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FIGURE 4 | World Vision’s five GESI domains

ACCESS

The ability to access, use, control, and/or own assets, resources, opportunities, services, benefits and infrastructures.

PARTICIPATION

The ability to participate in or engage in societal affairs and systems of power that influence and determine development, life activities and outcomes.

DECISION-MAKING

The ability to make decisions free of coercion at individual, family, community, and societal levels.

SYSTEMS

The availability of equal and inclusive systems that promote equity, account for the different needs of vulnerable populations and create enabling environments for their engagement.

WELL-BEING

The sense of agency, worth, capability status, confidence, dignity, safety, health and overall physical, emotional psychological and spiritual well-being.



Working paper

Awareness of GESI in county energy planning in Kenya and approaches to integrating GESI in County Energy Plans

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Sarah Wykes (Loughborough University) and Emmanuel Ngeyo (EDM Lead, Kenya) with additional research by Cathy Farnworth and Truddy Misango.

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List of Acronyms

ADP	ANNUAL DEVELOPMENT PLAN
AfDB	AFRICAN DEVELOPMENT BANK
CEP	COUNTY ENERGY PLAN
CIDP	COUNTY INTEGRATED DEVELOPMENT PLAN
CIFS	CLIMATE INVESTMENT FUNDS
EDM	ENERGY DELIVERY MODELS
FCDO	FOREIGN AND COMMONWEALTH DEVELOPMENT OFFICE
GESI	GENDER EQUALITY AND SOCIAL INCLUSION
GoK	GOVERNMENT OF KENYA
IED	INNOVATION, ENERGIE, DÉVELOPPEMENT
IIED	INTERNATIONAL INSTITUTE FOR ENVIRONMENT AND DEVELOPMENT
INEP	INTEGRATED NATIONAL ENERGY PLAN
KII	KEY INFORMANT INTERVIEW
KPLC	KENYA POWER COMPANY
KNBS	KENYA NATIONAL BUREAU OF STATISTICS
NCCAP	NATIONAL CLIMATE CHANGE ACTION PLAN

SDG	SUSTAINABLE DEVELOPMENT GOAL
SEforALL	SUSTAINABLE ENERGY FOR ALL INITIATIVE
SETA	SUSTAINABLE ENERGY TECHNICAL ASSISTANCE PROGRAMME
UNDP	UNITED NATIONS DEVELOPMENT PROGRAMME

1. Executive Summary

This working paper summarises the findings of qualitative research into the enabling environment for promoting gender equality and social inclusion (GESI) in energy and wider development planning and to what extent current practices by planners are promoting GESI.

First, this paper outlines the enabling environment in Kenya for county energy planning and analyses the policy frameworks for promoting GESI in planning, at national and county levels, using the example of Meru County for the latter. It discusses the definition of GESI and the ranges of approaches to integrating it into planning, from GESI sensitive to GESI transformative. It then analyses the findings of interviews (KIIs) with actors involved in developing county energy plans to assess both their general awareness of GESI and experience of promoting GESI in planning, and their specific experience of GESI in developing County Energy Plans using the Energy Delivery Models (EDM) inclusive planning approach, mostly within the SETA programme.

The findings of the enabling environment analysis highlight that, while there are provisions in the Kenyan Constitution (2010) to promote importance of GESI, there is no specific policy promoting gender and social inclusion (GESI) at national level, including in the energy sector. The best example of this seems to be the National Climate Change Action Plan (NCCAP). There are national policies, including in the energy sector, to promote *gender equality*, and such policies to some degree been replicated at the county level. There is a conflation of GESI with gender equality among policy makers and planners, with most attention paid to gender equality and less attention paid to other forms of social exclusion and marginalisation, including to intersectionality or how multiple forms of marginalisation interact.

Nevertheless, gender mainstreaming policies and the use of a “gender lens” in energy and development planning, plus learning from the NCCAP, could be useful building blocks to developing a more comprehensive social inclusion approach.

These findings are supported by the KIIs on integrating GESI in planning, summarised as follows:

- There is a conflation of GESI with gender equality among county planners. Planners and local CSOs have greater familiarity with gender issues and mainstreaming approaches. There is limited understanding of GESI and of intersectionality, and its impact on development outcomes. Most stakeholders working on preparing CEPs lack any in-depth understanding and training on GESI.
- Linked to this, there are no explicit GESI policies at county level, apart from public procurement. Planners felt there is a lack of political understanding of, or buy-in to, GESI mainstreaming.
- There is a lack of GESI expertise within County Governments including mainstreaming tools and approaches (SH mapping, baseline data collection and analysis, facilitating and managing needs assessment, developing inclusive solutions/projects/programmes, carrying out

vulnerability assessments, M & E etc.). There is also a lack of resource for internal capacity building on GESI.

- Planners feel that, while markers of vulnerability are visible, but other marginalized people, such as people living with HIV/AIDS, can fear identification and are difficult to target. For this reason, it is critical work from start of planning cycle with civil society or groups representing special interest groups.
- There is a lack of, or inconsistent, data on gender and marginalized people at county level to support GESI promotion in planning. Some data may be sex or age-disaggregated but this is not consistent across different data sets and there is less disaggregation for other types of marginalisation or vulnerability and little analysis or analytical capacity to provide a cross-cutting, in-depth GESI analysis for all development sectors.
- There is a particular difficulty of securing meaningful ongoing participation of vulnerable groups in project or solution design and testing, and as beneficiaries of implementation. This requires significant additional investment of time and resource, including in ongoing awareness raising to challenge current power relationships and inequalities.

In relation to KII's views on promotion of GESI through the EDM process specifically, it should be noted, first, that the SETA mirroring counties had not received the same level of technical assistance on EDM as Meru and Kitui Counties, which had used the full EDM process. Overall, the EDM is recognised as a clear and logically structured process – despite the challenges experienced by the mirroring counties in accessing sufficient technical support. Its difference and value added from the KII's normal planning processes was recognised, in terms of its attention to disaggregating end-user needs, and promoting gender equality and social inclusion from the beginning with purposeful targeting of marginalized people. KIIs experienced a considerable learning curve and described some aspects of the needs assessment process as ground-breaking.

However, they also highlighted that the ability to maximize GESI in the process depends on the resources available, and the wider issue of the deep-rooted and systemic nature of harmful gender inequalities and forms of marginalisation as the context in which the EDM process in Kenya has been operating. Such norms and behaviours cannot be addressed overnight through the use of inclusive planning processes such as EDM unless they are accompanied by wider awareness raising of decision makers and citizens, and introduction of transformative policies and practices that bring about societal changes. However, institutionalisation of such planning approaches at county level and their use over the long term could make a significant contribution to such a transformation.

On the governance side, the following actions are suggested to support mainstreaming of GESI in county energy planning:

- Appoint a “GESI Champion” at top level of County Government (CECM/CO).
- Employ at least one GESI expert housed in the Directorate of Economic Planning and/or develop an ongoing partnership to source expertise from an external organisation, ideally with good local presence.
- Develop a GESI policy for County Government (build on gender equality policy if available and relevant).
- Raise awareness/train key officers leading county development, climate change and CEP.

- Create a standing, cross-sectoral GESI integration planning committee.
- Adopt GESI policies in recruitment and retention within the Energy Directorate and other Ministries

In terms of the actual project planning cycle, the following steps are recommended:

- Develop/adopt processes and tools for collection and analysis of energy (and other) sector data disaggregated by gender, age, ethnicity, and other potential factors of vulnerability. This includes data to assess the participation of women and marginalized groups in activities along the energy value chain.
- Undertake GESI assessments of existing (or flagship) projects and programmes to identify any retrofitting needed to promote GESI.
- Undertake vulnerability assessments for all new energy projects and programmes to identify most vulnerable end users/people.
- Develop M & E frameworks to target and enhance GESI impacts of specific project (components).
- Ensure sufficient budget allocation in CEPs/ CIDPs/ADPs for GESI-related project activities.
- One particularly critical step is to invest in improved collection and analysis of energy (and other key development) sector data disaggregated by gender, age, ethnicity, and other potential factors of vulnerability that can be analysed to support the design of CEP and wider CIDP interventions to promote GESI.

2. Introduction

This working paper is a companion piece to the three previous working papers on Data Needs for County Energy Planning in Kenya, Vertical Collaboration for County Energy Planning in Kenya (October 2022) and Assessing County Energy Demand (April 2023).

This working paper summarises the findings of qualitative research aimed, first, at assessing the current awareness of Gender and Social Inclusion (GESI) issues, and how to integrate them in planning, of selected county officials and national level actors involved in Kenya’s nascent county energy and wider development planning processes.

New regulations for Integrated National Energy Planning (INEP) are about to be introduced in Kenya, and county governments are mandated under the Energy Act 2019 to produce County Energy Plans (CEPs) – every ten years, according to the draft regulation (February 2023 draft).

In this context, it is important to understand the capacity of county and national officials to integrate Gender and Social Inclusion (GESI) considerations in the design, implementation and evaluation of CEPs, even if this is not a comprehensive study but rather a “snapshot”. It is also important to understand the wider policy context in which these officials, in terms of any specific enabling frameworks at the national and county-level to promote GESI in planning development projects and programmes.

SETA is a four-year collaboration between the Kenyan Ministry of Energy and Petroleum (MoEP) and the European Union that aims to build the capacity of Kenya’s counties and national level officials, and wider understanding in the private sector and civil society, on integrated energy planning. This capacity is needed to implement the mandate for counties to complete County Energy Plans (CEPs) under Kenya’s Energy Act (2019). It is also needed to operationalise the forthcoming new Integrated Energy Planning (INEP) Framework. The lead contractors for SETA are Innovation, Energie et Developpement (IED) and Practical Action Consulting.

