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Abstract

This document provides a summary of the information and data provided in the reports and flyers of the Gender Audit of Energy policies and programmes in Botswana, Kenya and Senegal. It has been written through making further analysis and editing of the three reports which are available on the ENERGIA website. This work package aimed at identifying gender gaps in energy-poverty policies and making gender and energy issues visible to a wide audience. It was envisaged that the issues identified would then be used to support the national and international networking and advocacy initiatives to influence energy policies and programmes. The key issues which the Gender audits activities in the three countries revealed include the following:

- Gender is a low level priority concern in the energy sector in all the three countries, despite efforts to provide a conducive international level framework as well as gender policies at national level. Gender mainstreaming in the energy policies is still at low levels and requires capacity building of staff as well as incorporating gender management systems at institutional level to provide guidance to gender responsive leadership and energy decision making.

- The major challenge facing the policy makers in the energy sector is lack of gender-related energy statistics that can easily be applied to energy policy planning.

- Gender mainstreaming in the organisational management of energy related programmes has been worked on in all the three countries but monitoring indicators to trace progress made, is lacking.

- Resource mobilisation for gender and energy related policies and programmes (such as the budget for the energy sector) are key in enabling gender mainstreaming. All the three countries were at the initial stages of applying the tool of gender budgeting in other sector but not in the energy sector.

- The links between gender and energy and the national objectives for achieving the Millennium Development Goals have been worked on well in all countries. This mainly due to the funding and regulations from international level to ensure that gender is a key concern in the MDGs and should be applied to the sectors including energy.
Acknowledgement

Appreciation is extended to the partners who formulated, planned and implemented the programme called ‘Turning Information into Empowerment: Strengthening Gender and Energy Networking in Africa’ (referred to as ‘TIE-ENERGIA programme’). The Gender Audit activity was carried out as work package 3 of this programme. Thanks to the partners who included: ETC Foundation, Eco Limited UK, East Africa Energy Technology and Development Network (EAETDN) as the Africa Regional Network Coordinator (RNC), Practical Action (previously called Intermediate Technology Development Group for Eastern Africa (ITDG EA), and KuSiNi Centre for Knowledge, Sustainable Governance and Natural Resources Management.

The TIE-ENERGIA partners thank and congratulate the team members in the three countries for the work done, reports produced and flyers made to disseminate the information. The teams included the following: Botswana Team included Nozipho Wright, Elsie Alexander, Nathan Tlhalerwa, Andrew Obokopok, Irene Ramatala, Peter Zhou, Masego Kealotswe, and Leonard Dikobe. The Kenya Team was composed of included Paul Mbuthi, Faith Odongo, Mumbi Machera and Joel K. Imitira. The Senegal Team included Yacine Diagne Gueye, Mamadou Assane Niang, Louis Seck, Fatou Sarr Sow, Ousmane Fall Sarr, Mayacine Camara, and Fatou Diouf.

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19 Cellule Document de Stratégie de Réduction de la Pauvreté (DRSP)
1. INTRODUCTION

All countries in Africa seek to find ways of working towards energy for sustainable development, ensuring that there is efficient use of the energy available as well as addressing industrial development; working on adaptation and development issues of climate change; and eliminating in-door air as well as atmospheric pollution. Policy provisions to address these needs have been formulated at international level through the discussions and negotiations in various fora such as the 13th, 14th and 15th Commission for Sustainable Development (CSD) processes and outcomes. Emphasis has been on ensuring that there is a link and promotion of gender analysis and mainstreaming in the energy sector in order to address the commitments made by Governments on promoting gender equality, development and peace, which was the major goal for the Beijing platform for action of 1995.

However, the question which policy planners and other stakeholders have at National level, concerns the issue of what can be done to formulate and implement policy content, strategies and results, through policy initiatives, that can deliver sustainable, accessible and affordable energy services that benefit both women and men. Gender differences in benefits from energy policy and programmes, therefore become a challenge that require solutions. Participation of women in similar opportunities like what men have in the policy planning process also becomes questionable.

Further more, decision makers in the energy ministries guard their mandate in ways that make the energy sector appear to be mainly on technical, mechanical, climate related and linked to renewable and non-renewable sources of energy. The extent to which the energy sector has social, economic and human resource related implications become questionable. Gender as well as poverty reduction concerns are in most cases left to be a responsibility of the Ministry of Gender and women’s affairs together with sectors working on children.

The context mentioned above as well as the questions which energy planners, implementers, and resource mobilisers have, led ENERGIA members to include an activity of Gender audit of energy policies and programmes as one of the activities undertaken within their programme called ‘Turning Information into Empowerment: Strengthening Gender and Energy Networking in Africa’ (TIE-ENERGIA programme). The activity was undertaken in three countries: Botswana, Kenya and Senegal. As part of this programme, the gender audit activity aimed at identifying gender gaps in energy and poverty policies through making gender and energy issues visible to a wide audience. This activity enabled policy makers to understand what was missing in the national level energy policies but also paused a challenge to promoters of gender and poverty reduction strategies on how to find solutions to the gaps that had been identified. One of the energy decision makers in Botswana indicated that:

“The results of the Gender audit activity have revealed where we have gaps and where we can improve. I am ready to take action. The question is, what can I use to mainstream gender in the energy sector and how can I do it? Show me how to use gender analysis and mainstreaming in my policy planning work so that I can do it now, because it fits in my mandate as the energy ministry”.

This is an example of the many confessions that were made by energy decision makers, planners, budget planners/resource mobilisers and all stakeholders who deal with the different components

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20 International Network on Gender and Sustainable Energy
of the energy sector. This activity envisaged that revealing the gaps, giving examples of what can be done to mainstream gender in energy policy, and planning for solutions with stakeholders in the energy sector, would support national and international networking as well as advocacy initiatives to influence energy policies and programmes. The TIE-ENERGIA programme was implemented from August 2005 to July 2007 by members of the Africa chapter of ENERGIA called the Africa Gender and Energy Network (AGEN) and was funded by the European Union under the COOPENER\textsuperscript{21}. ETC Foundation, on behalf of consortium partners\textsuperscript{22} signed a contract with the “Intelligent Energy – Europe” Programme of the European Commission and with co-funding from the Directorate General of International Co-operation of the Dutch Ministry of Foreign Affairs (DGIS) and the Swedish International Development Cooperation Agency (Sida).

2. Methodology of the Study

2.1 Use of Participatory Gender Audit Methodology

Participatory Gender Audit was used as the main methodology, which involved various categories of stakeholders in the sectors working on energy and poverty as well as those dealing with promoting gender equity and empowerment of women. The participation of different stakeholders, including professional planners, implementation and monitoring staff, management, partner organisations and beneficiaries, enabled realisation of the achievements and opportunities that exist in energy policy making process and other levels of implementation. Weaknesses and gaps were also highlighted as well as possible strategies to address them. At the ministry and organisational level, this methodology enabled self assessment by the policy makers, implementers and those who monitor and provide feedback for changes in processes. They were able to think about necessary gender focused interventions required in the energy sector.

