

MODULE 3
ENGENDERING ENERGY POLICY

INTRODUCTION TO MODULE 3: GENDER AND ENERGY POLICY

Gender and energy are a relatively new area of international sustainable development activities. Awareness about gender issues in energy policy is beginning to emerge with ground breaking attempts to engender energy policy in South Africa and Uganda. In part, these efforts have been driven by the 1995 Beijing Platform for Action which upon signature required governments to mainstream gender in all sections of the economy. The energy sector is not immune to the process of gender mainstreaming. Therefore, the demand for information about engendering energy policy is growing. This Module is written to answer to the requirements of policy makers in the energy sector and those who try to influence national energy policy in developing countries.

By offering relevant and up-to-date information about gender and energy issues, policy processes and most important the relations between these this Module gives an overview of the process of engendering energy policy. The information is presented in the form of discussion points, exercises and real-life case studies. During the course of this Module you will collect information to help you start engendering the energy policy in your own country.

Aim of the Module

To provide the rationale and tools for developing and implementing a gender-aware energy policy.

Key concepts and ideas introduced in this Module:

The key concepts and ideas in this Module are:

- Gender-aware energy policy;
- Policy formulation;
- Characteristics, dimensions and elements of a gender-aware energy policy;
- The process of gender mainstreaming;
- Participatory approaches to policy formulation;
- Influencing and advocating a gender-aware energy policy.

Topics in this Module:

The five Units in this Module discuss the following topics:

Unit 1: Background information on gender and energy;

Unit 2: Gender in energy policy;

Unit 3: The policy making process;

Unit 4: Elements of a gender-aware energy policy;

Unit 5: Towards a gender-aware energy policy.

Unit 6: The Action Plan

Target group:

Policy makers in the energy sector and those who try to influence or advise those policy makers.

Time needed to complete the Module:

In total, approximately 18 contact hours between the trainer and participants are needed to complete all the material in the Module. In addition, time is also required to do exercises and the assignment. The following timetable can be used as a guide:

	<i>morning</i>	<i>Afternoon</i>
<i>Day 1</i>	Introduction + meeting other participants.	Unit 1 + exchange experiences. 2 hours self-study.
<i>Day 2</i>	Unit 2	4 hours self-study
<i>Day 3</i>	Discussion Module Assignment Unit 3 + exercises	Unit 3 + exercises
<i>Day 4</i>	4 hours self-study	Discussion Module Assignment Free time
<i>Day 5</i>	Unit 4 + exercises	4 hours self-study
<i>Day 6</i>	Discussion Module Assignment Unit 5 + exercises	Unit 5 + exercises
<i>Day 7</i>	Exercises	4 hours self-study
<i>Day 8</i>	Discussion on exercises Unit 5 Discussion Module Assignment	Conclusion Module Assignment Closure of the course

Working forms:

The following working forms are used in this Module:

- Reading the material: the basis theory is in the course manual which the trainer presents and can be studied outside of the sessions;
- Discussion points: questions relevant to the text to facilitate a class discussion;
- Case-study: small real-life examples illustrating the theory to facilitate understanding;
- Exercises: tasks that need to be done individually or in groups and which aid understanding the theory.
- Module Assignment: this assignment is done at the end of each unit and continues throughout the entire Module and by the end will give you an overview of a gender-aware energy policy.

Sources:

Most information in this Module is from Clancy & Feenstra (2005). Case-studies are from Feenstra (2002) unless otherwise specified.

Structure of the Module:

Throughout the manual, references are made to other parts of this module and to other modules in the series 'The Gender Face of Energy'. The terminology used in all modules is consistent. When a reference is made to a "unit", this means one of the six units within this module unless another module is specified. A reference to a "section" points to where a major subject within a unit is being addressed. These are indicated by a header preceded by a single digit (for example: **1 Introduction to Gender and Energy**) When a reference is made to a "part" of the unit, this usually means a subsection (e.g. **1.1 What is gender?**).

Each unit is built up in a similar way. The first part presents the theory on a certain subject. This theory is accompanied by discussion points and sometimes by small case-studies. To get a better understanding of the theory exercises are also included. The unit is rounded off with the Module Assignment which runs throughout the course. In the figure below a schematic overview is given of the attitudes, knowledge and skills you will develop during this Module. Also the relationship to the progress of developing a gender-aware energy policy is shown.