Under SETA, Kenya’s county governments as well as MoEP and power sector and energy regulatory body officials, entities such as the Council of Governors, private sector and civil society organisations (CSOs) have received a range of different training interventions. Under an Advanced Training Programme for county energy planners, Meru County Government is being supported to develop a full CEP (May 2023) using the Energy Delivery Models (EDM), an inclusive, cross-sectoral planning process that has also been used for basic training of 44 counties. Another 11 counties are mirroring this process. Technical assistance on EDM for Meru County and classroom training for the mirroring counties led by IIED and Steer Centre, Loughborough University. Technical assistance to the mirroring counties in the field is provided by the SETA lead contractors.

Box 1: The Sustainable Energy Technical Assistance Programme

For this reason, a second aim of this work was to identify whether the EDM process could be enhanced across its six steps to promote GESI further and integrate it into county energy planning, both through feedback from the KIIs, and through the learning from the CEP process carried out in Meru County. These inputs can be used to identify practical tools and approaches to further enhance

GESI integration, and the final aim of this work was to pilot or demonstrate how GESI could be further enhanced through deepening the existing EDM approach or adding additional activities in one county undergoing advanced training. Kakamega County was selected for this because the County was about to begin Step 3 – community and sectoral needs assessment (see below).

2.1 The Energy Delivery Models (EDM) planning approach

The Energy Delivery Model (EDM) is a six-step inclusive, cross-sectoral planning approach in which energy services are planned as enablers of development needs rather than standalone infrastructure investments. EDM starts by identifying the priority development needs of target end users (in this case county citizens), and analyses the energy and non-energy gaps preventing these needs being met co-create financially, environmentally and socially sustainable solutions to meet the needs.



Figure 1: The six steps of the EDM planning process

EDM promotes Gender and Social Inclusion (GESI) through its participatory planning process. Representatives of women (such as women’s groups) and representatives of other marginalised groups are included proactively from the start of the six-step process, in the stakeholder mapping and baseline data collection processes, baseline and needs assessment process. Overall, there is an emphasis on understanding the socio-cultural factors preventing the needs of different groups being met, and the needs of end users are disaggregated. The solutions developed are targeted at specific end-user groups.

3. Context and enabling environment for energy planning in Kenya

Energy planning in Kenya is now a mandate of both the national energy service providers (NESP), such as the Kenya Power and Lighting Company (KPLC), led by the Ministry of Energy and Petroleum (MoEP), and the 47 county governments under the Fourth Schedule of the Constitution of Kenya (2010), and the Fifth Schedule of the Energy Act (2019). Under the Energy Act, the national government is required to develop an Integrated National Energy Plan (INEP) and county governments, MoE and NESPs are mandated to develop county energy plans as inputs to the design of the INEP.

However, both Kenya's Energy Policy (2018) and subsequent research have identified several challenges to achieving integrated planning, including significant gaps in the data sets needed for both county and national energy planning, as well as data governance issues, and weaknesses in coordination between national and county level actors. The two working papers produced previously under the UK PACT Project, *Data Needs for County Energy Planning in Kenya* and *Vertical Collaboration for County Energy Planning in Kenya* (October 2022) have analysed these challenges in some depth and the Ministry of Energy has in response made important changes to the draft regulations or Framework for Integrated National Energy Planning (INEP) being developed to guide NESPs and county governments on their planning functions and mandates.

3.1 INEP Framework for Energy Planning

The INEP Framework has been under development since 2021 and is still under discussion by the MoE, associated state agencies and other stakeholders, including the Council of Governors as the umbrella body representing Kenya's county governments. The latest version of the Framework reviewed by the LU team dates from February 2023. This iteration contains significant improvements to the INEP structure and functions, including two new sections on *Coordination* and *Data Management* which contain many of the recommendations from the two Working Papers produced under the UK PACT Project.

The INEP Framework recognises the energy planning now takes place in the context of Sustainable Development Goal (SDG)7 on access to affordable, reliable, sustainable and modern energy for all, and that "to provide reliable and affordable energy for all, there has to be a paradigm shift from the traditional energy planning to adequately respond to the evolving global energy market, [and] the changing roles and responsibilities across the energy value chain." (INEP Foreword).

INEP further recognises that "the energy sector is a major enabler of wider economic & social development" (1.8.2). Thus, the INEP appears to acknowledge the increasingly accepted view, that energy planning and service delivery should not be a standalone, siloed process but address "wider societal goals" as expressed in international, national, sub-national (& regional) development goals and plans. At the county level, the INEP Framework specifically references the County Integrated Development Plans (CIDPs) that counties produce every five years as their development programming blueprint, and which inform the production of Annual Development Plans (ADPs) and budgetary allocation (1.8.1).

Furthermore, the Framework recognises that this will “[c]hallenge long-standing assumptions [and] rules-of-thumb in traditional energy planning [...] The traditional energy value chain was linear with energy carriers produced centrally and distributed to a passive end user.” (1.2). This assumed passivity of the end user in energy planning is no longer acceptable”. The Framework further states that: “Increasingly, environmental regulations, low-cost energy resources, *customer preferences and investments*, and risk management will drive investment decisions” (1.2, emphasis added). Thus, the INEP appears to recognize in principle the need for active participation of customers or end users in the planning of services and that these services should be designed to meet their needs, along with other societal considerations such as environmental sustainability.

3.2 Current support for county energy planning

Different stakeholders are currently supporting county governments to develop their county energy plans using different planning approaches/methods and tools. These stakeholders include the MoE through the Sustainable Energy Technical Assistance (SETA) project, the World Resources Institute (WRI), and Strathmore University. Development organizations such as GIZ, WWF, and SNV are also funding county energy planning processes. One of the most recent programmes targeting a large number of actors involved in energy planning is the SETA Project.

The SETA project (2020-23) aims to assist the national energy institutions and the county governments through a comprehensive capacity development program in developing resilient and implementable sustainable energy plans under the INEP Framework.¹ SETA is a partnership with the MoEP and is funded by the European Union. SETA is led by Innovation, Energie, Développement (IED) and Practical Action. The Centre for Sustainable Transitions (STEER) at Loughborough University and the International Institute for Environment and Development are project partners. The intended impacts of the SETA project are the following:

- Improved capacity of the energy sector actors and other stakeholders at the national and county level for integrated planning, developing and implementing RE, EA, and EE projects.
- More effective engagement in energy planning of the private sector and CSOs, and vulnerable and poor groups, mainstreaming of gender, climate change, environment, and other critical issues.

SETA has adopted the Energy Delivery Model (EDM) methodology (see Section 5) as a means of both designing the first generation of CEPs in 12 counties (under what is termed the Advanced Training Programme or ATP) and more widely strengthening the understanding of inclusive and cross-sectoral planning approaches among other counties (46 counties participated in a Basic Training Project) and national actors (including MoE and other national service providers, the Council of Governors, private

¹ See <https://www.seta-kenya.org>.

sector and civil society organisations). This includes ongoing discussion with officials in the MoE and other agencies involved in developing the INEP Framework.

Under SETA, Meru County was chosen as the “demonstration” county where a full EDM planning process will be carried out, and where the planning activities under the six-step process will be “mirrored” by a further 11 counties, supported by classroom training sessions. The next section explores different energy planning approaches, to give the context and rationale for why the EDM planning approach was developed as a response to perceived need for alternative approaches to traditional energy planning and delivery approaches in order for energy services to deliver more optimal development outcomes, and to meet the SDG 7 target of universal access to affordable, reliable and sustainable modern energy by 2030.

4. Promoting and integrating GESI in energy planning

4.1 Definitions of GESI

Gender equality and **social inclusion** are two different, but interdependent, terminologies and forms of analysis and practice aimed at addressing the root causes of inequality and marginalization of particular groups and individuals and promoting their economic social and cultural rights. Besides GESI being a fundamental human right, it is also essential to achieve inclusive sustainable development (UN, 2022 and FAO, IFAD, WFP, and CGIAR GENDER Impact Platform, 2023).

According to World Vision (2020), “gender equality is the state or condition that affords women and girls, men and boys, equal enjoyment of human rights, socially valued goods, opportunities, and resources. It includes expanding freedoms and voice, improving power dynamics and relations, transforming gender roles and enhancing overall quality of life so that males and females achieve their full potential”.²

Gender transformative change requires a commitment from everyone involved in research for development including organizations at international and national level, individual researchers and practitioners, farmers, development agencies, policy-makers and consumers, to transform the existing values, practices and priorities that (re)produce and perpetuate gender biases and inequities in agrifood systems (Lopez et al., 2023 forthcoming).

Social inclusion “seeks to address inequality and/or exclusion of vulnerable populations by improving terms of participation in society and enhancing opportunities, access to resources, voice and respect for human rights. It seeks to promote empowerment and advance peaceful and inclusive societies and institutions.”

² World Vision GESI approach and TOC; adapted from the SDGs.

Another important concept is intersectionality. According to World Vision (2020):

Evidence suggests that gender, inequality and social exclusion disproportionately affects children—girls and boys, women, persons with disabilities (PWDs), youth, and people living in poverty (PLP). Other factors of vulnerability or exclusion include refugee or migrant status, ethnicity, religion, age, language and health status. Individuals have overlapping and inter-related vulnerabilities (known as intersectionality). For example, women with disabilities may face double marginalization because of gender norms, stereotypes and stigma towards persons with disabilities; Adolescent boys living in extreme poverty may be exposed to higher risks of community violence (due to age and socio-economic status). (World Vision, 2020)

This concept brings a rigorous conceptual framework to the notion of social inclusion, and – as with gender transformative change, - builds in analyses of power, agency (the ability to set a goal and act upon it) and empowerment (the ability to take a decision and act upon it in a context where this ability was previously denied). Intersectionality describes the understanding that our gender and other characteristics such as race and class interact with each other to create who we are. These interactions can result in systemic inequalities which can be very difficult to tackle in projects. A person may be discriminated against on the basis of their gender, their marital status, their ethnic identity, their mental or physical disability, their socio-economic status, and their age, for example.