This activity achieved the aims of the participatory gender audit in that the Team members who carried out the exercises in information/data collection as well as awareness creation of for policy makers, ended up learning a lot about energy policy planning including the prospects and challenges of gender mainstreaming. One of the members from the Team in Kenya explained the experience gained:

“I realise that gender is not about shouting that life is unfair for women, but is about improving the situation for both men and women”

As such, the Gender audit activity promoted individual assessment and learning about what really happens to policy makers and why they find it difficult to mainstream gender in energy policies and programmes. There was teamwork and creation of working relationships between public sector, especially the ministry of energy and civil society organisations. Staff in the organisations which participated in the workshops and dialogue, were able to learn and provide feedback on what they had realised as opportunities for mainstreaming gender in energy policy and programmes. They were also able to indicate the challenges they face. It was then possible to engage the stakeholders in workshop sessions and dialogue, which they used to formulate

\textsuperscript{21} COOPENER is a funding window under the European Union Energy Initiative for Poverty Eradication and Sustainable Development.

\textsuperscript{22} ETC Foundation, Eco Limited UK, East Africa Energy Technology and Development Network (EAETDN) as the Africa Regional Network Coordinator (RNC), Intermediary Technology Development Group for Eastern Africa (ITDG EA) and KuSiNi Centre for Knowledge and Sustainable Governance and Natural Resources Management.
recommendations and action plans for improvement of the processes, content of the policy and strategies for mainstreaming gender in energy policy and programmes.

2.2 Activities undertaken for Gender audit of energy policy and programmes

The activities in the Gender Audit activity included literature review which helped to provide the context within which the energy sector operates as well as the gender and poverty perspectives in the country. Data collection followed as the second activity in the three countries. This enabled information gathering and examination of the extent to which gender and poverty eradication are considered as key priority concerns in the planning, implementation and monitoring of the energy policy and programmes. The report written on the basis of the collected data and information would then be validated by the key stakeholders in the energy and other sectors as well as those working on gender and poverty eradication. In most cases, the three countries reported various ways through which energy planners as well as those from related sectors, improved on their commitment to working on processes that enable gender to be a priority concern in the planning and monitoring of energy and poverty related policies and programmes. The dissemination of information on outcomes and findings of the audit exercise also enabled achievement of awareness creation on the importance of mainstreaming gender in energy policy and programmes. The dissemination materials in the form of flyers were distributed within the countries and through energy and development for a at regional and global level such as the discussions that were held within the process of CSD 14 and 15. Information was also disseminated through audio-visual and electronic media during the workshops that were undertaken for collection of data as well as for validation.

A multi-prong process was undertaken involving desk study, use of checklists, structured interviews, case studies, focus group discussions and validation workshops. The desk study involved extensive literature review whose purpose was to gather data and facts to explain the situation of the gender dimension of the energy sector and related line institutions in the three countries, Botswana, Kenya and Senegal. This involved gender assessment of the energy policies and programmes in the energy and related sectors. In this regard, government documents formed the primary sources of data.

In carrying out the gender audit of the energy policy, a detailed content analysis of the National policy papers from each of the countries, was undertaken. This was facilitated by use of pre-set audit guidelines, checklists of questions and some specific gender analytic tools. Some of the tools included: the Quickscan, Indicators of Gender Goals tool and Policy assessment tool. In addition, structured data collection questionnaires were prepared and administered using face-to-face interviews with key stakeholders with view to eliciting institutional perspectives of the gender dimensions embodied in their respective institutional or sectoral policies and activities.

2.3 Theoretical perspective applied

The concept of gender, which is the social construction of roles, rights and responsibilities, was based on the Gender and Development theory which provides opportunity to illustrate that there can be transformation and change in the way society and organisations structure what women and men can do, benefit and participate in. The extent to which gender mainstreaming can be applied in the energy sector policies and programmes, has a lot to do with the skills and knowledge which the policy makers and practitioners have. This activity worked on identifying the different levels of influence and power points, as well as enabling those who deal with policy planning and implementation, to formulate strategies and action plans that could be used to mainstream
gender in energy decision making. It was realised that it requires the individual capacity, team, and organisational/institutional commitment.

Other promoters of the Gender audit activities have also pointed out the need to use Constructivist Evaluation (Heiti 2003). This theoretical perspective was combined with the gender theory in order because it provides opportunity to question the way practitioners undertake work being done; can enable use of qualitative methods other than statistical figures alone. Through thinking in a constructive way, this Gender audit activity enabled policy makers and stakeholders at different levels of policy planning and implementation, to have consensus on the challenges with mainstreaming gender in the energy policy and programmes. They were also able to think and plan for solutions themselves. This was possible due to use of the Constructivist Evaluation approach which enabled country level practitioners trained by the East African Energy Technology Development Network on behalf of ENERGIA, to assess the situation, carry out the activities, instead of external experts. This enabled ownership of the gender audit activity to be achieved at national level.

There was use of both organisational theory of learning as well as experiential learning. Dialogue and debate enable willingness of the stakeholders to provide their input. Indeed, moments when stakeholders asked themselves about:

“What they have done, why they have we done it this way, could they have done it completely differently and better?”...(adopted from Heiti 2003),

it was a wonderful experience for the gender audit team to realise how the stakeholders could be guided to examine their own context and think about ways of overcoming the challenges as well as addressing the gaps in mainstreaming gender within the energy policy and programmes.

The gender audit analysis was undertaken within the context of the situation of gender and energy in Botswana, Kenya and Senegal. The key areas for analysis included the following: (i) Organizational, Management and Programme or Project Level Issues; (ii) Gender and Energy Situation In Kenya; (iii) Energy Policy and contribution to gender goals and motivation; (iv) Role of Energy and Gender in Achieving the Millennium Development Goals; and (v) Resource mobilization for gender and poverty related policies and programmes. The key messages and findings from the audit exercise are summarized below.

3. Summary of findings from the Gender Audit of energy policies and programmes in Botswana, Kenya and Senegal

3.1 Gender Audit of Energy Policy and Programmes in Botswana

3.1.1 Gender and Energy Situation in Botswana

On the socio-economic situation, statistics show that female-headed households have lower incomes than their male counterparts in both rural and urban areas. Considering income brackets, 78% female-headed households compared to 70% for male-headed households were in the lowest income category of P500\(^{23}\)/per annum for rural households. Similarly for urban households, 56% female-headed households compared to 32% male-headed households were in the lowest income bracket of P1500.00. There are also more female-headed households (41%) below the poverty

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\(^{23}\) P- Botswana currency (Pula- which means rain) and P5.3 =1USD
Both income and poverty levels affect affordability of energy services, thus making provision of energy in the country a gender issue. Females are also the most affected by HIV/AIDS and bear the brunt of caring for the sick, a situation that has special needs for energy. In a project conducted in Botswana that assessed care for HIV/AIDS positive children, 56 out of 58 of those who cared for such children were females, mostly grandmothers.

On energy supply, females are the ones most involved in fuelwood collection and they spend long times collecting fuelwood. In 2000, the average time spent in rural villages fetching fuelwood was 3.3 hours. Five years before then the average time was 2.3 hours indicating that the time taken to fetch fuelwood continues to increase. This adds to their drudgery and insecurity and deprives them of time they could be using to better their lives e.g. through studying or generating income. In the case of electricity, available statistics show that more male-headed households (15.2%) than female-headed households (7.7%) have connected to electricity in rural villages.