Terminology in this Module	
Advocacy	An approach aimed at changing aspects of the current situation by addressing people with influence on the situation.
Civil Society	Groups or individuals, who are not part of government or business, that are either performing certain services or are trying to influence and improve society as a whole, ¹ . Examples of Civil Society Organisations include the NGOs within the ENERGIA network.
Discourse	A set of frameworks that influences decision making.
Energy services	There is no standard definition of energy services. Here it is taken to mean the form (sometimes known as the <i>final form</i> or <i>energy carrier</i>) and manner in which energy is delivered to the end user (eg electricity via a grid connection, charcoal in bags sold in the market, LPG in cylinders delivered to the house), as well as the supply and maintenance of conversion technology technologies needed to convert the final form of energy into the <i>useful form</i> that the end-user requires to complete specific tasks (LPG needs a stove to produce heat to cook food). The delivery of these services begins with the collection of primary energy, which is converted one or more times until it is in a form suitable for the user.
Gender	A concept related to the tasks, roles, obligations and privileges in public and private life of women and men as well as the relationships between them. “Gender” is not the same as “sex”. The latter is determined by biology, whereas the former is shaped by society.
Gender awareness	Ability of persons or policies to understand the implications of a particular programme, project or policy for both men and women, and to plan according to the needs of both.
Gender-aware policy	A policy, which takes into account the social relations of women and men as well as differences in their needs.
Gender-blind	The failure to recognise that needs of men and women are different.
Gender contract	An informal arrangement about gender roles and relations between them.
Gender inequality	biases against men or women determined by their gender, such that women’s and men’s participation in different social, political and economic sectors, and in development in general lead to unequal outcomes and benefits.
Gender gaps	Gender gap is the observable (and often measurable) gap between women and men on some important socio-economic indicator (e.g. ownership of property, access to land, enrolment at school), which is seen to be unjust, and therefore presents the clear empirical evidence of the existence of a gender issue ² .
Gender imbalance	Unequal distribution of women’s and men’s access to and control of resources, services and benefits, and their participation in activities related to

¹ There is no universally agreed definition of the term *civic society*. However, the definition given here gives an idea of the notions underlying the term (adapted from Jørgensen, L., (1996), *What are NGOs Doing in Civil Society?* p36 In Clayton, A., (ed) (1996), “NGOs, Civil Society and the State: Building Democracy in Transitional Societies”, INTRAC, Oxford, UK. ISBN 1-897748-17-5., quoted in Clancy, J.S. and Fienstra, M. (forthcoming 2006), *How to Engender Energy Policy*, paper written for ENERGIA.)

² Taken from the Glossary on The GEM Practitioners Network website: <http://www.apcwomen.org/gem/glossary/index.htm>. Accessed on 27 March 2006.

	production and social reproduction.
<i>Gender mainstreaming</i>	an approach that ensures that the concerns and needs of both women and men are considered in all planning and policy-making and that all policy-makers are aware of the needs of women and men in relation to their roles and responsibilities
<i>Gender-neutral Policy</i>	The assumption that energy policies benefit women and men equally. A statement of intent or commitment to act in a certain way by an organisation (e.g. the government).

UNIT 1: BACKGROUND INFORMATION

Learning objectives:

After reading this Unit, the participant should be able to:

- Define the concepts of gender and gender roles;
- Distinguish gender differences in energy use;
- Explain how gender differences influence energy policy and the other way around;
- Explain why gender differences should be taken into account when designing energy policies;
- Identify concerns decision makers in the energy sector have regarding engendering energy policies.

Time schedule:

- In total: approx. 3 hours;
- Presenting the theory: 20 minutes;
- Case study: 5 minutes
- Discussion points: 40 minutes;
- Tools: 55 minutes;
- Module Assignment: 60 minutes.

Aim of the Unit

Key concepts and ideas introduced in this Unit:

Gender, gender roles and relations, engendering energy policy, gender needs.

Topics in this Unit:

- Introduction to gender and energy;
- Overview of the Module;
- Introduction to Module Assignment.

1 Introduction to Gender and Energy

What is gender? How is gender related to energy? Why should energy policies be gender-aware? These are questions you may have asked yourself when you first opened this Module. In this first unit these questions will be answered.

1.1 What is gender?

Men and women are different in some ways, and alike in others. Men and women differ biologically - women bear children while men cannot – and socially.

Gender: a concept to explain socially determined differences between men and women.

There are different ways to describe what it means to be a woman or a man. Social scientists use social characteristics which they call ‘gender’. These characteristics include the tasks, roles, obligations and privileges in public and private life of women and men as well as the relationships between them. ‘Gender’ is not the same as ‘sex’ since the former is not determined by biology, but by society based on social, cultural, political and economic expectations. Since ‘gender’ is shaped by society, it will have different forms from society to society.