These different social identities combine to shape different experiences of privilege, discrimination and oppression. It should be noted that some of our identities may privilege us, whilst others may cause us some harm. In a workshop setting participants may be discriminated against due to one or more forms of identity they carry, yet experience privilege due to others. A simple example could be of young men in a group of older men in a cultural setting where the voices of young men are not accorded as much weight as that of older men. In a different meeting which brings together young women and young men, the voices of young women may carry less weight.

Positive masculinities is another concept that is intimately associated with the concept of gender transformative change and intersectionality. Masculinities express complex relations of power between women and men, and between men. ‘Restrictive masculinities’ describe masculinities which limit men to their traditional role as the dominant gender group, thereby constraining men’s life choices and undermining women’s empowerment and gender equality. Restrictive masculinities operate by defining roles for men in two associated ways. First, men are expected to express attitudes and behaviours that confirm locally accepted norms about masculinities. This may influence men to make choices different from those that they may have made in different circumstances. Second, men who do not conform to these norms may face social sanctions or ostracization. In contrast, ‘gender-equitable masculinities’ are supportive of women’s empowerment and gender equality. They allow men to express a wider range of attitudes and behaviours. Gender-equitable masculinities are key to transforming the existing social and gender norms that are governed by patriarchy and normative masculinities (Rietveld et al., 2022).

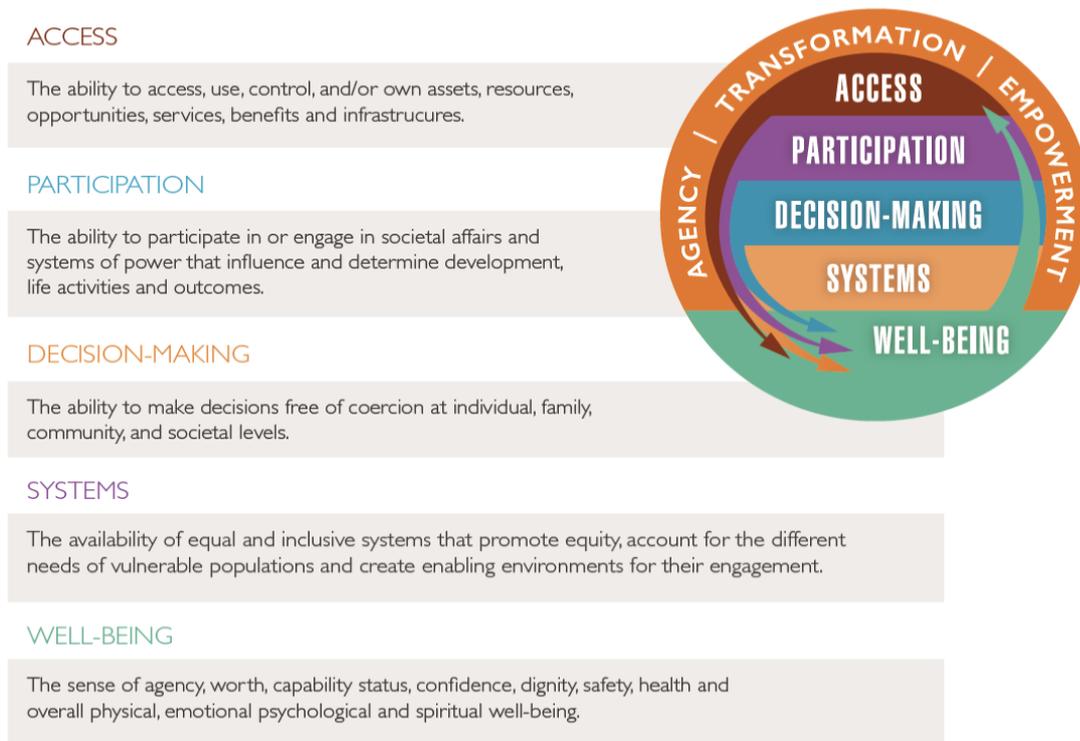
Overall, World Vision defines GESI as “a multi-faceted process of transformation” that:

- Promotes equal and inclusive access, decision-making, participation, and well-being of the most vulnerable.

- Transforms systems, social norms, and relations to enable the most vulnerable to participate in and benefit equally from development interventions.
- Builds individual and collective agency (or empowerment), resilience, and action.
- Promotes the empowerment and well-being of vulnerable children, their families and communities. (World Vision, 2020).

There are five dimensions of GESI (see Figure 1) which require implementation across multiple levels of action: individual, household, community, and societal levels.

FIGURE 4 | World Vision’s five GESI domains



Source: World Vision, 2020

Figure 2: The five dimensions or domains of GESI

4.2 Approaches and challenges to GESI integration in development and energy planning

Mainstreaming GESI into the design, implementation and monitoring and evaluation (M and E) – in this case, into the interventions developed under the County Energy Plan for Meru – begins with applying a “GESI lens” to identify who are the most vulnerable groups and individuals in the project context – in this case Meru County – including those groups or individuals who are experiencing multiple factors of vulnerability or “intersectionality”.

The barriers or gaps facing these groups and individuals and what processes, institutions, attitudes etc are the causes these barriers across the five GESI domains and at household, community, societal levels must be understood to identify key actions or interventions that can address these barriers, plus indicators to evidence the process of transformative change (ibid).

Integrating GESI into project design, implementation and M and E requires collection and analysis of GESI-disaggregated data. In the case of county energy planning within Kenya, this is one of a number of critical data gaps have been identified and are recognised by both county and national energy planners working in the context of INEP. According to the data on the gender and energy nexus by the AfDB and Energia, gender-disaggregated data on the energy sector in Kenya is very limited (AfDB, Energia et al. 2020). According to research by LU, KPLC-IESR and IIED (2022) based on the experience of developing the CEP in Meru carried out with the support of UK PACT on also highlighted a number of data gaps for county planning, including a lack of disaggregated data (both in relation to GESI and more broadly in relation to sub-county and ward level data).

GESI focuses on increasing the access to development, the participation in society and the decision-making power and wellbeing of vulnerable groups and individuals who are excluded from societal processes and practices on the grounds of social class, income, gender, age, ethnicity, disability, religious beliefs and practices, and work and life experiences. It seeks to achieve gender equality as a fundamental value that should be reflected in development choices where women are active agents of development, not just passive recipients. The overall objective is a society in which women, men and all people enjoy the same opportunities, rights and obligations in all spheres of life.

GESI aims to remove the **systemic** barriers of discrimination towards marginalized and vulnerable groups. This often requires specific, targeted interventions and policies to address existing inequalities, which may include additional training or education and awareness raising. It is therefore important for public institutions and private bodies to have in place systems and processes to constantly identify weaknesses in GESI and assess the status of GESI integration within their policy, planning, and operations. This includes, in the Kenyan context, the operations of County Governments.

Approaches to GESI in planning can be summarised as follows:

GESI blind: ignores gender and other forms of inequality.

GESI sensitive: considers gender and other forms of inequality but takes no remedial action to address it.

GESI specific: considers gender and other forms of inequality and takes remedial action to address it but does not change underlying power relations.

GESI transformative: addresses the causes of gender-based and other forms of inequality by transforming harmful norms, roles and relations through the inclusion of strategies to foster progressive changes in power relationships.

Source: World Vision (2023)

Box 2: GESI aims and approaches

4.3. Policy frameworks for integrating GESI in energy planning in Kenya

Kenya's national development blueprint, Vision 2030, recognizes energy as a core enabler to fight poverty (SEforALL and Power for All, 2017) and a catalyst for the Sustainable Development Goals (SDGs). Kenya has national targets to achieve universal access to electricity (by 2022) and to clean cooking (by 2028). Many policies and programmes have been developed aimed at achieving SDG 7, as has been discussed. Globally, it is recognised that there are critical GESI gaps in energy access, with women and people from marginalized groups having unequal access to energy and energy services, as well as use of, control over and benefits from, energy resources and services (Buchy and Shakya, 2023).

The Kenya Constitution (2010) recognises the importance of GESI by requiring representation by women on public decision-making bodies to be at least 33%, and enabling access to government opportunities for “special interest groups” including women, PWDs and youth (national and county government). Thirty percent of public procurement opportunities must legally go to these marginalized groups (Kogi, 2021).

However, as in other sectors, there is no specific policy promoting gender and social inclusion (GESI) in the Kenya energy sector. According to one recent analysis, this goes hand-in-hand with there being little understanding of GESI among policy and decision makers and investment planners, and a conflation of GESI with gender equality (Onyango, Hirmer and Tomei, 2022).

On the other hand, there is a focus on GESI integration in the National Climate Change Action Plan 2018-2022 (GoK 2018), which recommends enhancing GESI in climate change action by adapting a gender and youth mainstreaming to climate change adaptation. It recommends the County Governments to mirror it within their climate change development initiatives.

The NCCAP outlines the following strategies to support mainstreaming of GESI within climate change interventions: adopting intergenerational, special needs and gender mainstreaming approaches across all aspects of Country's climate change response; promoting and encouraging effective partnerships in production and utilization of green energy options in the county as well as mitigation and building resilience to climate change and related disasters; and ensuring that its climate change response is equally beneficial to women, youth, persons living with disability, and men while enhancing gender equality. The NCCAP also recommends using systematic vulnerability analysis of its climate change response, which will require the collection and analysis of data disaggregated by gender, age and special needs. Finally, it recommends the following priority actions:

- Adopt a GESI mainstreaming approach at all stages of the climate change policy cycle from research to analysis, to the design and implementation of actions to monitoring and evaluation.
- Development of responsive actions, to ensure that marginalization and vulnerability arising from age and gender disparities as well as disabilities are addressed at all stages of climate change response project cycle.
- Measures to ensure and enhance the participation of the youth, women, and people with disabilities in climate change governance and to position them to take advantage of emerging opportunities through awareness creation community sessions. This can include opportunities

such as considerations in tendering processes and employment during project implementation processes.

