
Annex D GENDER ANALYSIS AND ACTION PLAN

Gender mainstreaming analysis

Introduction

According to the Global Gender Gap Report 2017, women in Myanmar are under-represented in legislator, senior official and manager roles. The Myanmar Census (2014) data tells us that women and girls are more likely to be married early, less likely to be economically active and earn income and be less literate. Educational attainment varies most significantly by location and income levels. In urban households, 22% of women and 19% of men have completed secondary school or have higher education as compared with 4% of women and men in rural households. Maternal mortality ratio is 282 per 100,000 births (which is higher than the 140 average of other South-East Asia countries). Age-specific fertility rate of 15-19 age women is 33/1000 births. Providing access to young women to education would result in delaying marriage and lower fertility rates and hence, women could participate more in the labour market. According to the result of a survey done with 430 women (45% from rural) in Kayah, Kachin and Kayin States, Yangon, Ayeyarwaddy and Mandalay Regions, 47% of women find difficulties in accessing public services and 11% find financial restrictions and transportation as major obstacles (Oxfam's Women Budget Report August 2018).

Key indicators, Myanmar

- Population: 52.9 million
- Average population growth: 0.9% per year
- Life expectancy: 66.4 years
- Urban population: 34.7%
- Human development index (HDI) - 0.556
- HDI rank out of 188: 145
- UN education index: 0.434
- Gender inequality index (GII): 0.374
- GII rank out of 189: 106
- GDP per capita (on PPP basis): USD 5,773
- Gini Index - 38.1
- Poverty: 30.2% *
- Foreign aid per capita: USD 22.3

Note:

* Percentage of population living on less than \$3.20 a day at 2011 international prices.

Source: The World Bank, World Development Indicators 2017 | UNDP, Human Development Report 2017

A 2014 qualitative study conducted by the Gender Equality Network (Raising the Curtain) in Yangon and Mawlamyine found that intimate partner violence (IPV) is pervasive and patterned, with survivors experiencing multiple types of violence (physical, sexual, emotional, economic), multiple times, over a long period of time. This was also reflected in the UNFPA report of 2016 (Powerful Myths, Hidden Secrets) which was conducted across the South Eastern (SE) region of Myanmar. Sexual violence against children, particularly young girls is also another most prevalence type of gender-based violence (GBV) in the SE region. Other types of GBV such as domestic violence, cyber violence, and trafficking, and economic exploitation are also widespread throughout all three states of SE region. According to Myanmar Demographic Health Survey (2015-2016), 15% of ever-married women reported that they have experienced physical violence by their husband or partner, and 3% of Myanmar women have experienced sexual violence (since age 15). However, only 22% of women who have experienced physical or sexual violence have sought help to stop the violence, and 37% never told anyone about the violence. Annual statistics on serious crime by Myanmar Police Force showed that police have filed the rape cases as the second highest crime out of 10. However, Myanmar's Penal Code does not properly address the different GBV cases that women have experienced these days. A new Law on Prevention and Protection of Violence Against Women (PoVAW Law) was drafted during 2014 – 2015, but submission to and approval by Parliament is still pending till date.

Gender equality: political dimension

According to the Global Gender Gap Report 2017 by the World Economic Forum, Myanmar country's women are under-represented in legislator, senior official and manager roles. Female representation in Myanmar's political atmosphere is still very low. By comparing 5.9 female members of parliament (MPs) during the period of 2010-2015, after the 2015 general election, the number of women MPs has increased to 14.5% of all elected MPs in the new Union Parliament, and to 13% in each of the Lower House (*Amyotha Hluttaw*) and Upper House (*Pyithu Hluttaw*) houses that make up the bicameral legislative body. At the state and region level, women MPs now constitute 12.5% of all elected MPs. Of the 29 ethnic affairs ministers elected, five were women. After the decades-long conflict, Myanmar Government signed ceasefire deals with 14

ethnic armed groups in 2013, followed by the nationwide ceasefire agreement (NCA) was signed with 10 ethnic armed organizations (EAO) out of 21 during 2015-2018. The frameworks of National Ceasefire Agreement (NCA) and Joint Monitoring Ceasefire (JMC) still lack of adequate language and attention to the specific needs of women in Myanmar's peace. While agreeing on a 30% participation of women at different levels of the political dialogue process, the quota is not met reality. After elected in 2016, the NLD Government initiated to conduct the 'Union Peace Conference - 21st Century Panglong'. In the first Union Peace Conference (UPC), women participation was made up only 13% and 17% in the second UPC, increased to 243 out of the total 1,112 people at the UPC as delegates, facilitators or technical assistants at the third UPC¹.