Discussion point 1.1

Name some differences in tasks that men and women do in your society.

Are the tasks consistently divided throughout society? (for example, different income groups? Ethnic groups?)

Are these differences based on biology or society? (10 mins)

Gender differences

Gender roles shape women and men's identities

‘Gender roles’ are roles assigned to men and women by society. Gender roles shape our identity, determining how we are perceived, how we are expected to think and act as women and men. Every society has its own gender roles, which determine the manner in which women and men behave.

Because men and women have different roles based on their gender, differences between the sexes exist in society.

How are gender differences shaped?

Within a household men and women traditionally have different roles. In most societies, men have more power than women to make decisions about and exercise control over their own lives and resources, as well as other family members. This balance of power between men and women defines the relationship between the genders. The effects of differences in power

operate at all levels in society: household, community, organisational, national and international. *Gender relations*, like gender roles, are socially determined and are influenced by the same social, cultural, political and economic expectations. Gender relations are shaped by a range of institutions, such as the family and legal systems. Gender relations exist both within households (private sphere) as well as within the community and workplace (public sphere). These gender roles and relations between them are made on the basis of an informal arrangement, which we call a 'gender contract'.

Although the term '*gender contracts*' is used to describe how the relationship in households between men and women is shaped and enforced, it can also be applied in the wider context of the society in which they live. The 'contract' determines how men and women should behave in the society and the sort of sanctions society 'imposes' on those who break the gender contract.

Although men and women might have equal rights in most legal systems, society's traditional systems cause differences.

The modern legal system usually gives men and women equal rights of ownership and inheritance. However, traditional systems (as the 'gender contract') often grant other types of rights. For example, women might not be able to inherit property. These two systems are often found operating in parallel in a community and this can lead to tensions and conflict, as women try to assert their right under the 'modern' system.

Discussion point 1.2

Does the legal system in your country regard men and women as equals?

Are men and women equal in the traditional system of your country? If no: how are they treated differently? (10 mins)

Problems with gender differences

Case 1.1 gives an example of an unsuccessful project in Nepal (the implementation phase of policy), which failed because the project planners did not take the different gender roles into consideration.

Case 1.1: An unsuccessful project on women's participation (taken from Module 1 unit 1).

Foreign project planners told villagers in Nepal that because women are the forest users they must also be members of the forest committee. According to the foreigners it should be compulsory for women to attend the meetings. The men agreed to this and women were allowed to become committee members. However, women were informed of a meeting only when a male committee member chanced to meet them. Even if women attend meetings they cannot voice their opinions: they cannot speak their opinions against the opinions of the seniors. When the men have finished speaking, that is the end of the meeting. Men do not tell actually women not to speak at the meetings, but the men do not want to be opposed by women (Hobley, 1996).

Discussion point 1.3

What were the failures in Case 1.1 and why did they happen?

What should be changed to make this a successful project? (10 mins)

If you want to design, realise and implement a gender-aware energy policy you need to take the differences between men and women into account. In this Module you will be learned how to do this.

1.3 Why should energy policy be engendered?

Reliable energy supply is essential to economic stability and growth, jobs and improved living standards.

Energy is important for sustainable human development. A reliable energy supply at the local and national levels is essential to economic stability and growth, jobs and improved living standards. Nevertheless, according to statistics of the World Bank, approximately two billion people in the world still lack access to basic energy services.

Meeting gender needs through energy services

The need and demand for energy services in developing countries is expected to increase dramatically. Because of this new policies and projects to provide *energy services* will be developed in the next years. When these policies are developed, it is important to be aware of gender.

Energy is not gender-neutral. Therefore it is important to be aware of gender when you develop energy policy.

Energy is not gender-neutral. A focus on gender - and not specifically limited to the role of women - is important. 'Gender and energy' implies that energy is not only a women's issue, but a concern for the whole society. The social relations between men and women, and hence their expectations and roles as regards energy, are different and need to be taken into account.

Men and women have different levels of access to different energy sources. Changes in the availability of energy, due to policy interventions, have different impacts on men and women. Therefore, gender needs to be taken into account when developing energy policy.

Governments need to integrate gender into energy policy.

Governments should try to integrate gender into their energy policy. However, most often this is not the case; current energy policy can be considered 'gender blind'. This concept will be explained in Unit 2.

Discussion point 1.4

Does your government integrate gender in their energy policy?

What are the strengths and weaknesses of your government's energy policy regarding gender issues? (10 mins)

Can these problems be solved by engendering energy policy?