- Undertake a systemic analysis of the various special needs and ensure that planning and climate change responses mainstream participation and protection to persons with special needs in collaboration with other stakeholders.
- Enhance gender equality in land ownership, decision making, planning and management of rangeland resources and together with relevant stakeholders while considering the “Do No Harm” policy.
- Avoid any backlash from the custodians of culture (predominantly senior male members of the society) by conducting GESI responsive awareness campaigns.
- Progressively deal with retrogressive and harmful cultural practices that perpetuate GESI discrimination, in line with the provisions of the constitution and other enabling statutes.

These strategic provisions are comprehensive and, if implemented, could provide a potential roadmap to support development of an over-arching GESI framework for development planning.

Over the last three decades, in Kenya as well as globally, there has been greater focus on *gender* mainstreaming in development policy, planning, and implementation. Gender mainstreaming is now a national mandate in Kenya, as per the National Policy on Gender and Development Policy. This details the overarching principles, to be adopted and integrated into the National and County Government sectoral policies, practices and programmes (GoK, 2019).

Gender equality has been increasingly recognized as a key strategy for accelerating progress on the SDGs, including SDG 7. For instance, the African Development Bank (AfDB), the Climate Investment Funds (CIFs) and ENERGIA collaborated on four country briefs, including for Kenya, highlighting the need to “increase data availability on gender and energy and provide insights for future gender sensitive interventions to ensure men and women reap the benefits of energy interventions.”³

In the Kenyan energy sector, the key policy framework is the MoE’s Gender Policy in Energy (GoK, 2019b). This policy provides a framework for mainstreaming gender, and highlights five areas of priority action that are intended to form a framework for action across national and county governments, and in state agencies (see below). Each of these priorities, which constitute a mixture of internal, institutional-facing and external, programmatic-facing action areas, has within it a number of strategies or deliverables (see Annex 1 for the full list).

1. Strengthen institutional frameworks for gender equality, including by appointing gender champions, and ensuring equitable recruitment, placement, deployment of qualified women and men and promotion to positions of decision making.

³See <https://energia.org/energia-the-african-development-bank-and-the-climate-investment-funds-join-efforts-to-strengthen-gender-in-the-energy-sector-in-africa/>.

2. Ensure compliance with the Constitution on Gender, including by reviewing all existing policies in the energy sector to make them gender responsive and monitoring compliance with with two thirds gender rule in employment, promotion and placement of women and men in leadership/ boards and committees.
3. Increasing awareness on gender in the Energy Sector, including by conducting gender sensitization campaigns and trainings.
4. Integrating gender in programs, monitoring & evaluation, including by carrying out gender assessment of existing programs, developing gender sensitive monitoring and evaluation tools and strengthening the capacity of all units and sections to collect gender-disaggregated data
5. Promoting clean cooking solutions and environmental sustainability, including by assessing the percentage uptake of clean cooking solutions and the level of adoption to renewable solutions by households in rural and hard to reach areas, and promoting activities for environmental sustainability (awareness creation, tree planting, forest conservation, among others, energy efficiency and conservation.

The draft INEP Framework (February 2023 version) Draft INEP Framework (Feb 2023) further identifies gender equality as a cross-cutting issue for energy planning, and calls for “gender aware planning” including for CEPs. The MoEP 2019 Gender Policy is highlighted as a key reference document for planners.

Energy interventions impact men and women differently, as they have distinct roles, responsibilities and voice within their households, markets, and communities. This leads to differences in their access, control, use of energy and the impact of energy services on their lives. Policies and plans provide the framework for distribution of access to and control over public resources to address an identified problem as per government values and principles. Policies determine choice and priorities, whether to improve fossil fuel distribution through public and/or private sector investment, or to promote the use of small-scale renewable energy systems through financial instruments, such as subsidies (Section 4.1, p. 48)

The draft Framework outlines the following guiding questions for CEP planners:

- a. Which gender is likely to participate in and benefit from the energy intervention?
- b. Which gender is going to be involved in the management and maintenance of the system?
- c. Is women’s knowledge, e.g. on ecosystems and biodiversity, considered?
- d. How far have individuals and non-governmental organizations with experience in gender mainstreaming participated in project identification, formulation and appraisal?
- e. Are project personnel able to mainstream gender issues?
- f. Are there appropriate opportunities for women to participate in project management positions? Among others.

During monitoring, evaluation and feedback, the following questions may be considered.

- a. What is the impact of the energy interventions on women’s workload and time use, access and control of income and resources, decision making, reproductive roles and expressed aspiration of men and women?
- b. Does the project’s monitoring and evaluation system explicitly measure the impacts on men and women?
- c. What are the types and courses of data needed?
- d. Are monitoring and evaluation results used for decision making?
- e. Are women involved in the collection and interpretation of this data? (Ibid, pp. 48-49)

At the national level, the existence of such a gender equality enabling frameworks within the energy sector could serve as building blocks or bridge to developing a more in-depth GESI mainstreaming policy, where the existing gender policy is further deepened and extended to promote other forms of social inclusion as well as gender equality. For instance, the MoE’s Gender Policy already makes reference to the need to promote inclusion of some other vulnerable and marginalised groups by “monitoring compliance with 30% AGPO rule for women, youths and PWD in the energy sector” as well as to assessing “the involvement of women, men, PWDs and youth in energy exploration, generation, transmission and distribution” and by “identify[ing] projects that facilitate easier access of energy by vulnerable groups and the marginalized” (GoK, 2019b).

4.4 County Policy Frameworks for integrating GESI – the example of Meru County

Baseline research on the enabling context for the development of Meru County CEP using the EDM approach highlighted that, as at the national level, Meru County appears to have some expertise on gender issues and nascent enabling policies on gender equality but little explicit capacity or enabling environment on social inclusion in development planning and project implementation more widely, in terms of GESI.

The County has a Department of Education, Technology, Gender and Social Development⁴, and the County Government references the need for *gender equality* in the design and implementation of development projects, namely in the last CIDP (2018-22) (Meru County Government, 2018), with references to building county officials’ capacity on climate change and gender-related issues and, in terms of public finance management, the need for inclusivity and non-discrimination is highlighted, including application of the constitutional requirement for 33% participation of women and for GESI in procurement.

⁴ See: <https://meru.go.ke/department-of-education-technology-gender-social-development>

However, there are few specific interventions designed at promoting gender equality and social inclusion in sectoral programmes and projects, and across all sectors, including in the energy sector, little disaggregation of project indicators based on GESI or even gender. The next step would be to operationalize such provisions through concrete CIDP/ADP programmes and projects, including implementation of the CEP solutions, and use this experience to inform design of future interventions within the energy sector.

In terms of policies, in 2019, the County Government launched a policy on sexual and gender-based violence. The ADP for 2021-22 states that a Meru County *Gender Mainstreaming Policy* was under development, in partnership with Ripples international (Meru County Government, 2021).

As per the recommendations from the NCCAP, Meru's Climate Change Policy should promote GESI integration into any climate change action legislation, policies or programmes. However, while its Climate Change Act (Meru County Government, 2020) refers to the need for community driven and bottom-up planning of the county responses to climate change; and commits to informed participation of communities in planning and implementation of climate change response interventions, and its Climate Change Policy refers to the need to mainstream climate change action across all county development programming, applying a climate risk lens, there is no reference to integrating GESI or that marginalized and vulnerable groups may also run higher risks from climate change impacts and require GESI-sensitive or transformative interventions.

There is equally a lack of reference to promoting GESI in the county's nascent climate change financing regulations, developed in response to the Financing Locally-Led Climate Change Action (FLOCA) initiative (World Bank, 2019). The absence of this will make it difficult to allocate financing for any proposed GESI-related climate change actions and interventions.

The lack of a specific national umbrella policy on GESI mainstreaming in development planning does not necessarily have to be a barrier to developing such an approach in Meru or other counties. As at the level of the national energy sector policies, if Meru or other counties have some experience of gender mainstreaming or adopts gender mainstreaming or other relevant policies, and begin to apply a gender lens to their county development planning and programme implementation, this could be a stepping stone to developing a more comprehensive social inclusion approach.

As the next section highlights, given the apparently low awareness of GESI among county planners and decision makers, the first step for Meru or other counties, working with external experts including any local organisations delivering GESI-transformative programming, could be to increase the understanding of GESI, and build buy-in to the need for GESI mainstreaming, among key county government stakeholders (potentially with participation of key external stakeholders such as relevant civil society partners etc.). The aim would be to show the critical importance of promoting GESI systematically across county development planning, and its added value for sustainable county development. Other suggestions, including appointment of a high-level GESI champion at county government level with responsibility for building internal awareness of GESI and developing a GESI master policy, are highlighted in the following sections, building on the KIIs carried out under this research project.

5. Awareness of GESI among county officials involved in CEPs

5.1 Methodology for Key Informant Interviews (KIIs)

The methodology involved developing a questionnaire which aimed to, first, assess the level of understanding of the term GESI and any previous experience the KIIs interviewed had of using GESI approaches in their planning and programmatic work. The second aim was to gather feedback on the experience of using the EDM planning approach to promote GESI, and any further ideas or insights from the KIIs on how this could be further enhanced across the six EDM steps.

The KIIs included officials from County Government (Directorates of Gender/Energy/Economic Planning, one national mentoring expert (NME) drawn from a state agency involved in supporting several counties through SETA, and consultants supporting the mirroring counties employed by the SETA lead organisations (IIED and Practical Action). The respondents were selected due to their knowledge of, and participation in, EDM and/or SETA planning processes. In total 12 respondents were selected, three of whom were women, as shown in Table 1. This is less of a gender balance than the project team wanted, but was due to the very limited number of women in relevant Directorate positions in county government or leading CSO participation. Of the 12 KIIs approaches, two did not respond (highlighted in orange in Table 1).