On the energy demand side, there are slightly more male-headed (41%) cooking with fuelwood than female-headed households (36%). In the case of other modern energy sources (excluding electricity) male-headed households that use them are slightly higher at 9.1% compared to 8.9% female. There are however, more female-headed households using a mix of fuels for cooking, which is an indication of instability in incomes.

On decision-making for procurement of energy sources, surveys done in the past show that of the households that took loans for PV systems, 62% were male-headed. It is also estimated that less than 20% of females (spouses and daughters) were involved in deciding to connect to grid electricity. Survey results show that spouses, (who in Botswana are women in male-headed households) had little to say in deciding to connect to electricity or join a loan scheme, pay deposits or make loan repayments and yet they are the main users of energy in the households. Females were, however, more involved in deciding to collect fuelwood (in 54% of the households) and they also make decisions where they are involved in the collection. In 2000, 26% of females made decisions on fuelwood collection where they were directly involved compared to 10% in the case of males.

The few data that are available suggest that women are more amenable to adopting energy efficient technologies especially if the technologies can assist to reduce labour intensive household chores. A past survey indicated that 72% of the households that adopted a locally made efficient stove were females.

On current employment situation, the audit of male and female professionals in energy related organizations indicated that female professionals are insignificant (<5%) compared to males in the four major organizations in the country.

The gaps identified were with regard to limited analysis of survey data to clearly expose the disparity between female and male energy needs and how the two gender groups are performing in terms of accessing modern energy sources/fuels.

**Main Strategies/Way Forward**

The strategy proposed that the Energy Affairs Division could adopt is mainly to ensure that future surveys present a clearer situation with regard to disparities between male and female performance in the energy sector. Past surveys for which data are available could be used in the
interim to produce such indicators for decision-making and advocating gender mainstreaming in the energy sector.

3.1.2 Gender awareness and mainstreaming

Botswana has made relative progress towards achieving the goal of gender equality consistent with national, regional and international policy goals and plans of action. At a national level past studies indicate that there is general gender awareness as regards roles of women and men and the changes that have taken place as well as recognizing the need to promote gender transformation. From 1994 to 2004, the proportion of women in Parliament and Cabinet increased from 9% and 18% to 18% and 24% in 1999 to 11% and 29% in 2004 respectively. The decrease of members of parliament in 2004 was because most women did not win their seats during elections. In terms of top positions, Permanent Secretaries and Chief Executives in the Public and Private sector, there have been significant gains as more women are currently occupying positions of decision making compared to ten years ago. In the public sector in 1995 only 12.3% of the Permanent Secretaries were women as compared to more than 30% in 2003.

This is a significant change as in some of the energy related ministries, there are very few permanent secretaries but most of the deputy permanent secretaries are women. The majority (over 60%) of top decision makers in all ministries are men. In the private sector all the CEO’s of the oil companies are men and less than 20% of the CEO’s of all private sector companies are women. In terms of board members, over 70% of the members are men but the level of representation of women has increased over the years. Most women tend to be in middle management – women including in some of the energy related sectors occupy over 60% of these positions in the public sector. In civil society organizations, including the energy related organizations, over 50% of the Directors and General Managers are men.

Gender mainstreaming initiatives have been taken in a few public sector organizations, for example in the Ministries of Education and Agriculture but not in Energy. Civil society organizations have played an instrumental role in terms of advocacy for the recognition of gender as an important development concept as well as gender mainstreaming in policies and programmes. This audit however indicates that in most of the energy related organizations progress has been very slow as 90% of the organizations interviewed do not have any gender structures in place or gender mainstreaming policies, plans and programmes.

The audit further indicates that there is limited knowledge as regards the relationship between gender, energy and poverty. Most officials interviewed did not relate their organizational mandates and policies to gender issues thus did not use gender as a critical planning or policy variable. This is a major challenge as most of their policies and programmes are gender blind. These organizations also do not have any structures or policy procedures in place to mainstream gender at all levels.

The Energy Affairs Division and to some extent the Department of Vocational Education and Training have taken positive steps to meaningfully mainstream gender in their policies as well as establish structures and indicators to ensure incorporation of gender concerns. This is an opportunity that should be utilized to promote gender mainstreaming in energy related organizations as the main ministry responsible has incorporated gender goals in the Draft Energy Policy.

The findings further demonstrate that most organizations do not have any gender analysis and mainstreaming skills. Over 90% of the staff interviewed in all the organizations did not undergo
any gender awareness or gender mainstreaming skills training. The officials interviewed had a general understanding of gender as a concept (about 50% of the staff) but lack the knowledge to link it to their organizational policies. This lack of knowledge affects their ability to plan from a gender perspective. Most of the respondents were willing to gain more knowledge and skills through gender training so as to effectively mainstream gender in their policies and programmes. The lack of gender knowledge and skills is a big challenge but there are also opportunities to sensitise organisations and develop a gender training programme for energy related organizations in order to develop gender responsive energy related policies and programmes.

Main Strategies / Way Forward

- There is a need to promote gender planning, awareness and mainstreaming in energy related organizations to develop a long-term gender sensitive policies and programmes.

- The Energy Affairs Division in collaboration with the Department of Women’s Affairs and relevant civil society organizations and training institutions should develop a gender training programme for all the energy related institutions, public, private and civil society organizations.

- The Women’s Affairs Department should advocate and request through Cabinet that all departments should put in place structures, ie, gender committees, gender units and focal officers who have direct responsibility to mainstream gender in planning and policy initiatives.

- Civil society organizations in collaboration with community structures, e.g., Chiefs, District Commissioners, Churches, Village development Committees etc should sensitise the general public on the need to transform negative customary practices and attitudes that affect the education and career choices of girls and boys from an early age.

- Gender awareness should be mainstreamed in the education curricula at all levels of the education system, formal and informal systems, and teachers should be trained on gender sensitive language and concepts.

3.1.3 The Botswana Draft Energy Policy

The Ministry of Minerals, Energy and Water Affairs, through the Energy Affairs Division has developed an energy policy (in draft form) to address challenges and provide direction for future developments in the energy sector. This Study aimed to analyse the draft policy from a gender perspective.

The policy formulation process went through a number of mini workshops covering stakeholders from the demand and supply sectors. Topics for the mini workshops were oil and gas, electricity, new and renewable sources of energy, coal and biomass and energy efficiency. 72% of the stakeholders (61) participating in all the mini workshops were male. 80% of these stakeholders were engineers and 20% were planners, with little involvement of gender experts. It was noted that the process used to formulate the current policy lacked direct consultation with households’ residents, in particular, women who are the major users and managers of domestic energy fuels. Gender aspects were added to the draft policy on the request of the Cabinet indicating that Government is conscious and committed to addressing gender issues in its policies and programmes.
The draft energy policy has a specific objective on gender: *To facilitate gender equity*. Through this objective, the policymakers are seeking to address women and girls’ needs in the policy. The policy acknowledges that women travel long distances to collect fuelwood for cooking, etc, a burden that can be reduced mainly through access to alternative energy sources/fuels.

