consulted and interviewed during the Gender Audit, either in face-to-face, email or telephone discussions. Under listed are direct responses from these women.



### Q1. Are there any gender issues in the energy sector and how do you think that they could be addressed?

- ◆ "I am not sure if the issue is – women's needs for energy and its contribution to the enhancement of women's work efficiency which has to do with household energy for the most part; or women's participation in energy decisions; or women's capabilities in the development and implementation of energy strategies. There seems to be some gender inequity in energy planning, policies and the decision making process, where there seems to be no discussion of the specific impact that major initiatives such as the power sector reforms would have on the majority of women. Probably, initiatives like your current project can help identify women that can contribute to the redress of the imbalance and bring the specific concerns of women to the fore."
- ◆ "There are gender issues to some extent prevalent at all levels of the corporate ladder. The most outstanding being the ratio in the technical fields. There are far too many women in the non-technical areas leaving the technical areas, to be dominated by men. Thus when it comes to power play

in a typical technical institution such as the energy sector, the voice of women are almost lost.

- ◆ “We need to encourage young girls to overcome the fear of learning science and maths so they can branch into technical areas. In any case, the job market seems to move in that direction and the earlier we empower girls to compete appropriately the better.”
- ◆ “Most women are in administrative and non-technical fields so they cannot really influence decision making in the sector. Even those who enter with technical background end up opting for administrative work to help them cope with the stresses of family life better. In spite of increases in number women graduating in the sciences and technology, still find very few women being recruited in companies like ECG. At last passing out of training for new recruits, only 2 women were present out of 45 men.”
- ◆ “Most of the women staff are at junior level working as cashiers so they can not participate in most training programmes.”
- ◆ “I cannot see any real challenges for women. I think it is a level playing-field for all, both men and women are treated equally in the organisation. However, for those of us who live in Accra and work in Tema the distance can be quite challenging; especially since we no longer have the services of official drivers and have to keep late nights often to catch up on our work. I also have to work at the weekend sometimes. Salaries could be better when compared to other companies in the sector and promotions could also be faster to motivate staff.”
- ◆ “I’ve been in the manufacturing sector for quite a long time and realise that in this particular sector it is particularly difficult for women to make a headway. Our cultural background has so eaten into this sector that before a woman gets promoted she has to fight for it. Every woman who has risen to the top had to fight her way through. The service sector seems a little better but in this sector, women have to fight hard to be heard. Women are very effective but it is so difficult to get the necessary recognition for what one does as a woman in our Ghanaian culture. There should be a reorientation in our manufacturing setups so that the mindsets can be changed.
- ◆ I don’t believe in quotas, though. I think there should be equal employment based on merit. And if there are any policies that promote women, they should be looked into carefully to make sure that they actually help women and do not undermine them in the long run by making women look like they do not deserve their positions but received them without the requisite qualifications and hard work.”
- ◆ “There is the need for flexi-hours for nursing mothers and those with young children so that they can spend more time with their children. I remember how I struggled to take care of my children as a single mother, especially

when I had to stay at work till late and sometimes left my young children with the office security guards while I worked in the evenings. However, this calls for integrity, independence and accountability on the part of women staff in delivering on their targets and assignments. There will also be the need for facilities like the internet, telephones and IT equipment to make this possible. Organisations should also consider having nursery facilities in the office for the same purpose.

- ◆ More short term qualifications and training would also help women develop their careers. Sponsorship and scholarships would also make it possible for more women to get further training for self-development. Sexual Harassment remains such a silent menace that it would be good to have a general Sexual Harassment Policy developed for the sector so that all related agencies can buy into it and enforce it, without it looking like they are the 'bad' ones who do 'such terrible things'.
- ◆ "My job can be stressful but it is rewarding, so I enjoy it. I manage my time well so it doesn't really affect my family life. Moreover, benefits and facilities like our medical cover are good for family life. Most of the women here are into Administration. This leaves them out of a lot of the core business of the company which is technical. There are also specific women's issues like separate changing rooms for women engineers and technicians as well as helping women deal with inconvenient work shifts."

## Q2. **How did you make it to where you are today?**

- ◆ "I worked hard, and learnt as much as I could about all aspects of my company's business. I am actually on secondment from VRA – one of the foundation shareholders of the West African Gas Pipeline Company, and I believe I was assigned to this job because I had been exposed to various functional areas, and had worked in supervisory positions and management for a while, and was considered a good choice for a start-up organization. I gained the exposure that I did because throughout my working life, I have taken advantage of opportunities with a view to their long term positive impact on my career."
- ◆ "I believe my strength and progress has been derived from commitment and dedication to duty bearing in mind that work is first and foremost a duty towards God and I am accountable before Him for what I do. I also love to embrace challenges and this helps in managing the gender related aspects of the work environment."
- ◆ "I have had to fight hard and long to get to my current position, including leaving the organisation for some time to pursue a Masters degree. It has taken 11 years to get to the position of Manager."
- ◆ "As an Electrical Engineer, I started out as Assistant Engineer, posted to the Western Region. This was convenient because my family lives there."