When the process of identifying the KIIs began, it became evident that only Meru County, and prior to the SETA programme, Kitui County, had received the level of technical assistance required to implement the EDM process fully, and only participants in these counties had experience of all six steps. The SETA mirroring counties had received classroom training in Steps 1-6 but, in terms of practical application of the process to develop their CEPs, had not received the same level of technical assistance on EDM, and were making slow progress on planning. The approach had also been shortened for the mirroring counties. In particular, Step 3 – which focuses on in-depth community and sectoral needs assessment – had been considerably curtailed. At the date of interviewing, most of the KIIs from mirroring counties were still in Step 2 (baselining activities). Only Meru County had finished Stepd 4-5 and is the process of writing up its CEP. This context meant that the questionnaires for the KIIs would have to be adapted to take account of the differing levels of understanding and experience of the planning process.

	Experience of EDM process (practical)	Completed questionnaire	Gender (M/F)	Affiliation	County or Organisation
Meru County (EDM county)					
1	Steps 1-6	Yes	F	Officer Economic planning	Meru County

2	Steps 1-6	Yes	M	Head of Programmes	Caritas Meru
Kakamega County (mirroring county)					
3	Steps 1-2	Yes	M	Director of Energy	Kakamega County
4	Steps 1-2	Yes	M	Director	CSO Kakamega
Kisii County (mirroring county)					
5	Steps 1-2	No response	M	Director of Energy	Kisii County
Kitui County (EDM county)					
6	Steps 1-6	Yes	F	CSO Focal Point	Caritas Kitui
Taita Taveta County (mirroring county)					
7	Steps 1-2	Yes	M	Director of Energy	Taita Taveta County
SETA employees and consultants					
8	Steps 1-6	No response	M	SETA National Mentoring Expert	KPLC/IESR
9	Steps 1-3	Yes	M	Consultant	Freelance
10	Steps 1-4	Yes	M	Key Expert, SETA	Practical Action/ SETA
11	Steps 1-4	Yes	F	Project Officer, SETA	IED/SETA

12	Steps 1-4	Yes	M	Advisor, Vihiga county	
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Table 1: Key Informants selected

or this reason, different versions of the questionnaire were developed:

1. A questionnaire for respondents with experience of the full EDM process in Meru and Kitui counties – two respondents.
2. A questionnaire for respondents from SETA mirroring counties – three respondents.
3. A questionnaire for SETA advisors – five respondents.

The questionnaire responses were analysed and cross-cutting lessons learned compiled. Follow up questions were posed through emails to respondents as necessary. The Caritas Kitui CSO focal point, who had previously completed a questionnaire, was further interviewed through Teams due to their deep understanding of GESI in the EDM process.

5.2 Definitions of GESI and general challenges to promoting inclusion of vulnerable groups in planning

This section captures how the KIs defined gender and social inclusion. Most considered GESI to signify the importance of ensuring that everyone can achieve their full potential as human beings. They used terms like “value”, “importance”, “dignity”, “fairness”, and “justice” in relation to securing this goal.

Where I was born and brought up, when one wants to ask where you are married, they ask you “where are you cooking?” Meaning the position of a woman in our community has been reduced to be the KITCHEN. In our traditional set up, most of the opportunities and decisions have been dominated by the male gender.

The respondents see the EDM process itself as a means of creating normative change towards more equity and equality in communities. In terms of practical impact, the respondents affirmed that the differences between people mean that their energy needs will differ according to their needs and aspirations, and selected projects. Specific geographies offer different opportunities and constraints in relation to energy

opportunities.

Respondents flagged up harmful gender and socio-cultural norms that deny women and marginalised people equal access to and ownership over resources, and corresponding decision-making power. People with weak agency find it difficult to formulate and express their views effectively in shared spaces because they fear being slapped down and ignored. The strength of harmful gender and social norms can make it difficult for planners to create inclusive spaces which persist across the whole of the EDM planning process.

The majority don't understand the diversity of groups within a society hence leaving out other vulnerable groups such as people living with HIV, people living with disabilities, marginalized groups etc. during the planning phase of a given project. Hence there is a lot of awareness creation required to avoid repetition of the same mistake in upcoming projects.

Harmful gender norms are a cross-cutting issue. Men are widely considered household heads and primary breadwinners. Respondents highlighted that women – regardless of their intersectional identity (ethnic group, age, economic class, etc.) - generally have low access to and control over resources, and weak decision-making power – though, of course, women's agency varies.

Harmful gender and socio-cultural norms can inhibit the equal participation of women and marginalized people, for instance physically disabled people, deaf people, and marginalized ethnic communities, in planning processes. Some markers of identity are visible, but other marginalized people, such as people living with HIV/AIDS, can fear identification and are thus difficult particularly difficult to target and include.

As a starting point for effective GESI, respondents pointed out the necessity of creating physically enabling infrastructure and providing other forms of assistance to facilitate the physical presence of women and marginalized people in planning processes. Venues which are located at some distance from physically-disabled people, or which are not configured appropriately for wheelchair access to meeting rooms, washrooms and eating spaces, prevent disabled people from participating effectively in meetings. Deaf people require signing. Marginalized ethnic communities may require that their languages are used, thus leading to the need for interpreters between local and national languages. Women in general are very busy with productive, household and care tasks. Their mobility may be culturally restricted. The timing of meetings, the location of venues, and their safety when travelling, need to be taken into consideration.

One important point raised as a challenge to promoting GESI in planning was that women and marginalised people may not be organised into groups. This makes it harder to locate and identify who to work with.

Recommendations

Respondents set out some general considerations for promoting GESI in planning:

- One mechanism is simply through ensuring differently-abled people and others are physically able to access meetings, and more broadly that they have the physical and medical infrastructure that they need to maximise their presence in the planning process.
- A second mechanism is to ensure the views of marginalised people are fully integrated into project planning. This requires that they are fully represented in surveys, that they participate effectively in meetings, that they speak, and that they are heard – and critical to this is ensuring that their views are properly recorded.

- The third mechanism is to weight the views of marginalised people to facilitate affirmative action. Again, this requires their views to be properly documented, and then that these views are pro-actively brought into decision-making throughout the process.

5.3 Data and capacity to integrate GESI into planning at county level

Steps 1 and 2 of the EDM process (**Identify the Starting Point** and **Be Inclusive** respectively) involve understanding who the planners are and what their aims are (in this case, put simply, County Government officials who are aiming to develop a County Energy Plan in the context of INEP), and to understand the development context and actors in the planning process better, firstly through stakeholder and power mapping and discussions with the Directorates of Energy and Economic Planning and other sectoral officials, including to explain the planning approach. In order not to duplicate efforts and structures, EDM mapping works with existing social structures such as farmer’s groups and women’s groups.. Secondly, baselining research and analysis is carried out, involving both secondary research (literature review) and primary research (household surveys, ward administrator surveys, KIIs and FGDs etc.). The aims of the baseline research is to understand the development context for the planning (in this case, for the CEP) and to identify a “long list” of initial development needs for the county that will be further interrogated and prioritised in Step 3 (**Build Understanding**)

The latter aims to ensure that marginalised and vulnerable groups are included and that data is disaggregated wherever possible, in terms of age, gender, ethnicity etc. The sample size and locations chosen for household surveys depend on available resource but are intended to be representative of

the socio-economic characteristics and demographics of the county. The Ward Administrator Surveys are intended to give further information on the development challenges and priorities as experienced in each ward of the county. These surveys are followed by KIIs and FGDs that are intended more as a “deep dive” into the sectoral context, development issues and priorities, with FGDs as the main tool to highlight the priorities and concerns of marginalized groups.

At most [the SETA Project] had 2 -3 gender experts who were not adequate to support the teams in the counties. There were budget constraints to engage senior gender experts at all stages of the process. This meant that the gender experts could at best provide guidance to teams at the preparatory stage or to review outputs from engagement processes.

It should be highlighted, as has been discussed extensively in the companion working paper on *Data Needs for County Energy Planning* (October 2022) that there are significant data gaps at county and particularly sub-county and ward level, as well as in disaggregation of data, as well as a lack of capacity for data collection and analysis, and lack of coordination to source data and support data management from the national to the county level. These findings are acknowledged by the MoEP officials who are leading on development of the INEP Framework, and new sections have been added to the INEP draft Framework on Data Collection and Coordination.

In terms of KI’s assessment of their own capacities to integrate GESI into the early stages of planning through activities such as stakeholder mapping, power mapping and baselining activities,

respondents raised a number of interrelated challenges related to how lack of GESI understanding at the political decision-maker level, coupled with lack of internal capacity and insufficient resourcing combine to make effective stakeholder mapping and baseline research for planning less effective than it should be. These institutional, interlinked challenges persist throughout the EDM planning steps that the mirroring counties had carried out, and are summarised below.

Challenge 1: Political buy-in and enabling environment for GESI

Generally speaking, the KIs agreed that county government structures have to some extent internalised the need for gender equality, which chimes with the analysis of the enabling environment in Section 4 above. Many counties have Directorates of Gender or Ministries that have gender departments and even if there is not consistent “home” for such departments, they are often housed within Ministries tasked with education and/or culture. There are gender experts within these departments, and decision-makers are frequently strongly supportive of gender inclusion. Some respondents also referred to partnerships with excellent civil society organisations with expertise on gender, human rights, and, to a lesser extent, inclusion of socio-economically and culturally marginalized people. However, there is a need to build the understanding of decision-makers and political leaders on the need for GESI in development and energy planning in order to develop relevant policies and ensure sufficient human and financial resources are allocated to this.