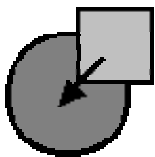
One of the reasons for energy policy not addressing gender issues is the fact that most governments do not have much experience with creating a gender-aware energy policy. They are struggling with questions like:

- What are the characteristics of such a policy?
- What makes an energy policy gender-aware?

Governments need answers to these questions. This Module will help you to formulate these answers. Furthermore it will give you tools to create a gender-aware energy policy and it will help you to implement this policy. After you finished this Module, you will be able to answer the two questions given above.

A good way to start engendering energy-policy is by doing a quick scan of the existing energy policy to identify issues that require action.

>> Tool: Quick Scan



[NB For an explanation of the significance of the icon in the margin, please see the Module Assignment at the end of the unit.]

2 Summary of this Unit

This background Unit introduced briefly the concepts of gender and energy and the questions that need to be answered to create a gender-aware energy policy.

Gender is about the roles of men and women in a society. A gender-aware energy policy takes these roles into account during the planning, realisation and implementation phase of the policy making process in the energy sector.

2.1 What will you learn in this Module?

This Module will provide you with the rationale and tools for developing and implementing a gender-aware energy policy. It will provide answers to the following questions:

- If governments are aware of the gender aspects of energy, will they be willing to engender their energy policy?
- Besides the political will, are there other conditions that need to be fulfilled for realising a gender-aware energy policy?
- Are there examples of countries with experiences of engender their energy policy?
- What lessons do these example countries provide for countries that want to develop a gender-aware energy policy?

This Module is organised as follows:

Unit 2 will explain in more detail the concept of a 'gender-aware' energy policy. In Unit 3 the theory and practice of policy formulation will be explained.

Unit 4 explains the different elements of a gender-aware energy policy: what does it need? How is it influenced?

In Unit 5, finally, all the knowledge presented in the manual will be combined to show how to design and implement a gender-aware energy policy. Also, this unit will discuss ways to influence policy makers and it will explain how to monitor results of (your) energy-policy for planning, evaluation, etc.

Unit 6 provides an action plan for you to integrate what you have learned during the training course into your regular work.

An important element in the units is the tools needed to engender policy. One of the reasons that energy policy remains gender-blind is that policy makers do not know how to engender their policy. The tools presented in the manual have been specially formulated for use in the energy sector to help engender energy policy.

TOOLS UNIT 1

Quick Scan

This tool is a checklist which identifies issues related to the policy context and existing measures to engender policy. This tool can be the starting point for a gender analysis of energy policy. When using the tool gaps in knowledge may emerge which will have to be supplemented with other approaches.

When to use?

Analysis of Policy Statements and Measures, Understanding Policy Processes and identifying actors.

Methodology

Desk study.

Source

This tool is based on Shankland (2000) (quoted in Pasteur, 2001), Start and Hovland (2004) and Woroniuk, and Schalkwyk (1998).

Methodology

A: The policy context

1. What are the key policy issues in the energy sector and what are the gender dimensions? Table T1.1 below gives some possible options.
2. Who makes policy in the energy sector?
 - a. Who are the policymakers?
 - b. What are the sources and strengths of support/resistance to engendering energy policy?
 - c. What is the policymaking process?
 - d. What are the opportunities and timing for input into formal processes?
3. What is the macro policy context?

B: Policy measures

1. What measures have been put in place to implement policy?
2. What are the characteristics of these policy measures? How does the policy define gender in its application (for example is it men/women issues, or does it recognise the other special needs groups e.g. disabled, elderly, minority, children and other vulnerable groups etc)?
 - a. Are they considered by policy makers to be gender neutral?
 - b. Are gender issues articulated as “women’s issues”? Is taking gender (or women) only considered relevant when small-scale energy initiatives are planned?
 - c. Are policies only translated into technical solutions?
 - d. How are resources allocated to address these measures?
3. Through what institutions and organisations are these measures channelled?

- a. What is their attitude to engendering energy policy?
- b. Do the institutions have the capacity to engender policy (what skills, resources etc)?

C: Policy in the local context

1. In what form do policy making institutions and organisations on gender and/or energy exist locally?
 - a. Who are the key actors?
 - b. What links and networks exist between them?
 - c. Who are the intermediaries, and do they have influence with key decision makers in the energy sector?
 - d. Do they favour gender mainstreaming?
 - e. What is the gender capacity of these institutions (skills/tools/ resources, etc)?
2. What other institutions and organisations affect local responses to gender and/or energy policy?
3. What other local institutions and organisations might gender and/or energy policy affect?
4. What processes might affect gender and/or energy policy?