This audit study brings to the attention of policy makers and planners, the importance of recognizing the different gender and energy needs of men and women when planning and implementing energy programmes, particularly the type of programmes that target households. This would assist in making programmes to benefit as many people as possible including the poor in the urban and rural areas, many of which are women.

Gender differences and inequalities have consequences for energy use, needs and priorities. Decision makers may view energy related choice as neutral but men and women are affected differently by energy policies in their homes and work places as their community roles differ. For example, men and children mostly use electricity for entertainment, television, radio etc., and women may use electricity for such tasks as, cooking, washing, and cleaning. On the productive side, males would want to use electricity for economic activities such as welding while women may want to use it for sewing and preparing meals to sell. The draft energy policy, although it does not have strategies on how different policy objectives would be achieved, including that of gender, has made an important step in the right direction by acknowledging that women have to travel far to collect fuel wood for cooking. There is need to advocate women’s issues by lobbying Parliamentarians before the final approval of the policy.

This is also an ideal time for researchers, planners and those who develop and implement energy projects to start taking gender issues into consideration so that the energy needs of both men and women are taken care of during project development or policy implementation. Programme developers in organizations such as BPC, RIIC and BOTEC are showing interest in gender, and they need more encouragement and capacity building to enable them to include gender issues during the project formulation processes.

The gaps identified relate to failure to properly consult those who advocate women’s empowerment on gender issues at stages of policy formulation and the lack of a gender specific strategy and budget to implement the gender policy objective and goal in the draft energy policy.

*Main Strategies/Way Forward*

The proposed strategy to fill in the gaps is to lobby, advocate and influence policy makers and other stakeholders to collectively support gender mainstreaming in the energy policy and programmes.

3.1.4 **Resource Mobilization for Gender and Energy related policies and programmes**

The purpose of resource mobilization for gender and energy related policies and programmes through budgets and expenditure is to cultivate, promote and support such policies and programmes at three levels: policy formulation; and strategic and operational levels. At the policy level resources are needed for creating awareness within government, and formulating relevant national policies to guiding its development; at the strategic level resources are needed to enhance capacity and capability; and at the operational level resources are needed to implement and sustain the policies and programmes.
The review of government budgets and expenditures was based on government financial statements for the period 2004/05. The purpose of the audit was to determine the extent of linkage between expenditure and budgets on the one hand and energy and gender on the other hand. The results show that expenditure and budgets for energy projects supervised by the EAD, between 2000/01 and 2004/05 was P33,861,656 for coal and petroleum development; and P390,690,022 was spent on renewable energy and power development. It is not possible to break this down because the author is currently out of the country. We can assume quite a large part of this figure went to power development as we are all aware that governments of developing countries do not currently allocate large sums to renewable energy alone. The utilization of these expenditures and budgets was to promote development of energy sources for socio-economic development and social equity and not purposely addressing gender specific needs. For example budgets and expenditure would be targeted at disadvantaged and poor gender groups in rural areas particularly women headed households to get access to modern energy source such as PV system or grid electricity or poor households in urban areas to get connected to grid electricity.

The expenditure and budgets of other key ministries reviewed, notably Ministry of Education, Ministry of Agriculture, Ministry of Labour and Home Affairs, Ministry of Finance and Development Planning indicate no or limited linkage between energy and gender. It is evident that the audit exercise was extended to other sectors not directly under the Department of Energy. This approach was necessary for two reasons: first it was to determine the current level of penetration of gender policies and programmes in government budgets and expenditures and second to identify leverage points for policy intervention.

The conclusions from the reviews was that financial resource data are not disaggregated at the higher levels of decision and policy making in terms of gender and that there is lack of availability of financial resources in terms of loans and grants to support gender programmes and policies purposefully.

Main Strategies/Way Forward

Consequently it was recommended that government should:

- Formulate a policy whose goal is to establish a sustainable funding strategy to support gender responsive programmes, which can be implemented and monitored.
- Develop a strategy to implement the energy policy goal through allocation of public budgets for mainstreaming gender in energy.

3.1.5 Gender and Energy in achieving the MDGs

Increasing the linkages between provision of energy services and attainment of the Millennium Development Goals needs to be a major priority of the government. This effort requires strategic organization of information gathering by different institutions that receive energy services. The audit has revealed a lack of association at institutional level between energy services and attainment of MDGs in the various sectors and public organizations.

Main Strategies/Way Forward

The strategy proposed is to increase the linkages between provision of energy services and attainment of the MDGs particularly targeting the Health Sector with support from the ICT Sector. There are three out of 8 MDGs (MDG 4, 5 and 6) related to Health. Poverty and Health
are also interrelated, particularly with regard to HIV/AIDS (MDG 6). This makes it important to initiate a gender and energy strategy in the Health Sector.

The current education policy and related strategies require strengthening through integrating energy services into the infrastructure development concepts and into teaching aids requirements. The education sector (MDG 2) is affected by lack of energy services, especially in rural areas. The role of women and girls in food processing and family-level health care required huge investments of time in gathering firewood and water. The girl-child is thus especially disadvantaged from studying fully in evenings. Other impacts relate to the low quality of teaching aids in areas that lack electricity.

3.1.6 Action Plans

Action plans have been presented that will assist Government to implement the proposed strategies. These are presented with their policy objectives, best approach, stakeholder involvement and resource requirements.

For Gender and energy statistics, the policy objective is to generate disaggregated data for planning and decision making by ensuring that energy studies provide critical indicators on gender groups that could help Government to make policies that will cater for all target groups in the country. Organizations are also encouraged to reflect their staff by gender in their annual reports and also make efforts to balance the proportions of women and male staff particularly professionals and decision makers and to increase gender sensitivity in staff.

Government particularly EAD, NGO/CBOs, Private sector, International Organizations (IOs) and financing houses all have a role to play. Financial resources are required for energy studies and building capacity at EAD for generating planning indicators.

On Gender awareness and mainstreaming, the policy objective is to mainstream gender into policies and programmes of energy related organizations to achieve gender equality and equity.

The approach is for WAD to create a gender mainstreaming training plan and train key stakeholders. WAD and NGO/CBOs also need strengthening to support gender mainstreaming in the other stakeholder organizations. Organizations are to create positions within their structures for gender experts. General awareness on gender equality and equity is also required.

The stakeholders to undertake proposed actions are Government line ministries, training institutions, civil society and donor organizations,

Resources are required for restructuring organizations, and for strengthening WAD and civil organizations.

For the Botswana National Energy Policy, the policy objective is to lobby and influence policy makers to ensure gender responsive planning in the implementation of the policy being developed.

The approach requires EAD’s efforts in mainstreaming gender in their policy and to learn through pilot projects and case studies on how best to address the energy needs of women and men. Policy champions and involvement of women in decision-making that involves energy are considered important to support the initiative. Specific stakeholders of a professional nature are proposed for achieving a balanced implementation of the policy among them engineers, planners,
policy analysts, and gender experts. At sectoral level households, Government particularly WAD, private sector and NGO/CBOs are the other key stakeholders.

Resources are required mainly to train EAD staff to effectively develop and implement the policy.