Challenge 2: Insufficient GESI expertise for stakeholder mapping

Respondents highlighted the importance of identifying and discussing socio-cultural norms in relation to mapping and documenting people and their organisations who experiencing social exclusion. However, some team members do not have enough understanding of social inclusion, marginalisation and diversity, nor an understanding of its importance. They are consequently ill-equipped to address GESI in stakeholder mapping or to work well with data collection and analysis tools, and require additional training to carry this out and replicate it in future planning processes.

There are insufficient women and marginalized people - such as people living with disabilities or youth - who actually experience gender and social exclusion, at mid-level and senior decision-making level in the County Government Directorates.

Challenge 3: Under-resourcing of Gender Directorates

Linked to the above, GESI – or Gender Directorates, given that all the KIs interviewed were referring to these - are insufficiently resourced. The gender department at county level is expected to advise all sectoral ministries but has neither the budget nor the human resources to do so. Another interesting point highlighted was that gender and social safeguarding experts at county level are expected to devote most of their time to donor-funded projects which demand a focus on GESI.

Challenge 4: Lack of (quality) GESI data and analysis on marginised groups

Some respondents considered that data on gender and marginalized people at county level was good whereas others argued it was poor – data quality seems to vary by county. Respondents explained that some data may be sex or age-disaggregated but this is not consistent across different data sets and there is less disaggregation for other types of marginalisation or vulnerability and little analysis or analytical capacity to provide a cross-cutting, in-depth GESI analysis for all development sectors. Logistical and resourcing challenges for the primary data gathering, include managing the huge geographies involved and working with different languages, was also mentioned by some respondents.

Challenge 4: GESI training and support

Most stakeholders working on preparing CEPs lack any in-depth understanding and training on GESI. SETA provided a one-day additional training on GESI for the mirroring counties but while welcomed, this was considered insufficient and covered only basic terminology and concepts, with insufficient time to explore how GESI links to energy access and wider development goals.

Overall, respondents considered that there is a significant lack of gender expertise available in the SETA Programme. In Meru County, however, for the full EDM process, the EDM team secured 10 days of a GESI expert to support the CEP development, although the EDM team considered this insufficient to provide in-depth support along all the steps of the process and it was difficult to source an expert with GESI, rather than gender mainstreaming expertise. Finally, many KIs felt that even a good GESI training course cannot make up for lack of institutional GESI expertise at county level that can inform and support planning on an ongoing basis, not just for an individual CEP.

Recommendations

- Existing policies and legislation on gender equality need to be domesticated at the county level, and then deepened to include other forms of social exclusion.
- Advocacy is needed with senior and mid-level decision makers (CECMs, COs as well as the Governor’s office) on the importance of GESI and how it can be operationalised in planning.
- There should be cross-sectoral training for ministries on the importance of including marginalised and vulnerable groups in development planning and service delivery.
- GESI training should be further resourced for all counties as part of institutionalising the EDM planning process and standalone training to understand the foundations of GESI, including human rights experts to help participants understand and address marginalization, was also proposed.
- Senior GESI experts could provide mentoring and support throughout the whole CEP/EDM process, including from Steps 1 and 2. This insight is supported by the experience of participants involved in rolling out the full EDM in Meru County, as well as the EDM technical experts. It would be ideal to retain a GESI consultant to support the whole process, but this depends on the available resource. At the very least, they are needed to support the most

intensive steps of assessing needs and designing/testing solutions through to implementation planning (Step 3 to 6).

5.4 Integrating GESI into understanding, disaggregating and prioritising needs

At Step 3 (**Build Understanding**) in the full EDM process, efforts are made to ensure maximum participation by women and marginalized groups in an in-depth needs assessment to ground truth and prioritise the development needs that have emerged through the baseline work. This takes the form of a two-day community workshop, followed by a one-day sectoral workshop (which includes some of the community members combined with other sectoral stakeholders) in representative locations for a range of socio-economic characteristics⁵ and for the priority development sectors in the county that have emerged in the baselining (e.g., crop or livestock farming, access to health services, access to water, clean cooking etc).⁶

The aim of the workshops is for participants to consider the initial longlist of needs developed during baselining, and then to prioritise these. The participants then choose one to three needs to work on, in the form of problem trees (which summarise the planning team's initial understanding of the gaps or what is stopping these needs being met) and work through initial solution ideas. Both the needs and the target groups (end users) for any solution ideas are disaggregated. These solution ideas then feed into development of the solution(s) to meet the priority need in Step 4 (**Design and Test**).

The third, sectoral day of the workshops focuses on a particular priority need- e.g., increased income from crop farming or better access to basic health services - and brings in sectoral stakeholders effectively to support this solution. Participants are presented with more developed problem trees and initial solution ideas - and work systematically in small groups through questions relating to the solution ideas using an innovative tool, the Energy Delivery Model Canvas - an adaptation of the Osterwalder *Business Model Canvas* used by businesses to design business models for products and services.⁷ The Delivery Model Canvas has categories of questions relating to similar building blocks at

⁵ It is important to manage participant and stakeholder expectations as to why the particular location for the workshop has been selected i.e. because of its representativity and that this does not mean it has been selected for solution implementation/investment. This requires pre- and in-workshop discussion and engagement and a validation by the County Government of workshop locations. For political reasons, it is desirable to have sufficient budget to hold a workshop in each sub-county.

⁶ It should be noted that the mirroring counties are being supported to carry out FGDs and KIIS in lieu of community workshops, which is why respondents cite these as their Step 3, rather than Step 2, activities.

⁷ See :<https://www.strategyzer.com/library/the-business-model-canvas> or <https://www.youtube.com/watch?v=2FumwkBMhLo>.

the Osterwalder Canvas but adapted for a development context: target groups or end users, delivery infrastructure (resource, stakeholders and activities) and accounting (which includes social and environmental costs and benefits as well as financial).

The organisation and facilitation of the workshops are supposed to promote GESI. This starts with participant selection, venue selection, through facilitation and content development.

Selection of workshop participants is designed to include representatives of marginalized and vulnerable groups in that locality, and to have at least one third women participants as per Kenyan law. Other ways to promote inclusion include ensuring transport reimbursement, organising meetings in venues close to people's homes to minimize travelling distances, scheduling meetings between approximately 09.30 am and 16.00 to ensure that women can complete their chores and to ensure the physical safety of vulnerable participants during their journey to and from the venue (avoiding early morning and late night travel). Where possible, the physical infrastructure of the workshop venue should also enable PLWD to participate.

Local languages are used during the workshops to encourage participation, alongside Swahili and English. Facilitation is supposed to ensure that marginal groups' voices are heard in group and plenary discussions, including through allocation of chairing and rapporteur roles and, if needed, use of women-only groups or additional FGDs alongside the main workshop. This is critical for disaggregating the needs of different groups. All participants have an equal number of votes when ranking their priority needs from the longlist. Visual aids like videos are used to elaborate the enabling role of energy across different sectors and how different groups accrue benefits from different solution interventions – for instance the ways in which energy supports poultry production, crop production, *etc.* This is intended to support non-literate participants, and deaf people, to understand the discussion.

Small group discussions on the problem trees and solution ideas using the EMC tool are designed to promote discussion on the socio-cultural aspects of solution design, including GESI. For instance, in relation to risk identification across different sectoral solutions and the possible mitigation measures, participants are encouraged to identify socio-cultural risks using a simple template. The Delivery Model Canvas tool has been adapted to include for each building block specific questions aiming to explore the socio-cultural - including GESI - aspects of solution ideas. For the end users category, for example, questions include:

- Are there local behaviours /attitudes towards innovation and risk that could affect the solution?
- Are there preferences and customs that could impact it?
- How do gender relationships impact it?

The KIs interviewed noted that in Step 3, great care is taken to ensure that women and marginalized groups were able to participate effectively. The strong participation of public and private sector

actors, who were generally perceived to have understood their role well and to have acted effectively, was appreciated.

The respondents also remarked that bottom up decision-making processes, such as those promoted by the EDM, are not the norm in local government. Respondents valued the one person-one vote voting system when the long list of needs were ranked in order of priority. The fact that every person, regardless of their social status, had an equal voice was considered pivotal and norm breaking. Electing the chairperson, secretary and observer from the participants was similarly valued as this gave marginalized people an opportunity to take on important roles.

Respondents highlighted the importance of skilled facilitators who have expertise in working with community members, and in particular the ability and experience of working with diverse groups of people, including marginalized groups. Making sure that discussion rules were followed was important. The idea of really listening and really learning and the added value of the small group work was strongly articulated by respondents as key to an intersectional awareness.

Some of the special interest groups have special needs, like the visually impaired may need support, the deaf will need interpreters. Some of the women who have undergone torture or SGBV, marginalization, the young mothers who have been chased out of their homes since they dropped out of school, need a lot of encouragement for them to voice out and thus the moderator should be vigilant and to bring them on board (Mirroring County KI).

Close work with an excellent community-based organisation was cited as a success factor by one respondent. Another respondent mentioned the importance of working with women's organisations and women leaders to draw out contributions by women and marginalized people alike.

Facilitators need to be able to speak local languages and to express themselves simply. To ensure the inclusion of deaf people interpreters are essential – as is taking time to ensure that their needs are conveyed effectively. Respondents flagged up the great importance of ensuring

physical access to the venue, including accessible washrooms. As per the quote, they also pointed out that women are not a homogenous group. Some have had harmful experiences that make them particularly hard to reach. Facilitators need to be aware of such issues, and cater for them accordingly.