Gender equality demographic and economic dimensions

Women constitute 52% of Myanmar's total population 52.9 million (according to the 2014 Census report). Of the households, 24% are female-headed (22% in rural and 28 % in urban). The average life expectancy is at 67 years but estimated at 70 years for women and 64 years for men. Women (50.5%) are significantly less economically active than men (85%), are more likely to be unemployed, and make up only a quarter of 'employers', and if employed, mostly in the informal sector or in professional, services and sales occupations, with men employed in occupations considered more "masculine". Rates of labor force participation are almost equal for women (79.3%) and men (83.8%), although estimated earned income for women is about one-third that of men. A survey by DHS found that men are more likely to be employed than women, with almost all married men employed (in the 12 months previous to the survey) as compared to 71% of currently married women². Agriculture, forestry and fisheries form the backbone of Myanmar's economy. Agriculture is accounting for 38% percent of gross domestic product (GDP), 25-30% of total export earnings and employs 70% of the labour force. The majority of workers in these three primary sectors are primarily low-income workers, but men are commonly paid more than women (Gender Situation Analysis, p52). The livestock and fisheries sectors account for more than 7% of the national GDP.

The structure and components of the national machinery responsible for gender issues

Myanmar National Committee for Women's Affairs (MNCWA) was formed in 1996 to systematically implement activities for the advancement of women in Myanmar. Myanmar acceded to the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW) in 1997, and became a member of ASEAN Women's Affairs Committee in 2002 and ASEAN Commission on Women and Children's rights in 2010. Overseen by MNCWA, the National Strategic Plan for Advancement of Women 2013-2022 (NSPAW) was developed in 2013 with 12 thematic areas based on the Beijing Platform for Action and on the implementation of the CEDAW. To support the implementation of NSPAW, four Technical Working Groups (TWGs), that is Violence Against Women, Mainstreaming, Participation in Politics and Economy, as well as Women, Peace and Security, to provide technical support on specific technical issues. To strengthen the mechanisms for effective gender mainstreaming, technical assistance through TWGs will be provided to all relevant other Sector Coordination Groups as well as gender-responsive budgeting will also be supporting in all sectors.

Gender issues in the proposed 'Rural and Renewable Energy' project

The project's Theory of Change notes various causes that underlie the development challenge, several of which have these gender-related dimensions:

- *Access to funding/lack of funding*
According to Yangon Regional Government statistics, 97% of the nation's productivity is from Small and Medium Enterprises. SMEs, however, face the challenges and obstacles to their receiving bank loan as financial support. Small micro-finance loans are available on a project-by-project basis, but not on a nation-wide basis. Empowering women and promoting participation through financial access and mainstreaming economy for income generation are integrated into the implementation of energy project in rural areas to achieve the development gains from off-grid renewable electricity.

¹ Sources: Asia Foundation; GIWPS, 2018; AGIPP Paper no. 4

² 2014 Census Gender Report, page 79-81; Gender Situation Analysis; DHS (2017)

- *Female under-representation in senior level (decision-making) positions*
Current challenges in Myanmar include high maternal mortality rates and unequal pay for women for similar work with men. With fewer women elected to office, women have a weaker voice and influence than men in politics. Female representation in legislator, senior official and manager roles and Myanmar's political atmosphere is still very low even though Government is putting great efforts for the advancement of women through a national strategic framework.
- *Limitation in the technology field*
National rates of girls' primary and secondary enrolment and completion rates are slightly higher than those for boys, there remain subtle educational and entrepreneurial barriers for girls. As a requirement for university entrance, girls must score higher than boys for admission to many of the institutions such as engineering schools and technology schools. It has been observed that the number of female professionals in the technology field is limited. Skills and access to technology of rural women and girls are also quite low. Skilled technicians for off-grid electrification still are in shortage. It is essential to build capacity in the energy sector with a limited quantity of female participants. Women participation and capacity building should be encouraged through various stages of the project life-cycle.

