

## Gender Audits of Energy Policy in Botswana and Senegal: What has been achieved?



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Figure 1: Women in the FASEN  
programme in Senegal preparing the  
clay to make the stoves  
(Photo credit: ENERGIA)

*From 2005 to 2007, ENERGIA –together with a number of partnering organisations- implemented the EU-funded programme ‘Turning Information into Empowerment: Strengthening Gender and Energy Networking in Africa’. This was the first programme to develop and undertake gender audits of energy policies in three African countries: Botswana, Kenya and Senegal.*

The approach used in the gender audits was primarily participatory, led by a national team of experts. The gender audits all provided in-depth analysis of energy planning, budgets, the institutional capacity of ministries to implement gender-mainstreaming strategies, the links between gender, energy and the national objectives for poverty reduction strategies and for meeting the Millennium Development Goals (MDGs). The audits identified the specific ways in which gender issues were, or were not, addressed and critical gender gaps in existing national energy policy formulation and implementation. Validation workshops in the three countries helped to reach consensus and ownership of the audit findings within the energy ministries, discussed future recommendations and agreed on actions with specific targets and timeframes that were needed to engender the policies.

The final reports produced from the gender audits are considered semi-official documents.

Two years after finalising the gender audits, this article seeks to show the effect the audits have had on the national energy policies, programmes and planning in Botswana and Senegal.

### Case of Botswana

#### Botswana audit: Key findings

Botswana was the very first country where a gender audit of national energy policies and programmes was held. The exercise was led by the Botswana Technology Centre (BOTEC) and was done in close consultation with the Energy Affairs Division (EAD) – responsible for the national energy policy – in the Ministry of Minerals, Energy and Water Resources and other key stakeholders.

The audit showed that although there is a general understanding of the different roles that men and women have in Botswana, the knowledge on the relationship between gender, energy and poverty is limited. This has resulted in gender blind energy policies and programmes, and a development process for the Draft Energy Policy of Botswana that lacked consultation with household residents and women in particular, who are the major users and managers of domestic energy sources. The audit also showed a lack of gender disaggregated data on financial resources and a general lack of association between energy services and reaching the MDGs.

#### Outcomes of the gender audits in Botswana

One of the first immediate outcomes of the audit was that its results were presented at side events at the UN’s Commission on Sustainable Development sessions 14 and 15 in 2006 and 2007, respectively. Ms Nozipho Wright, project manager for the gender audit from BOTEC, participated as a member of the Botswana delegation at these events and made inputs into the speech of the Botswana Minister of Environment, Wildlife and Tourism, Hon.

Kitso Mokaila, which was given at CSD 14. This resulted in the mention of gender equality in the speech.

Further, short training workshops on gender and energy concepts have been conducted for staff of EAD, while similar training is planned for the Women's Affairs Department and the Botswana Power Corporation (BPC) rural electrification staff. As a result of the audit, the gender awareness of the BPC rural electrification officers has been increased and has ultimately led to BPC recently starting a gender mainstreaming programme for their rural electrification programme.

The audit also led to a pilot study for collecting gender disaggregated data. The purpose of the study was to identify energy fuels and technology consumption between men and women. Recommendations have been made into how this type of study can be undertaken at the national level. Technical support and funding will be requested to conduct the study.

Other outcomes have been more indirect, but can still be attributed to the gender audit and the awareness it has created. One of these is that EAD's main contact person for the gender audits, Ms Masego Kealotswe, was sponsored by the Botswana Government to undertake a master's degree in The Netherlands, which had a specific focus on gender mainstreaming in energy policies and programmes. Ms Kealotswe is currently working for the BPC as the national rural electrification coordinator, where she is also the contact and project manager for the gender mainstreaming project.

In 2008, Ms Nozipho Wright, was requested to participate in the task force to finalise the Botswana National Energy Policy. This process is still ongoing. At the time of writing this article, Ms Wright was seconded from BOTECH to the Department of Research Science and Technology, to participate in the review of the 1998 Science and Technology Policy. Needless to say, a major contribution was made in terms of mainstreaming gender in the reviewed policy document. This way the audit exercise is having a direct impact on high level science and technology policy review.

## Conclusions

A strong case was built through the audits to convince major players that gender is indeed an issue and cannot be ignored. By its nature, the gender audit raised awareness on issues of gender and the gaps that existed in energy policies and programmes that policy makers were not aware of. Discussions that ensued during the implementation of the audit and onwards enabled energy project officers to appreciate gender issues. It was found that audits play a major role in creating awareness or information exchange. Gender audits of energy policies and programmes could be a good starting point to raise the gender issues in developing countries.

The audits can also lead to gender mainstreaming projects and activities as part of the recommendations to improve the policies and programmes. In the Botswana case, the audit has resulted in mainstreaming gender in the national rural electrification programme. The gender mainstreaming project at BPC is seen as groundbreaking work that is likely to yield that much-needed proof that considering the different roles and energy needs of men and women leads to better targeted programmes.

It would be interesting to conduct another gender audit in five years time. Such a follow-up gender audit could be a benchmark to see where progress has been made. It would undoubtedly point to many improvements, as indicated by this brief overview of the gender mainstreaming activities that are currently being undertaken.

## Case of Senegal

### Senegal Audit: Key Findings

The gender audit exercise in Senegal also started in 2005. ENDA Tiers Monde took the lead, while the exercise was conducted under the auspices of the Ministry of Energy, with the effective participation of the Directorate of Energy.

Mostly, the gender audit revealed that the Senegalese energy policies and programmes were gender blind, despite the fact that many of them concern women directly. The energy programmes and policies completely lacked

the recognition that men and women have different energy needs and interests, and thus also benefit differently from access to energy.