Currently, I've been posted to Accra as a Manager, this is more stressful because my family still lives in Takoradi so I need to shuttle between Accra and Takoradi. However, my colleagues are very supportive so I get support in balancing my many different roles. I have always been one of very few women in my training/schooling and at work, so I'm used to working with men and have not had much difficulty at work and rising to my current position."

- ◆ "As the first woman to be appointed as a Sectional Manager in 1995, I have been a trail blazer setting the pace for women to organise themselves into an influential association with much clout for advocacy within the organisation. I realise that it's a learning organisation so things are changing for the better with increased support by senior management, however, there is still no woman director to participate in major decision making and we used to have some women on the Board of Directors, but the current board does not have any women serving on it. The current MD has however put some measures in place to develop and upgrade female staff. Therefore, although not much has been done on the gender front, there is an enabling environment for the promotion of gender equality, even if it is a slow process.
- ◆ The Power Queens Ladies' Association has worked hard to ensure that now female staff members' families are also entitled to the Company's medical cover. They have also encouraged all women especially those in the junior ranks to develop themselves through training. Unfortunately, this has not translated into increased promotions as the system is choked with very little staff mobility and stagnation of staff progression. This is particularly frustrating for women staff who have to go the extra mile to further their education, only for it to yield very little results in terms of real promotion or staff growth.
- ◆ Promotions and transfers are not always fair or convenient, especially for women who may have to work far away from their families. Sometimes as a pacesetter, I feel victimised and sidelined for my conviction and determination to fight for women's rights but I will not give up because I have a lot of support from my female colleagues. (In fact, the researcher decided to talk to her because all the other women interviewed in ECG insisted that the Team must speak to her to get a full picture of gender issues in the company!)"
- ◆ "The job is difficult and demanding but I am dedicated to it and have a lot of interest in the oil sector and seeing Ghana benefit from the oil find."
- ◆ "I've had to work very hard, even if I sometimes did not get the recognition that was due me. I've had to fight my way up the ladder and sometimes fought to overcome the difficulties of being over looked for one reason or the other."



- ◆ I had to work very hard against the odds of being a single mother for 15 years. I love to do things well so I did my job to the best of my ability and soon won the respect and admiration of all the people I worked with, especially my seniors. I rose quickly through the ranks to a senior position in Human Resources and Administration at one of the energy sector agencies. I then decided to leave and worked with a private consultancy firm till this organisation was starting up and I was invited to help establish it. I have been working here since then and helped the organisation grow.
- ◆ I used to work in the Production Unit and had to go on shifts with my colleagues but when management saw that this was not convenient for me and I was struggling to cope with it, they requested that I move into Administration. The move was initiated by my supervisor and supported by the HR Unit. The previous CEO also took a personal interest in the progression of women so he supported my move from one unit to the other.
- ◆ **When I first joined the organisation, I worked in the Marketing Department; I then moved to the Revenue Department, became a Commercial Manager and am now a District Manager. Since I am the only woman District Manager and the only one from a non-technical background, I have tried to gain the support of my male colleagues and maintain an open door policy with them. It is not easy balancing my work and family responsibilities but I have a very supportive husband and both my male and female colleagues at work are also supportive. I'm also working hard to upgrade my technical skills and knowledge by taking an engineering course in my spare time.**

### 3. What motivates you to stay at your job?

- ◆ "I find the job challenging."
- ◆ "I am motivated by knowing that the things I do can make a positive difference in the lives of others."
- ◆ "My motivation is to see things change for the better and the system improve."
- ◆ "The organisational culture is very friendly and we live like a family so this has motivated me to stay on in spite of my challenges. This was particularly helpful when my children were younger and I needed a more flexible work schedule. I also saw my career progressing so well and recognised that the women needed a role model in fighting for their rights and thought I could fill that gap. I have had to fight all kinds of stigma but I am motivated by the fact that we're making progress on the gender front."
- ◆ "I'm very interested in the oil and gas sector so that keeps me here, wanting to do this for the government sector, and not a private company. We're one of

the pioneers in the oil and gas industry so I want to do this as a national asset for our people.”

- ◆ I like the challenges that my job presents. I also have a lot of interaction with so many different people from all parts of the world and this makes my work very interesting.
- ◆ There is quite a bit of flexibility in working here so this allows me to maintain a good work-life balance

4. **Looking back from the beginning of your working life/career till now, if you could change anything what would it be?**

- ◆ “I am not sure I would change anything.”
- ◆ “We need to recognise performance and not just long service. That way, young women and men will be recognised for what they do even if they have not been in the organisation for so long.”
- ◆ “We do not have job rotation so I wish we could have changed that to improve the work environment. I would have also liked to have more staff trained on coaching so they could have coached other staff. It would have also been good if Affirmative Action had been implemented in ECG providing a quota for women to participate in decision making. Above all, I wish that we would have had a woman director, by now!”
- ◆ “There should be national orientation to get more women into our engineering and manufacturing setups.”
- ◆ “There is a lot of political influence in our work and I wish that could change as it disrupts our activities.”

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