*Resource Mobilization for Gender and Energy related policies and programmes*, the policy objective is to establish a funding strategy that can support gender responsive policies and programmes.

The approach is to allocate such budgets and reflect them in the budget and expenditure statements and to make policy makers and other implementers aware of the need to include such budget items. General awareness should also extend to potential beneficiaries of such funding. A monitoring and evaluation systems is required to show progress in terms of how gender groups are specifically catered for in budgets.

The critical government stakeholders are the MFDP, MMEWR/EAD and WAD with respect to promoting gender responsive budgeting. Civil society, local authorities and private sector can play roles in identifying programmes that can address gender energy needs.

Financial resources are required to meet the gender budget items and human resources are required for drawing up and implementing gender responsive programmes.

*Gender and Energy in achieving the MDGs*, the policy objective is to target energy services for achieving MDGs starting with the Health sector. The action plan could be incorporated in the agenda of the Rural Development Coordination Division in the Ministry of Finance and Development Planning. This will require both having a good understanding of the links and lobbying both Government and International Organizations (IO) such as UNDP to support the initiative. Periodic reviews will be required to measure progress. Government, NGOs, private sector and IOs all have a role to play and provide resources. It is possible that the resources that government is already providing can to be coordinated and integrated in achieving the MDGs.

3.2 Gender Audit of Energy Policy and programmes in Kenya

3.2.1 Situational analysis of Gender Perspectives in the Energy Sector

i) The situation of the Energy Sector

Gender sensitive energy planning has not been undertaken in Kenya. The major limitation to gender sensitive energy planning has been noted to include, among other factors, limited availability of gender disaggregated data, absence of active gender mainstreaming in the energy sector policy, programmes and projects. In addition, the energy sector policy does not clearly articulate the linkage between energy and poverty which would help amplify the inherent gender dimensions.

The study noted that the increasing gender awareness at the policy and operational levels will ultimately provide the requisite enabling impetus for engendering energy programmes and projects. The current limitations on the availability of energy services create barriers to socio-economic development thus adversely affecting gender relations. In keeping with the Millennium
Summit commitments, Kenya invariably supports the objective of reducing by half the number of people who lack access to modern energy services by 2015 while striving to achieve the goal of reducing by half the number of people living in poverty. To bring out the gender perspectives of the energy sector, an analysis of the energy policy as articulated in the Sessional Paper No. 4 of 2004 on energy was analyzed.

The Energy policy aspires to lay the framework upon which cost effective, affordable and adequate quality energy services will be made available to the domestic economy on a sustainable basis over the period 2004-2023. The policy is thus set to address such issues as access and availability of energy supply, electricity tariffs and pricing and infrastructure construction. The policy mentions other pertinent issues including community participation and gender equity in human resource development. However, an analysis of the key issues on the electricity, petroleum and renewable energy sub sectors, the policy document is silent on the gender dimensions such as gender-based interventions in energy production and use as challenges.

A quick look at the policy measures spelt out in Sessional paper No.4 of 2004 on Energy indicates that they are gender neutral because there is no specific mention of what will be done to eliminate gender disparities with respect to each policy measure. The only policy measure that attempts to touch on gender is that on human resource development where it is stated that deliberate steps will be taken to integrate gender in policy formulation and management of the energy sector. There is hardly any articulation of gender issues in the policy. In contrast with the Energy Policy, the Agriculture policy is gender aware. One of the core values of the Ministry of agriculture is gender equity. In recognition of the fact that women perform over 70% of the farming activities, the core value states that “sustainable development of Agriculture should recognize the key role of women in production and marketing of agricultural products. Part of the agriculture Policy states that the Ministry of Agriculture will promote gender sensitive practices and culture within its staff and within the wider stakeholders in Agriculture”

With regard to reduction of electricity tariffs, the policy does not highlight the relationship between poverty incidence and low connectivity with gender distribution. It does not document how the different gender groups benefit from the fuelwood trade in terms of pricing. Neither does it show how the changes in pricing affects gender groups in society. With respect to charcoal, it does not show how the growth in the trade of charcoal affects gender groups in society. While the policy states that charcoal industry will be legalized, it does not go further to say how the lack of or the presence of the legal framework would affect the different gender groups involved in the trade. Noting the high initial costs of the energy supply systems relative to consumer incomes, the policy does is silent on how the different gender groups are affected. The study further revealed that the policy falls short of explicitly articulating how the lack of appropriate credit and financing mechanisms affects the different gender groups.

The policy recognizes the need to streamline the electricity tariffs to achieve better targeting thereby enhance delivery of intended benefits to the needy and vulnerable members of the society. However, it does not indicate who the needy and vulnerable members of the society are; what specific measures will be undertaken to ensure that the benefits actually trickle down to these groups and the type of benefits they should expect from this policy measure.

In analyzing the effect of infrastructure construction, it is noted that the policy does not feature any content on how the different gender groups can benefit from the positive aspects and how they are likely to be affected by the negative aspects. A closer scrutiny of the energy policy document reveals that the policy does not spell out deliberate efforts to incorporate community
participation in the implementation of the policy strategies. Furthermore there is no specific attention paid to addressing gender inequalities based around culture, tradition and education.

ii) Gender and Energy Situation in Kenya

The analysis of both historical and current energy planning paradigms and situation shows that gender equality and equity have been and still are lacking. This is attested by the following facts:

- Level of awareness of gender and energy perspectives is low. A national gender policy is however in place and its successful implementation is expected to raise the level of gender awareness;
- The limited success of rural energy and related development projects could partly be explained by the lack of or poor targeting of differentiated gender needs;
- Previous rural development interventions did not benefit women generally as the traditional approach to energy planning and development had assumed gender neutrality; Even, the “women only” projects implemented, such as Women and Energy Project, supported by GTZ did not fully succeed as expected;
- In the current conventional energy supply paradigm, women have not necessarily been excluded intentionally or their energy related needs overlooked, they have simply been defined out; and

Women have faced challenges in the last two decades or so. They were viewed as the destroyers of natural resources through their harvesting of biomass energy. Then they were seen as victims of biomass energy crisis and more recently being viewed to play as critical role in the natural resource management through their traditional knowledge.

The Sessional Paper on Energy explicitly asserts that deliberate steps will be taken to integrate female gender in the policy formulation and management of the energy sector. Nonetheless, the policy is silent on how that gender balance is to be achieved. The fact that there are very few women professionals in the energy sector means that deliberate attempts to enhance women’s access to training will not achieve significant results until the number of women professionals in the non traditional fields is substantially increased.

There is a glaring domination of the management of the energy sector by men, and an absence of specialized training programmes on energy in the country’s institutions of higher learning. Also, the study noted that out of the about 300 employees of the Ministry of Energy, more men than women occupy the decision making top positions. The bulk of the female staff occupies low level secretarial, messengerial or clerical positions. For instance, out of a workforce of 20 technical and professional staff in the Renewable Energy Department, there is only one female officer.