Challenges

A few respondents from the mirroring counties had some concerns about the robustness of their selection procedure in terms of representing GESI issues in Step 3, given that they were not following the full process. Some argued that women and marginalized people remained insufficiently represented, and suggested that some kind of formula be developed to ensure to help assess “how many” women and marginalized people count as sufficiently representative. Other respondents from the mirroring counties commented that special efforts had to be made to ensure that sufficient women from county government staff participated (as they had prioritised Director level staff). In the full EDM process in Kitui and Meru Counties, the Kenyan legal requirement for at least one third women participants was followed. In Meru, marginal groups were included on a representative basis for the county and for the specific workshop location, including elderly and youth, and PLWD. Ethnic

and religious differences were not identified as critical markers of marginalisation or vulnerability in Meru for instance.

Regarding the process itself, respondents from the full EDM counties (Meru and Kitui) noted that it remains a challenge to ensure that women and marginalized people participate effectively due to the fact that norms around gender inequalities and social exclusion of marginalized people are deeply embedded. It takes time to help people overcome their sense of marginalization and feel emboldened to speak and be heard. Respondents felt that women, for instance, risked being marginalized during planning and implementation for this reason, even in more participatory processes such as EDM. A few participants expressed a particular concern that the requirements of people with special needs are still not fully captured or met including due to the constraints of physical infrastructure. It requires sufficient resource allocation for the planning process to be able to explore these issues in depth and, for instance, to build in additional FGDs or activities targeting the whole range of vulnerable and marginalised groups.

What is interesting to note in this regard is that during piloting of the EDM approach at the community level with indigenous groups in Eastern Indonesia, a separate FGD with women participants in the workshop was organized due to the fact that socio-cultural norms made it challenging for women to speak out and especially to question the views of male participants. During this FGD, the women participants identified somewhat different priorities, for example while men prioritised increased income from coffee farming, the women prioritised increasing income from micro enterprises that they could run from their homes. However, as will be seen from the report on the demonstration activities in Kakamega County, additional FGDs organised in to give the opportunity for marginalized groups to comment on the priority needs identified in community and sectoral workshops did not appear to result in them identifying any substantively different priorities.

A different challenge related to participant expectations. In general, KIs felt that in the context of county development or energy planning, there is somewhat of a dependency culture whereby communities expect government to provide energy and other services, so the EDM approach of co-creation of solutions, with an emphasis on costed business models, is a new approach for planning, especially where communities are encouraged to think about where the revenues will come from to pay for different components, and how they themselves will contribute (financially or in kind). Equally, some participants struggled with terms such as “value proposition” so facilitators need to be experienced in paraphrasing and explaining such concepts in simple terms and local translations. This highlights a wider need to ensure that facilitators themselves are fully grounded in the EDM process.

The insights and ground-truthing carried out in Step 3 feed into solutions development in Step 4, where for instance, the full costs and sources of finance for each component of the solution need to be identified (which could include public subsidy as well as some form of end user financing, depending on which end user group is targeted, e.g, women farmers or poorer farmers who rent land rather than farmers who own their land). While the participants in Step 3 will not necessarily be the targeted end users for

Recommendations

- Ensure sufficient time and resource for the needs assessment process, including for a GESI-sensitive approach, including for any additional activities that are required due to the

challenges of ensuring that the different forms of marginalization specific to the development context can be understood and the needs of such groups disaggregated.

- At the same time, no needs assessment or wider CEP process will be able to transform deep-seated socio-cultural norms and unequal practices by itself. Thus the approach to this Step must be one of “good enough practice” on promoting GESI in the planning process, while aiming to build wider understanding among county decision makers and planners as well as community members of different forms of marginalization and why disaggregation of needs is important for developing solutions, through “learning by doing”.
- It is critical to have skilled facilitators with expertise in working with community members, and in particular the ability and experience of working with diverse groups of people, including marginalized groups. Equally it is important to have facilitators with expertise on delivering EDM training.

5.4 Integrating GESI in design of solutions

Respondents from Meru and Kitui Counties are the only respondents interviewed who have undergone Step 4. EDM Step 4 (**Design and Test**). This Step involves taking the initial solution ideas developed in the community and sectoral workshops and carrying out further extensive research and analysis, including where needed further primary data collection, to identify and develop viable activities and outputs to address the gaps to meeting the priority needs which have been identified, and to develop fully-costed holistic solutions integrating energy and non-energy components, using the Delivery Model Canvas to guide the analysis.

This includes identification of specific target end user groups and analysis of the socio-cultural aspects of the solution components, including GESI aspects, with further engagement with these target groups, potential delivery and (co)financing partners and other stakeholders whose support is needed to deliver the solutions. The final output should be financially, socially and environmentally sustainable business and investment models. In the case of Meru County process, Step 4 developed solutions to meet priority needs in six sectors: water, health, crop farming, poultry farming, health, clean cooking and household lighting. The following research and analysis methods were deployed:

- **Stakeholder engagement.** Ongoing and iterative engagement with county government officers from relevant ministries and other relevant stakeholders to seek sector-specific data and fill data gaps. These can include national ministries, NGOs, private sector suppliers, MFIs, development and commercial financiers etc. These meetings build cross-sectoral collaboration and allow the identification of different groups of end-users and current, past and planned initiatives and investments that may offer useful learning or synergies/co-benefits.
- **Additional literature reviews.** This includes monitoring and evaluation reports for ongoing and completed projects.

- **Mini surveys.** Government officials & local CSO partners carry out limited surveys to collect data essential for designing energy solutions.
- **Commissioning experts.** In Meru, sectoral experts (including those in county government) carried out further analysis of components of the value chains in different solution areas. This includes GESI and climate consultants.
- **Additional stakeholder interviews.** Further KIIs with relevant stakeholders who could potentially be involved in delivering supporting services and non-energy aspects of the different solutions were carried out in Meru.

Challenges

The KI from Kitui reported that, in that context, during solution design moving into implementation planning (Steps 5-6), women and marginalized people, are at strong risk of marginalization as latent power relations become uncomfortably visible at these stages, and can be difficult to challenge in some cases. There was also a reference to the needs to understand intersectionality at this stage (for instance, gender inequalities are also prevalent in marginalized groups and to understand the specific vulnerabilities this gives rise to in relation to specific target groups. Overall, gendered power relations which negatively affect women are very visible at this step. Every respondent referred to the fact that men wield considerable decision-making and control over assets. For this reason, getting men on board – as household heads, community leaders, and opinion-formers - is critical. They need to agree with the project and to support its aims, including solution components aimed at ensuring the inclusion of women, and socially marginalized people. In the case of Meru, there did not appear to be the same reference to such a high level of resistance to efforts to promote GESI in the design of specific solutions, but Meru respondents highlighted the importance of engaging potential end users at their own meeting places. The continued use of local languages is important.

Recommendations

- There may be a need to invest in further engagement and training with those who benefit from current gender inequalities, namely men to support the active participation of women,
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Men being the household heads and having been socialized in a patriarchal community have power over utilization of resources in the community and control the ownership of most resources. As such, they need to be engaged so as to support a thriving environment for women economic empowerment by making sure that they allow women to control and use productive resources and household income that is earned from the income generative activities. In our project we targeted both women and men especially during the crucial discussions of gender mainstreaming to make sure that all parties support in creating the enabling environment for empowerment.

marginalized people, and also children in solutions as active participants – and to share decision-making power over how benefits from solutions implementation are shared.

- Gender champions at community level are needed.
 - For women to be able to benefit in solutions which involve both individual and/or aggregated production or marketing (e.g., in the case of increased income from crop or poultry farming), it may be necessary to introduce quotas for farmers who are women or from other marginalised groups.
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- Women and people from marginalised groups may need additional investment in relation to formation of cooperatives or self-help groups, including on aspects of group governance, financial literacy and inclusion, and additional or women-only training or different mentoring approaches (e.g., in GAP or marketing or in use of particular equipment).

5.5 Promoting GESI through solution review and optimisation towards implementation

On the KI from Kitui had been involved in Step 5 (**Review and Optimise**) for two of the sectoral solutions developed for that CEP, involving increasing income from crop farming and individual poultry farming. Step 5 involves identifying if any additional supporting services are needed (including to ensure greater promotion of GESI in the solution e.g., by including poorer farmer or farmers from marginalized groups); ensuring the solutions are viable, financially sustainable and that they address all energy and non-energy gaps; and, ensuring that a robust pathway for investment and scale-up has been established.

During the optimisation process, there is an opportunity to introduce modifications into solution components to ensure inclusion of women and marginalised groups, including to enhance GESI outcomes. GESI indicators should be developed for M & E, which can then be tested or ground-truthed and the evidence and data collected and inform further changes or additions to solutions that may be needed to enhance GESI during subsequent implementation phases.

A project plan for the demonstration and implementation phases of the different solutions is developed. These plans should bring together all the various outputs from the analysis in the previous steps into a comprehensive business model(s) and investment proposal(s). The proposal should identify from the groups of end-users, who will be targeted first and why, including if certain groups of end-users are being targeted or included in order to promote GESI outcomes.

If the proposed solution depends on end users and/or other stakeholders adopting different approaches to current practices and customary ways of doing things, which can include challenging normative socio-cultural beliefs and practices, a demonstration or pilot phase with a small target group of end users is probably the best first step. Partners that will be involved in further scale up should be involved in the demonstration phase.

Challenges

Nevertheless, respondents from Meru and Kitui noted that securing the effective participation of marginalized groups, and particularly women, in optimization and implementation planning remains a challenge due to the strength of gender and social norms in rural communities.

Recommendations

- This demonstration phase requires sufficient ongoing support for end users to make the changes to practice needed, as these can be systemic and deep-rooted.
- There should be a dedicated budget for learning and for making any changes needed to the implementation plan going forward. This should include resource for any further engagement and training needed to promote awareness of GESI.