### Outcomes of the gender audit in Senegal

The first positive outcome of the audit has been that gender and energy has become a familiar notion for all actors, with a clear recognition of the necessity to take the gender-differentiated energy needs into account.

The development of the new energy policy brief, adopted in early 2008, took place at the same time as the audit. However, the broad lines of the document still follow the same logic as the preceding policy briefs, without a real gender mainstreaming. This does not affect the growing interest of policymakers to take gender into account in the energy sector these days. The policymakers continue to work with the gender audit team in all the commitments made on gender and energy and that fact positively impacts the reorientation of the policy approaches.

The mainstreaming of gender in energy policies and programmes takes place at different levels and the initial step taken is that of implementing gender mainstreaming at the local, most decentralised policy levels possible. In fact, the emphasis that is put on the central level, needs to be strengthened at the base level, where projects are implemented and where the need for improved energy access is most acutely felt. The rural population is confronted with energy poverty which exacerbates their insecurity and gives them no opportunity at all of using energy services, or developing income-generating activities. The gender mainstreaming at decentralised policymaking levels is about to start and is expected to initially target a few rural communities.

A very concrete outcome of the gender audit in Senegal is the gender mainstreaming of the Foyers Améliorés Sénégal (FASEN) project which aims to disseminate 80,000 improved cookstoves, and the Electrification Rurale au Sénégal (ERSEN) project, which aims to electrify 50 villages in areas of less than 700 inhabitants in the central and southern part of Senegal. Both projects are funded by GTZ PERACOD, and will be finalised by 2011.

Figure 2: Women producing improved cookstoves in the FASEN programme of GTZ (Photo credit: ENERGIA)



Figure 3: Bakery training at Rural Industries Innovation Centre, Botswana (Photo credit: Nozipho Wright)



Gender sensitisation manifests itself through the discourse at energy meetings, which is underlined in rural electrification programmes. In fact, the rural electrification policy puts the emphasis on the needs of people in terms of their well-being and especially of their income-generating abilities. To that effect, the needs of women to reduce their workload (installation of grain mills) is an integrated part of the rural electrification in the targeted areas. The rural electrification policy, with the active involvement of Agence Sénégalaise d'Électrification Rurale (ASER) members of the national gender and energy network, has favoured the impetus of a new energy vision. In fact, the gender and energy views so far remained obscure, but have become apparent and have allowed for a better understanding of women's position in multi-sectoral projects. A good example would be that at the national training of trainers on gender and energy, one multi-sectoral project served as an example for an exercise on gender mainstreaming. Resulting from the exercise, the person responsible for the project recognised that the project did not address women's energy needs, after which he redesigned the project to specifically target women. The session allowed him to better understand the gender and energy linkages and to quickly assess the weaknesses on gender in the project.

The established collaboration between the national gender and energy focal point and the Ministry of Energy will grow with the future activities on mainstreaming gender into energy policies on the one hand, and into energy projects on the other hand. Looking at the action plan resulting from the gender audit, it can be seen that the rural electrification policy is partly on track:

- The facilitation of women's access to productive uses of energy.
- The development of Public Private Partnerships and the adoption of a framework that is favourable for women's entrepreneurship.
- The promotion, availability and use of less polluting energy sources and accessible financing for women.
- The promotion of an energy services approach, based on gender-differentiated needs.

- The production of appropriate equipment and technologies for women's tasks.
- Implementation of a programme to build capacities of policymakers.
- Synergy between groups of actors.
- A study of indicators and the collection of gender-disaggregated data in statistics.
- The development and implementation of information and sensitising programmes for policymakers.

### Conclusions

Following the audit, it was noted that the exercise constituted an important and significant step in the energy sector in Senegal. In fact, it allowed for a better understanding of the advantages of mainstreaming gender in the various sectors at each and every step of policy making and project implementation. The energy policy in Senegal puts emphasis on access, availability and costs; and in the recognition of these three dimensions, gender considerations cannot be left aside. Women still live in more difficult circumstances, because of the absence of energy services and the inavailability of energy sources, which is why all action is directed at poverty alleviation and reaching the MDGs. The ensuing approach of installing a gender focal point in each ministry is a good initiative (this role is played for the energy sector by a member of the national network), if real content is given to this person.

### Overall conclusions

Though these were the first gender audits of national energy policies and programmes, both cases show that they have clearly made positive results. In both cases the gender analysis showed that at best, energy policies at the time of the gender audit were gender blind, and thus not considering men's and women's specific energy needs. It is seen that gender audits are effective tools in raising the awareness of and building capacities in gender mainstreaming for both policy makers and project practitioners.

The level of analysis that was done in writing this article cannot, however, give good indications of the exact progress that has been made in the implementation by

the energy ministries in the two countries of the action plan that resulted from the audit exercise. Future audits may need to take follow-up actions into account to be able to better monitor this progress.

### References

Eco Ltd. UK, Centre for Knowledge on Sustainable Governance and Natural Resources Management (KuSiNi), East Africa Energy Technology Development Network (EAETDN) and Practical Action - East Africa. Also involved were 12 of the ENERGIA-Africa National Focal Points.

All three final gender audit reports are available for download through the TIE-ENERGIA website at: <http://energia-africa.org/GenderAudits>

### Profiles of the authors

Nozipho Wright has worked for BOTE since 2000. In addition to being a senior Communications Officer at BOTE she is also the Regional Network Coordinator for ENERGIA Africa. Nozipho is a member of the African Energy Policy Research Network (AFREPREN), which undertakes policy orientated research on energy issues in East and Southern Africa.

Yacine Diagne Gueye has been a member of the Energy team at ENDA Third World since 1994. She currently works as Energy and Gender Programme Officer and Gender and Climate Change Officer. She has contributed in many surveys on households energy needs assessments and consumption, with a particular emphasis on gender issues.

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