At the national level, it is evident that there is sufficient awareness about the need for institutions to promote gender mainstreaming and integration into the national and sectoral plans. It is also noted that while the Energy Act 2006 has no specific provisions on energy and gender concerns, it nevertheless sets out a broad based legal framework upon which energy poverty and gender concerns can be addressed. Moreover, the future process of engendering the energy policy draws strength and support from a number of factors, namely: (i) the fact that there is a Ministry for Gender and Culture within the Government set up; (ii) there is a gender secretariat within the Ministry of energy and (iii) there is good collaboration with NGOs such as Practical Action in gender sensitive planning for energy projects; (iv) the on-going gender Audit of the energy policy and related programmes; (v) the MTEF planning and budgeting process that can easily
incorporate the emerging recommendations; and (vi) the affirmative action in the form of a presidential directive of 2006 to ensure that 30 per cent of all new employees should comprise women, among other factors.

At operational level on the other hand, the sources of strengths of resistance to engendering energy policy largely revolve around the poor perceptions and low level of awareness of the principal policy makers about the potential benefits of incorporating gender perspectives into the policy as well as the existence of weak lobbies and advocacy skills among the stakeholders. Other forms of resistance could occur due to the limited availability of gender disaggregated data to aid the planning process.

Historically, the efforts to mainstream gender into the government budget began in the 1990s with a three-year initiative (Institute of Development Studies, 2003). This initiative culminated into incorporation of social issues into the 1998 budget. With regard to the Energy budget, it is noted that the 1998 budget (Public Investment Programme, 1998) contained some projects classified as having a “social dimension”. Such projects were “ring-fenced” to ensure that they remained at the top priority. Most of such projects are still continuing.

The study further noted that the Medium Term Expenditure Framework (MTEF) was introduced following the Poverty Reduction Strategy Paper (PRSP) preparation process. This approach has the potential to involve more people in consultations and can utilize the research and expertise of the PRSP’s gender thematic group. The budget analysis is used to create direct linkages between the PRSP priorities and budgets in MTEF. Regrettably, it is observed that budget allocations do not hitherto follow the adjusted priorities as suggested in public consultations. The study thus concurs with the Institute of Development Studies (2003) that past and current budget processes have been and still are gender blind.

3.2.2 Organizational, Management and Programme or Project Level Issues

For all institutions analyzed, particularly public institutions, the study revealed that there is limited individual and organizational knowledge and application of gender, gender analysis and gender mainstreaming practices. This is evidenced by the following factors, among others:

- Few employees of the organizations analyzed and recipients of their services are aware of gender and gender analysis, mainstreaming in their energy related planning or activities neither do they have the requisite capacity to apply these in their work;
- The organizational goals, objectives and activities in many of institutions analyzed do not explicitly provide for gender equality, gender equity or empowerment of women. The Ministry of Agriculture is however an exception on this.
- Lack of organizational/institutional level gender policy or rules or guidelines; and
- No evidence of energy and gender mainstreaming strategies or action plans.

In addition, few Civil Society or non-governmental organizations were found to have mainstreamed gender in policy and programming. These include AFREPREN, Practical Action, UNDP and Heinrich Boll Foundation, to mention but a few. One of the NGOs, Practical Action has successfully implemented gender sensitive strategies in planning and implementation of energy projects.
3.2.4 Energy Policy and contribution to gender goals and motivation

The study found out that there is limited achievement in energy and gender mainstreaming in the energy policy, programmes and activities. The study concluded that current policy measures as spelt out in the Sessional Paper No. 4 of 2004 on energy are gender neutral. These findings are explained by the following points:

- The Gender perspectives are not articulated in the policy document. This means that it would be unlikely that gender issues would be considered relevant when planning small-scale rural and urban energy projects;
- No mention about what is to be done to eliminate gender disparities with respect to each policy measure;
- The analysis of the vision statement of the energy policy “To promote equitable access to quality energy services at least cost while protecting the environment” revealed that it would be unlikely to achieve equitable access so long as the historical gender biases are not explicitly addressed at policy level;
- The property rights system, income disparities between men and women and household decision-making power, adversely and disproportionately impact on women regarding access to and control over productive economic resources including energy; and
- Strict adherence to least cost criteria to energy supply while ignoring the socio-cultural dynamics can only exacerbate the incidence of energy poverty already experienced by women.

3.2.5 Role of Energy and Gender in Achieving the Millennium Development Goals

Without any doubt, energy and gender can play a significant role towards the achievement of the MDGs. The following points based on a case study of the Rural Electrification Programme (REP) illustrate the above assertion.

**MDG 1: Eradicate extreme poverty and hunger**

- Current rural electrification policy is targeting electricity supply to market/trading centres in order to spur growth in small scale enterprises and cottage industries. This policy intervention is aimed generating employment opportunities, creating wealth and reducing poverty. However, the study did not establish any deliberate efforts to define and target the associated gender concerns.

**MDG 2: Achieving Universal Primary Education**

- The current solar PV-based electrification of schools in the arid districts in Northern and Northeastern Kenya will go a long way to attract and retain teachers in rural areas by improving the living conditions there and also improve school enrolment and retention rate.

**MDG 3: Promote Gender Equality and Empower Women**

- Sessional Paper No.4 on Energy recognizes that traditional societies assigns energy supply roles to women while discriminating against women in ownership, control and use of energy resources such as fuel wood and charcoal;
• Reliance on dwindling biomass resources to meet energy needs of most rural households contributes to economic and social deprivation of women; and
• Women are marginally represented at managerial and policy making level in the energy sector and unless deliberate measures to entrench female gender at policy making level in the sector are taken, gender equality and women empowerment would only remain a pipe dream.

MDG 4: Reduce Child Mortality, MDG 5: Improve Maternal Health and MDG 6: Combat HIV/AIDS, Malaria and Other diseases

• The rural electrification programme is targeting providing electricity to health centres and dispensary as a priority. In addition, health facilities in ASAL areas are targeted for supply with solar electricity generators. These services will make it possible to refrigerate perishable medicines, enable sterilization of surgical equipment and provide lighting and power for minor operations in these facilities. This will reduce child mortality and improve maternal health.

MDG 7: Ensure Environmental Sustainability

• The policy to support accelerated exploitation and use of environmentally benign energy supply options such as renewable energy technologies, will ensure the achievement of environmental sustainability; and
• The proposed Kenya Energy Sector Environment and Social Responsibility Programme targets to increase the contribution of the energy sector to environmental conservation by addressing biomass supply constraints.

MDG 8: Develop Global Partnerships

• There is a growing interest to take advantage of emerging global mechanisms such as the Clean Development Mechanism (CDM), among others to realize win-win outcomes translating to national and global benefits. The gender perspectives within such arrangements are however not clear.

3.2.6 Resource mobilization for gender and poverty related policies and programmes

• Rural electrification and wood fuel programmes are classified as core poverty programmes in the energy sector, thus guaranteeing ring-fenced budgets allocations;
• Since 2004/05 financial year, there has been a steady increase of budgetary allocation for the rural electrification programme. For instance, in 2005/06 financial year, the Government allocated over Ksh.7 billion to rural electrification, compared to over Ksh.3 billion committed during 2006/07 financial year alone. These resources have been expended in supplying electricity to rural market centres, health centres, village polytechnics, community water works and boarding schools using grid extension, installation of solar electricity generators and stand alone diesel generators in areas remote from the national grid. while Spanish Government has approved a credit of Euro 12 Million to support rural electrification;

3.2.7 Conclusions
1. The limited availability of gender disaggregated data on energy development and utilisation is one of the constraining factors against engendering the Energy policy.