In turn, the Project seeks to be gender-responsive in the design of activities that address these causes, which will be described in the next Section D.2.

Gender and stakeholder engagement

Going forward, every effort will be made to ensure that qualified women are invited and encouraged to participate in the project activities, to equitable representation of both male and females participants is attained. A number of institutions will be consulted on gender issues at national and local levels and will include, inter alia, gender focal points at government ministries, civil society organisations working in the fields of gender and livelihood as well as research institutions and development partners working on gender issues.

Gender action plan

Gender will be mainstreamed on a number of components of the programme. The table in [Exhibit 1](#) shows indicators and targets for these activities, taken directly from the project Results Framework, with gender-related aspects highlighted.

Based on the initial assessment of gender issues in the project, one gender-specific risks that may jeopardize the project have been identified. This is mentioned in the SESP (see Annex J) : the project can potentially have adverse impacts on gender equality and/or the situation of women and girls in case the activities related to the productive use of renewable energy reinforce or promote occupational gender stereotypes. As a key mitigation measure, the RURED project envisages prioritizing communities and projects that support productive uses of renewable energy, including a focus on the attainment of gender goals, including the prioritization of women-owned RE enterprises. The professional job capacity development interventions of the project will be designed in such a way that equal opportunities exist for all genders and ages, providing gender responsive trainings which account for gendered differences in capacity, determined through an initial assessment, as well as thorough providing training at times, and in a manner that does not increase women's burden of work and that accounts for women's preferences in regards to delivery. By doing this, men and women will benefit, striving to rectify any existing imbalances in technical qualifications, contributing to the improvement and promotion of gender equality. The training, capacity building, and access to finance interventions will improve the number of qualified women in Myanmar in technical areas such as the energy generation and renewables sectors. The monitoring and evaluation of the project activities will include tracking a number of human development indicators, among them would be gender equity, as the number of trained and employed women in new RE-based power generation facilities (see the Exhibit below).

[Exhibit 1](#) Gender-related indicators and targets (from the project Results Framework)

Outcome Indicators	Comment
5) Number of staff (and % women) from national and State governments with enhanced capacity in rural RE project planning, procurement, financial management, community development, and safeguards.	Surveys and project (technical and progress) will include the number and gender of members of the household. The end-user awareness data to be collected in surveys and focus groups at the beginning and final year of the project linked with the overall market assessment (Indicator 4 of the Logframe) and with the individual project design and post-installation reports. <i>Surveys will contain data on the gender of the respondent</i>
6) Project developers, equipment providers and vendors (% females) trained on design, installation, operation and business models for rural RE	
7) Village level promoters, operators, technicians, administrators trained on relevant subjects for successful management and operation of off-grid RE systems (with % of women)	
9) Number of households (and # of female-headed HH) provided with electricity services [GEF Core Indicator 11: number of direct beneficiaries disaggregated by gender]	Gender aspects included in campaigning and info provision Close monitoring is ensured through surveys in order to detect any gender-specific barriers cropping up so that they are addressed promptly.
<i>Note: according to the 2014 Myanmar Population and Housing Census 23.4% of households are female-headed</i>	

Exhibit 2 Gender and social inclusion action plan: a gender mainstreaming measurement tool