6. Summary of KII findings

- There is a conflation of GESI with gender equality. There is limited understanding of GESI and of intersectionality, and its impact on development outcomes.
- Planners and local CSOs have greater familiarity with gender issues and mainstreaming approaches.
- Linked to this, there is a lack of explicit GESI policies at county level. There are gender mainstreaming policies at national level but no specific GESI policies but these are mainly for public procurement.
- There is a lack of GESI expertise within County Governments including tools and approaches (for SH mapping, baseline data collection and analysis, facilitating and managing needs assessment, developing inclusive solutions/projects/programmes, carrying out vulnerability assessments, M & E etc.)
- There is a lack of resource for internal capacity building on GESI
- Planners lack of knowledge of how to target and include vulnerable groups in programme design and implementation. Planners feel that, while markers of vulnerability are visible, but other marginalized people, such as people living with HIV/AIDS, can fear identification and are difficult to target.
- There is a concern about lack of political understanding of, or buy-in to, GESI mainstreaming.
- Planners need to consider physical infrastructure & resources as barriers for participatory planning.
- Bottom-up planning and decision-making processes, such as those promoted by the EDM, are not the norm in local government.
- It is critical work from start of planning cycle with civil society or groups representing special interest groups
- There is a difficulty of securing meaningful ongoing participation of vulnerable groups in the solution design and testing and as beneficiaries of implementation without additional investment of time and resource, including in ongoing awareness raising to challenge current power relationships and inequalities.

7. Recommendations and further thoughts on the findings

After consideration of the current enabling environment and the responses from the KIs, the following suggestions are proposed to support mainstreaming of GESI in county energy sector programmes.

The first step is for county government to develop a plan for mainstreaming GESI. The county government must decide whether it wishes to begin by adopting a “gender sensitive” approach and move to a “gender transformative approach” over time, and what the timeline for this is, as this will determine the level of investment in term of both resource and staff time. The second step is to identify the internal (e.g., Gender Directorate) and external GESI expertise that can support the process of developing the mainstreaming plan. Ideally this process should be led by a high-level official (CECM) with sufficient staff time allocated to undertake the requisite research and analysis to inform development of the plan.

On the governance side, the following actions are suggested to support mainstreaming of GESI in county energy planning:

- Appoint a “GESI Champion” at top level of County Government (CECM/CO).
- Employ at least one GESI expert housed in the Directorate of Economic Planning and/or develop an ongoing partnership to source expertise from an external organisation, ideally with good local presence.
- Develop a GESI policy for County Government (build on gender equality policy if available and relevant).
- Raise awareness/train key officers leading county development, climate change and CEP.
- Create a standing, cross-sectoral GESI integration planning committee.
- Adopt GESI policies in recruitment and retention within the Energy Directorate and other Ministries

In terms of the actual project planning cycle, the following steps are recommended:

- Develop/adopt processes and tools for collection and analysis of energy (and other) sector data disaggregated by gender, age, ethnicity, and other potential factors of vulnerability. This includes data to assess the participation of women and marginalized groups in activities along the energy value chain.
- Undertake GESI assessments of existing (or flagship) projects and programmes to identify any retrofitting needed to promote GESI.
- Undertake vulnerability assessments for all new energy projects and programmes to identify most vulnerable end users/people.
- Develop M & E frameworks to target and enhance GESI impacts of specific project (components).

- Ensure sufficient budget allocation in CEPs/ CIDPs/ADPs for GESI-related project activities.

One particularly critical step is to invest in improved collection and analysis of energy (and other key development) sector data disaggregated by gender, age, ethnicity, and other potential factors of vulnerability that can be analysed to support the design of CEP and wider CIDP interventions to promote GESI. This includes data to assess the participation of women and marginalized groups in activities along the energy value chain from resource ownership and extraction through, generation, transmission, distribution and energy access/consumption to inform project design and implementation.

This could start by working with KNBS to identify any relevant unpublished disaggregated data sets related to the national census and other statistical updates to ward level (e.g., on electricity and cooking technology and fuel access) and how these could be made available for county energy planning. Additionally, there could be further collection of data points useful for county energy planning - for example, with KNBS as part of the periodic national census or sectoral statistical updates or other partners.

Potential support could also be sought through INEP to develop standardised data sets to facilitate CEP development, with standardized tools for data collection and management, given that INEP recognises the current gaps and challenges in data for county energy planning and has introduced a new section in the draft Framework on Data Management (Part Nine). See our previous Working Paper on **Data Needs for County Energy Planning** for a summary of these gaps.

Overall, it is important to disaggregate the term GESI. Gender equality is not the same as social inclusion and there has been a greater focus on the former in energy and development planning, even if this itself has been limited, than on the latter.

There is also little awareness of intersectionality in planning, where different markers of vulnerability related to age, marital status, ethnic community, etc. overlap and exacerbate marginalization of groups and individuals. For instance, women from marginalized communities are frequently further marginalized by virtue of their gender, whether from other members of their community, or by other actors, and there needs to be a continuing attention paid to the intersectionality of gender inequality with other forms of social exclusion.

Overall, the discussions with KIs showed that the EDM is recognised as a clear and logically structured process – despite the challenges experienced by the mirroring counties in accessing sufficient technical support - that differs from the normal planning processes most of the KIs are involved in terms of its attention to end-user needs, and promoting gender equality and social inclusion from the beginning through making sure that the needs of women and marginalized people are identified and that these voices are effectively included in discussion processes. Marginalized people, including people with disabilities such as deaf people, physically disabled people, youth (young women and men), female-headed households, and people from marginalized ethnic communities – among others - are purposively targeted. Significant efforts during the process are made to ensure that these people have opportunities to define their needs, to speak, and to be heard, especially through the in-depth needs assessment in Step 3.

It is evident from the respondent feedback that the respondents themselves have experienced a considerable learning curve. They have become more aware of some of the issues that women and marginalized people face daily, in terms of trying to communicate, being heard, and being respected. The importance of removing communication barriers through providing facilitation in local languages is recognized. Respondents further recognize the importance of ensuring enabling physical infrastructure, including access to buildings and rooms within them, such as washrooms, dining facilities and seminar rooms. Such facilities, though, are not necessarily available, and the ability to maximize GESI in the process depends on the resources available.

There is also the wider issue of the deep-rooted and systemic nature of harmful gender inequalities and forms of marginalisation as the context in which the EDM process in Kenya has been operating. Such norms and behaviours cannot be addressed overnight through the use of inclusive planning processes such as EDM unless they are accompanied by wider awareness raising of decision makers and citizens, and introduction of transformative policies and practices that bring about societal changes. However, institutionalisation of such planning approaches at county level and their use over the long term could make a significant contribution to such a transformation.

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9. Annex 1: Policy commitments and strategies in Kenya’s Ministry of Energy Gender Policy

1. To strengthen institutional frameworks for gender equality, we commit to:
 - a. Establish gender champions, units and committees
 - b. Ensure equitable recruitment, placement, deployment of qualified women and men and promotion to positions of decision making
 - c. Promote equitable training and career development of female and male officers
 - d. Provide gender responsive office facilities and equipment for staff use
 - e. Provide breastfeeding facilities for lactating female officers
 - f. Train and sensitize all staff and stakeholders on gender equality
 - g. Establish and implement reporting and management structures for gender issues, including SGBV
 - h. Promote enrollment of females and males in science, technology, engineering and mathematics in private and public universities
2. To ensure compliance with the Constitution on Gender, we commit to:
 - a. Disseminate and implement the Gender Policy in Energy
 - b. Mobilize Resources for implementation of Gender policy
 - c. Review all existing policies in the energy sector to make them gender responsive.
 - d. Engender all energy policies
 - e. Engender all energy plans, budgets, strategies and programs
 - f. Mobilize women and men to participate in energy projects
 - g. Monitor compliance with two thirds gender rule in employment, promotion and placement of women and men in leadership/ boards and committees.
 - h. Monitor compliance with 30% AGPO rule for women, youths and PWD in the energy sector.
 - i. Collect gender-disaggregated data to inform planning and programming
 - j. Mainstream Gender in County Integrated Energy Planning.
3. . To increase awareness on gender in the Energy Sector, we commit to:

- a. Conduct gender sensitization campaigns
 - b. Carry out gender trainings
 - c. Prepare and disseminate Information, Education and Communication (I.E.C) materials
 - d. Conduct media campaigns on gender
 - e. Disseminate information on gender policy, guidelines, action plans and strategies in Energy
4. To integrate gender in programs, monitoring & evaluation, we commit to;
- a. Carry out gender assessment of existing programs
 - b. Conduct regular gender audit of the AGPO program
 - c. Assess the involvement of women, men, PWDs and youth in energy exploration, generation, transmission and distribution
 - d. Identify projects that facilitate easier access of energy by vulnerable groups and the marginalized
 - e. Assess the number of households that can afford to pay for connectivity
 - f. Develop gender sensitive monitoring and evaluation tools
 - g. Strengthen the capacity of all units and sections to collect gender disaggregated data
 - h. Establish a gender disaggregated data management Centre
 - i. Carry out monitoring and evaluation of gender mainstreaming in all existing and new energy programs and projects
 - j. Assess the development of renewable energy technologies
 - k. Assess the consumption of clean & renewable energy technologies
 - l. Assess the number of women, men and single headed households accessing electricity
 - m. Assess the level of adoption to renewable solutions by households in rural and hard to reach areas
 - n. Prioritize funds for engendering programs
 - o. Integrate gender in County Energy Planning
5. To Promote clean cooking solutions and environmental sustainability, we commit to:

- a. Assess the development of clean and renewable energy technologies
- b. Assess the consumption of clean and renewable energy technologies
- c. Assess the percentage uptake of clean cooking solutions
- d. Assess the level of adoption to renewable solutions by households in rural and hard to reach areas
- e. Collaborate with CSOs in the sector and counties to promote and monitor uptake of clean cooking technologies
- f. Promote activities for environmental sustainability (awareness creation, tree planting, forest conservation, among others)
- g. Promote energy efficiency and conservation
- h. Encourage SAGAs to promote environmental conservation in ongoing projects