2. There is increasing gender awareness at the policy and operational levels as a result of active lobby and on-going sensitization efforts. However, policy makers are yet to be fully embrace the call to mainstream gender perspectives into their organizational programmes and activities. The reason may be that they do not know how to do it.

3. There is increasing trend of financial and moral support from various institutions towards strengthening the efforts of engendering the policies generally, and energy policy in particular. To take advantage of this, time is ripe for developing programmes and projects geared towards achieving this objective.

4. There has been some attempt to mainstream gender issues in energy development policy as stipulated in Sessional paper No.4 of 2004 but it is very inadequate. This is supported by the fact that in all the policy issues of concern to energy development and the policy measures proposed, only one of them has mentioned gender mainstreaming as a cross-cutting issue under human resource development. A gender sensitive energy policy requires much more than this. It has to be supported by plans and budgets and activities whose targets are measurable all of which is not incorporated in the Energy policy document.

The Agriculture Policy is gender aware to the extent that it explicitly stipulates an undertaking to promote gender sensitive practices and culture within its staff and within the wider stakeholders in Agriculture. Similarly, for other institutions examined, application of gender mainstreaming approach was well established in the cases of African Energy and Policy Research Network (AFREPREN), Practical action- East Africa, UNDP and Heinrich Boll Foundation.

3.2.8 Recommendations

Based on the information gathered and the focused group discussion at the validation workshop, the following recommendations were made aimed at various stakeholders as indicated:

i) Advocacy organizations - Advocacy strategy: Formulate innovative advocacy strategy to identify and Influence policy actions to ensure gender mainstreaming in policy objectives, actions and strategies

ii) Data custodians, Data users and other concerned organizations - Gender disaggregated data:
   a) Use of gender tools in planning and data collection,
   b) Establish data needs,
   c) Establish linkages with relevant institutions on data requirement, timelines and accessibility,
   d) Regular monitoring and validation of gender disaggregated data.

iv) Public, Private and NGO organizations – Gender awareness and sensitization:
   a) Organization of awareness campaigns to make gender more visible targeting institution top management to ensure mainstreaming in projects and programmes,
   b) create partnerships to facilitate awareness and information sharing,
   c) raise the profile of gender through the ministry of energy newsletter and website in order to create awareness,
d) develop cross issue/sectoral linkages on role of gender and energy on addressing issues like HIV/AIDS, Home economics,

e) Improve advocacy skills on gender and energy.

iv) Public, Private and NGO organizations - Gender structures and mainstreaming in institutions should develop guidelines and briefs for gender roles/mandates and lobby for gender desks in institutions,

v) All stakeholders should formulate strategies and undertake capacity building for gender mainstreaming at individual and institutional levels.

vi) Project Developers and implementers, Development Partners should assess and plan for impact assessment in order to:
  a) need to understudy the gender related impacts of the projects and programmes,
  b) develop a criteria for impact assessment for all gender groups,
  c) need to correlate energy end uses and practices to identify existing gaps, and
  d) relevant institutions to undertake regular reviews on progress on impacts.

vii). Planner, Budget personnel, Policymakers should work on budget and resources in ways that:
  a) Utilize gender budgeting tools in energy and other sectors across the planning activities,
  b) mobilize resources including budgetary allocations especially for the more vulnerable gender groups

### 3.3 Gender Audit of Energy Policy and programmes in Senegal

#### 3.3.1 A brief perspective of the Energy and Gender situation in Senegal

Various National energy policies which have been implemented since the 1980s have been initiated in order to provide a better access to modern forms of energy. This is considered to be a factor of development and growth for rural and urban population. It is also necessary for protecting local natural resources. Resorting to modern biomass and energy-saving equipment for cooking, renewable energy and clean energy technologies so as to diversify energy option is one of the priorities in these policies.

In order to provide electricity to a larger number of people and upgrade access to energy, the government initiated a number of reforms and intends to make rural electrification a priority, an objective demonstrated by forecasts. From 8% the rate has grown to 15% in 2005 and by 2022 it will attain 62% thereby increasing the number of electrified households from 4150/year during the period 1995 (2003 to 22500).

Despite these efforts, most households are still using candles and paraffin lamps for lighting in a significant proportion (42% at the national level).

According to Senegal SIE estimates of 2005, the consumption of conventional energy all of the sectors altogether represent 65% compared to 35% for the biomass. Senegal which is a non-oil
producing country imports almost all oil products and this is reflected on prices that are determined with the concern to get a return on initial investment.

The setting up of the LPG policy, widely supported by the government was a response to this major concern and to the will expressed by authorities to bring populations to use modern energy for cooking, even though the cost is very high. Despite the breakthrough of LPG, 130,000 tons in 2005, the use of traditional fuels is still significant in households representing 75.9% of which a large part is composed of firewood (49.2%) which is making its comeback in urban areas. The population standard of life and the residence area are key indicators in the choice of energy and of the level of utilisation in the energy scale.

The analysis of the various energy policies show that they are often adapted to the current situation in the response to immediate supply needs and demand without any consideration of specific needs of social groups. In other words, designed and implemented energy policies do not take into account gender, even though a number of programmes or projects have positives impacts on women, namely butanisation.

Thus, women energy needs still depend on a number of factors that explain the restrictive use of LPG, the lack of access to appropriate energy services, the low involvement in wealth generating sectors and decision-making bodies.

3.3.2 The disparities and gender inequalities in increasing access to energy

It is clearly established through the diagnosis of the Poverty Reduction Strategy Paper (PRSP II) that constraints faced by women stem from the lack of energy services in rural areas where the correlation between gender, energy and poverty is well demonstrated. Women spend most of their time carrying out activities which are socially reserved to them without access to available energy services and without taking into account their time constraint. The lack of access to energy and appropriate technologies lead to many problems associated with health, low incomes and others.

Disparities in gender have a huge impact on access to energy in various sectors. Due to the low representation of women in decision-making bodies such as the Parliament where the budget is voted and the executive where policies are defined, the specific needs of women are not taken into account. Women represented 22% of the Parliament composition, and in the June 2007 government they increase from 13% to 28%.

In education, the fact that young girls are early drop-outs from schools in rural areas is related to the extra load of work of their mothers who are obliged to turn to their daughters for help. The gross rate of young girls going to primary schools is only 24.2%.

As far as health is concerned, the electrification rate of infrastructures is still low; at the national level it represents 46.2%. It affects the mother mortality rate which is still high with 410 deaths for 100,000 births (EDS IV). The mortality rate of children under 5 is equally high (121 for 1000) and children above 5 (61 for 1000).

Failures in the refrigeration chain due to electricity cuts have consequences on the mortality of children; and the lack of good lighting limits the quality of the services provided during the night. As for reproduction, women are not informed because they do not have time to participate in awareness raising sessions. Light would allow them continuing activities in the evening when they have time to do something different.
The decision to use a form of energy in a household is incumbent on the husband; and women’s time constraints due to the lack of appropriate equipments results in a low production capacity, a low wealth creation and subsequently a low income enabling to cope with family needs.