Gender-related activity	Output	Indicator	Possible Output
Ensure full representation of vulnerable groups including women, and their meaningful participation in projects and programs Strengthen women economic empowerment	Functional physical integration	Ensure women representation in all capacity building workshops and trainings, as well as at any working group or committee for project implementation and monitoring Identify design features that impact positively on women and implement them and remove those that negatively impact the project.	A well represented governing structure that involves all groups of society is in place and participates meaningfully in the design of projects. All bottlenecks that prevent the full and meaningful participation of women are identified and removed.
	Social integration and sustainability	Support women and girls to voice issues and concerns about decisions and process of the project that affect their lives	Concerns of vulnerable groups, including women and girls, are addressed and their voices are integrated into all development projects and programmes through participatory approaches.
	Economic integration and sustainability	Ensure access to loan financing by women entrepreneurs and vulnerable groups Support women to save their time in participating in other productive activities such as education, health, and entrepreneurial activities by reducing their time and effort in doing household chores with renewable energy Improve information and knowledge access such as operation of RE systems, financial services, market information, agricultural information and techniques and weather updates for the community (both males and females) by mobile, radio, and TV through renewable energy Strengthen the technical capacity of women and girls for renewable energy by providing training on maintenance and repair, thus enhance their livelihood opportunity	All vulnerable groups' needs, including women's, are incorporated into the project cycle at all the phases of the projects to ensure economic sustainability. Women's participation in previous hydro-power projects is significantly low. To promote their meaningful and active participation in the project design, implementation in addition to monitoring and management phases, special measures should be considered (e.g., quota for VEC membership and capacity-building opportunities according to their roles at VEC).
Capacity building and cost-related issues disaggregated by gender	An Increased number of women receive technical training and participate in projects. The energy sector has sufficient women working in it and no longer lags behind with women representation.	Strengthen the technical capacity of women and girls for renewable energy by providing training on maintenance and repair, thus enhance their livelihood opportunity Opportunities to empower and capacitate women including training needs are identified and tailor-made to suit projects being implemented. Possible sources of funding for various aspects of the value chain are identified and followed through.	At least one area where skills lack mostly among women entrepreneurs is identified and a matching training programme to address this shortage is implemented. A set target of women entrepreneurs is assisted to secure funding for financing various aspects in the value chain.

		Ensure equitable allocation of resources for the implementation of appropriate implementation measures	A set and agreed to selection criteria is established and applied equally to ensure and encourage the participation of all.
Gender-responsive budget allocation to mainstream gender through the project preparation, implementation, and monitoring	An increased number of women who are more accessible to public participation, energy access, and safety	<p>Women and girls are supported with spending some gender-responsive budget such as childcare, transportation, additional small-group meetings, translation etc to provide more access and inclusiveness to the participation of the project implementation.</p> <p>Energy access for female-headed households is promoted by spending some gender budget allocation if needed accordingly</p> <p>The lighting at the public area is supported to help women and girls feel safety and security for going out at night time and to prevent potential violence</p>	<p>A set target of women can reduce their obstacles to access public services and participation</p> <p>Female-headed households with poverty and vulnerability are identified and provided support for access to electricity</p> <p>Women and girls are protected and prevented from potential harm</p>
Gender-sensitive communication	Safe and inclusive environment is created for the vulnerable groups and women to enhance their participation, to challenge gender bias and to portray gender equality	Ensure content of training materials, project documents, IEC materials including written text as well as audio and visual developed with inclusive language and appropriate illustrations without gender bias and stereotype	Significant women participation and representation are encouraged during capacity building trainings or workshops
Enable better planning and actions through disaggregated data	Disaggregated statistical data and gender-related findings on project outcomes and indicators policy integration of gender considerations	<p>Data are collected and tabulated separately for women and men with specific indicators measuring changes to gender equality and empowerment for adjustments to activities and implementation approaches to better outcomes of gender equality.</p> <p>The case study or success story is collected as for gender-related findings at the intervention area to prove the results of gender mainstreaming</p>	Evidence that adapts the better program accordingly, measure changes to gender equality, policy integration of gender considerations
Sensitization of project stakeholders with regards to gender equality	Effective gender mainstreaming for renewable energy project	<p>Invest in developing competency and knowledge on gender mainstreaming for Government's counterparts, community leaders and partner agency as well as UNDP's project staff</p> <p>Integrate gender session in each capacity-building training or workshop</p>	Targeted and trained stakeholders are well oriented on gender issues and more confident to mainstream gender throughout the whole project circle
Monitoring on gender mainstreaming implementation	Adjustments to activities and implementation approaches and accountability to gender equality	<p>Make sure gender balance practice applying in project staff recruitment process and hire gender-oriented staff (both male and female) for project implementation</p> <p>Project staff is assigned and designated to implement and monitor the gender mainstreaming activities accordingly and their performance appraisal is evaluated by accomplishment on the assigned gender tasks.</p> <p>Ensure Gender Analysis (UNDP in-house gender specialist) getting involved in the gender-mainstreaming activities as oversight, providing technical advice for implementation of the whole project circle through a gender lens.</p> <p>Carry out impact assessments on how the development of energy investments contribute to gender equality and economic empowerment</p>	

Goal	Outcomes	Outcome TOC	Outputs	Key Assumptions	Risks and Barriers
Promote gender inclusive energy planning and policies and designs	Energy planning and policy development is gender inclusive, participatory and responsive	If women can engage in energy planning, and policies are responsive to the needs of women and benefit them because evidence has shown that those actors with	Through effective engagement and decision making, women's capacity to participate in energy planning and policy development is developed. Gender-specific needs and underlying barriers are re-organized and re-assessed. Targeted energy plans and policies drafted to support women's access and economic empowerment in the SE sector.	Women place a strong premium on clean energy access. However, they do not have the same influence over investment decisions.	Women's participation is not translated into gender-responsive policies; gender-responsive policies are not translated into practice; -strong interest groups favouring fossil fuel assets win over those favouring SE solutions.
Address skills shortage/ lack of information and social norms barriers that currently characterize the industry	Skill, information and social norms barriers for women SE entrepreneurs are removed, as indicated by: % distribution of tertiary graduates by sex and field of study	Women have access to required skills and information and their engagement in the SE sector is supported by enabling social norms and safe working places.	Access to technical education, training, and information for women in sustainable energy is improved. Women's entrepreneurial skills and knowledge is enhanced. Increased access to decent employment in SE especially for women.	Decentralized SE technologies are the most cost-effective solutions in a growing number of developing country contexts: -the growth of SE will create the much-needed employment opportunities in existing and new sectors; addressing as it were the skilled labour shortage in the SE sector.	Investment in education does not necessarily translate into employment; high skill barriers in the energy service sector; social protection and non-discriminatory policies are not translated into practice; weak education and justice systems.
Promote the availability of finance for women entrepreneurs, WOBs and other vulnerable groups.	Financial intermediation services for WOBs (women-owned businesses) are strengthened as observed from: % of firms identifying access to finance as a major constraint.	Women have access to affordable long-term finance and women entrepreneurs will be able to invest in the RE sector with barriers to accessing finance having been removed.	Explore traditional and innovative options to strengthen financial intermediation services for women entrepreneurs. Capacity development of local commercial banks and MFIs. Innovative financial solutions to meet the unique requirements of women SE entrepreneurs designed.	Women have lower levels of collateral due to discriminatory laws, which reduces their creditworthiness and ability to secure long-term funding, affordable finance etc. Women are more likely to be affected by under-developed financial sector, particularly the lack of rural bank branches.	High financing barriers in the SE sector; - required financing is not available; - discriminatory social norms regarding investor bias towards women entrepreneurs cannot be shifted in the short term.
Promote women's productive use of climate-friendly gadgets and reduce domestic and unpaid work.	Women's productive use of SE is promoted and time dedicated to unpaid care and domestic work is reduced.	Women have access to reliable and affordable energy services for domestic and productive uses as well as for public services.	Productive use of reliable and affordable SE in the microservice sector for women is promoted.	Productive use of efficient energy gadgets will be promoted to increase income-generating opportunities & end users' capacity to pay for increased energy consumption services over time.	Women are not included in the design of end products which reduces the adoption rates by women; savings in time and money are not translated into higher disposable income for women due to lack of investment in other productive sectors, and income-generating activities.