The consideration of differentiated needs in energy programmes and policies is essential for poverty reduction and the achievement of MDGs. This is the reason why it is necessary to bring all actors, involved in the management of energy i.e. government, Parliament and organisations of the civil society, play their role in order to make available energy services and appropriate equipments so as to alleviate women from their daily chores; for instance 90.05% of people working in seafood processing units are women, but smoking fish is done with fuels noxious for their own health and the population health. Because of the lack of food preservation units, large quantities of milk are lost by Fulani women and thereby preventing them to increase their income.

3.3.3 Gender Programmes and projects implementation

Many projects have been developed in Senegal within the framework of energy technologies dissemination for the benefit of the population, and particularly for women in their current activities. In these projects the use of domestic fuels has occupied a large place with the dissemination of improved stoves, solar cookers and more modern fuels. However, apart from LPG, the other types of fuels (aviation fuel and biogas) were not successful despite tests carried out. The importance given to cooking is due to the fact that energy consumption in households is still dependent on traditional fuels (firewood and charcoal) combined with difficulties in supply that women face in various parts of the country.

In addition, disseminated technologies have been centred on equipments alleviating women chores, drinking water supply, oleaginous products and grain processing, preservation of perishable goods, drying and other types of services. However, projects with larger scope integrating many components have been initiated such as PROGEDE that gave the opportunity to women to engage in forest exploitation in the same capacity as men. In addition to this considerable dimension, the project has solved a number of problems related to the access to basic social services, to credit and income generating activities so as to maximize women participation.

The consideration of gender and its mainstreaming in environmental projects and programmes, combined with access to appropriate technologies is an undisputable security. The dissemination of the multifunctional platform is part of technological innovations that will allow women having access to energy services and reducing poverty. Yet, rural electrification policy will bring a larger range of solutions in setting up rural enterprises, creating employment for women and young men and women.

3.3.4 Gender and energy for the achievement of MDGs

Senegal, following the international community, is engaged, with the adoption of the Declaration of the Millennium, in following up the Millennium Development Goals (MDGs) under the auspices of the United Nations Organisation. The Declaration adopted in 2000 has given a good place to gender in its 3rd objective which focuses on the promotion of equality in gender and on women self-sufficiency and on energy as a factor of multidimensional development. Linking gender and energy in a context where poverty reduction strategies are adopted may be an important lever of development. In this respect, Senegal opted for the articulation of the poverty reduction strategy and the MDGs implementation approach. Energy contributes indisputably to
the achievement of each millennium goal as a factor of production and a driving force for all social and economic development sectors.

As for the consideration of the specific needs of women, the chapter analyses the close relationship between meeting these needs and the necessity to have available energy resources, appropriate technologies and low cost energy services. The conjunction of these conditions will ensure the involvement of women in the productive sectors and in various decision making bodies, particularly at the local level for the consideration of their demands. Indeed women lack badly equipments alleviating their current activities. They have not the chance to get out of poverty, to get an adequate education, appropriate health care and substantial financial resources.

If we refer to the current status of the MDGs follow up it is not sure that Senegal will achieve the defined goals by 2015 in so far as many indicators evolve very slowly if they are not stagnant.

3.3.5 Gender in the mobilisation of resources

The analysis of expenses shows a positive influence of the gender approach. It represented an average of 1.2% between 1998 and 2000. And after 2000 onwards the figure was 3%. We have to mention that these projects objectives were implemented to promote women.

As for energy, the tendency has evolved towards a decrease in terms of percentage between the two periods. From an average of 8% between 1998 and 2000 the share of the energy sector in the budget planning decreased to less than 3% after 2000.

Concerning investment provision quantified in the 2006 budget of the Ministry of Mines and Energy, they are estimated at 18,715,000,000 F CFA. In this budget it is difficult to assess the impacts on men and women, because of the lack of indicators and objectives based on the results.

Yet, the review of the budget shows that there are possibilities for taking into account gender, through differentiation of needs in the diagnosis phase and in the chain of budget preparation.

3.3.6 Towards the definition of an energy policy sensitive to gender in Senegal

Senegal is envisaging the revision of its Energy sector Development Policy letter. During this revision process, the assets of the nation, as well as the challenges of the elaboration of a policy sensitive to gender should be relevant elements for identifying strategies and energy programmes sensitive to gender.

For years now, advocacy carried out by specialists on the advantages of mainstreaming gender in strategies resulted in the will of the government to consider the promotion of equity in gender as an objective for socioeconomic development. This will has been translated by a commitment to mainstream gender transversally in the Poverty Reduction Strategy Paper (PRSP). It is currently going on, through the implementation of the National Strategy for Equality and Equity in Gender (NSEE), which was elaborated with the aim to take into account the recommendations of the Beijing summit.

In some respect, various initiatives aiming at promoting the integration of gender in sectoral policies, strategies and programmes have been carried out by actors of the socioeconomic life. In

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24 Efforts made for the benefit of sectors, are appreciated through the Triennial Programme of Public Investment and Consolidated Budget
order to translate the option of the government consisting in taking account of gender in the policies implementation, a monitoring committee “Gender and PRSP” and a “Network Gender and Energy”\textsuperscript{25} have been set up. These are multi-sectoral frameworks that bring together different categories of actors. These initiatives allow the strengthening of the partnerships between actors and they contribute to the improvement of the knowledge of gender issues.

Other dialogue frameworks bringing together various other actors can serve as instruments for strengthening the integration of gender in sectoral strategies, policies, programmes and projects. In this perspective, the Intersectoral Committee for the Implementation of Synergies between the Energy sector and other strategic sectors (CIMES), involving energy sectors, education, health, agriculture, cattle breeding, fishing, water, NITC, can play a major role in this process.

Concerning the analysis and training tools on gender, the implementation of various initiatives has been observed namely the production of training manuals by experts (ENERGIA Network, IFAN Gender laboratory, Ministry of Family) and training sessions for building capacity of actors involved in the implementation of national policies. However it has been noticed that the trained actors have not been enough supervised for a practical application of what they learnt in their daily work.

As far as the availability of socioeconomic data is concerned, data collection showed the existence of many sources (enquiries, administration data, enterprises data), although for some types of information, further data processing and interpretation are necessary for a differentiated analysis according to the sex.

Despite the existence of mechanisms to encourage the integration of gender in energy policies and the different opportunities offered to stakeholders, the official of the sector should address constraints relating to the participation of other actors in the process, building capacity, desegregation and analysis of some data, energy programmes and projects funding.

In order to address these challenges, the actions will consist of the following:

(i) promoting the participation of all the stakeholders in the process of energy policies preparation,
(ii) improving training sessions and supervise technically the officials of the energy sector,
(iii) improving the availability of quantitative and qualitative data in energy and economic sectors, and
(iv) identifying innovative strategies aiming at improving access to energy services for the populations.

Further information on action plans can be obtained from the full report for the Senegal gender audit activity, to be found within the ENERGIA Africa.

\textsuperscript{25} The network was set up by ENDA within the framework of ENERGIA Network