D: Policy in the international context

1. Who are main international actors in the gender mainstreaming process?
2. What influence do they have?
3. Do they consider engendering energy policy a priority?
4. What, if any, are their mechanisms for providing support to the engendering process?
5. What are the international processes that influence gender mainstreaming? e.g. MDGs, GVEP etc.
6. How do they influence gender mainstreaming in the energy sector?

Table T1. 1: The gender dimension of key policy issues in the energy sector

Issues	Gender dimension
Investment decisions Which sectors receive which levels of support?	Policy determines which energy sectors receive attention and support. For example, large-scale expansion of the electrical grid without support for household connections may bypass poor women. On the other hand, support for village-level initiatives focused on renewable energy sources may provide women with both new energy services and employment.
Access and availability of energy supply	Availability can affect women and men differently (for example, black outs when preparing meals can mean more work for women). Elements of energy access (cost, physical distribution, new technologies, etc.) can also offer more benefits to men than women. Access is also affected by the choice of technology supported by policies, hence impacting on men and women differently (For

	example, use of unstandardised valves and regulator for LPG cylinders).
<p>Tariffs and pricing</p> <p>Are there favourable tariff structures for low-income groups? Who makes decisions in the household about access?</p>	Lifeline tariffs and specific tariffs for different areas may influence access for different groups in the population, particularly since women are over-represented amongst the chronically poor. Gender differences in both access to and control over household income mean pricing decisions about tariffs and connection fees can affect women and men differently.
<p>Infrastructure construction</p> <p>Who benefits? Who is disadvantaged?</p>	Large-scale energy projects raise gender equality issues relating to both social impact (how are women and men differently affected by large-scale dislocations?) and to employment possibilities (do women benefit from the increased economic activity?).
<p>Community participation strategies</p> <p>Does the energy sector use participatory approaches to planning and project implementation?</p>	Specific attention to addressing gender inequalities, based around cultural tradition and education, is required if women are to participate along with men.
<p>Human resources planning</p> <p>Does the energy sector recognize women's specific contribution in policy making? Are women given opportunities to move beyond their traditional jobs?</p>	Personnel strategies (including hiring, promotion, and access to training) should include measures to increase women's contribution to policy making and to ensure women's access to opportunities in non-traditional fields.
<p>Environmental issues</p> <p>Who is exposed to what sort of hazards?</p>	Given women's work in the home, they are more vulnerable to certain energy related environmental problems such as cooking smoke. Men tend to be more exposed to environmental hazards while working in energy-related sectors (work in nuclear plants, exposure to dangerous chemicals or live electrical wires...).
<p>Finance</p> <p>Who has access to financing (e.g. credit)?</p>	Lack of collateral for women limits their access to financial resources thereby limiting their opportunity to move up the energy ladder, or opportunity to use energy resources for productive end use

MODULE ASSIGNMENT UNIT 1

In each unit of this Module some aspects of a gender-aware energy policy are presented. For a better understanding of the theory, discussion points are added. For practice with the theory and tools some exercises are available. Furthermore, to create a better understanding that engendering energy policy is a process with a number of elements involving different actors, an assignment combining these elements runs throughout, the Module. In this first unit you will be introduced to this assignment (60 mins).

For the “Module Assignment” you will be divided into four teams who will work on different tasks and will report back to the group. The assignment is divided into an introduction and four parts. At the end of the Module, sufficient information will have been produced by the teams to design a model for gender mainstreaming energy policy. After the course, you can use this model to engage in engendering energy policy.

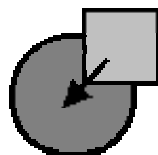
The model for gender-mainstreaming is built from information in the different parts of this Module. To complete the assignment you will need to use all the information in the text, as well as all the tools. Discussion points and the exercises at the end of each unit can also give hints to completing the assignment.

The assignment helps you to answer the question: “what are the elements in the model for gender-mainstreaming can be used in my country to create a gender-aware energy policy?”

In Figure 2 you can see which elements are used to create the model for gender-mainstreaming.

In this Module, every time some information is presented – either in the theory, a tool, a discussion, etc. – that can add to completing the model, it will be accompanied by the icon shown in Figure 1 in the margin:

Figure 1: Icon to indicate a part of the model on gender-mainstreaming can be filled



Whenever you see this icon, you can turn to the end of the Unit you are currently active in and look at the “Module Assignment” where it will be explained how the information can be used to complete the model. You already met the icon in Unit 1 after the tool “Quick Scan” was introduced.

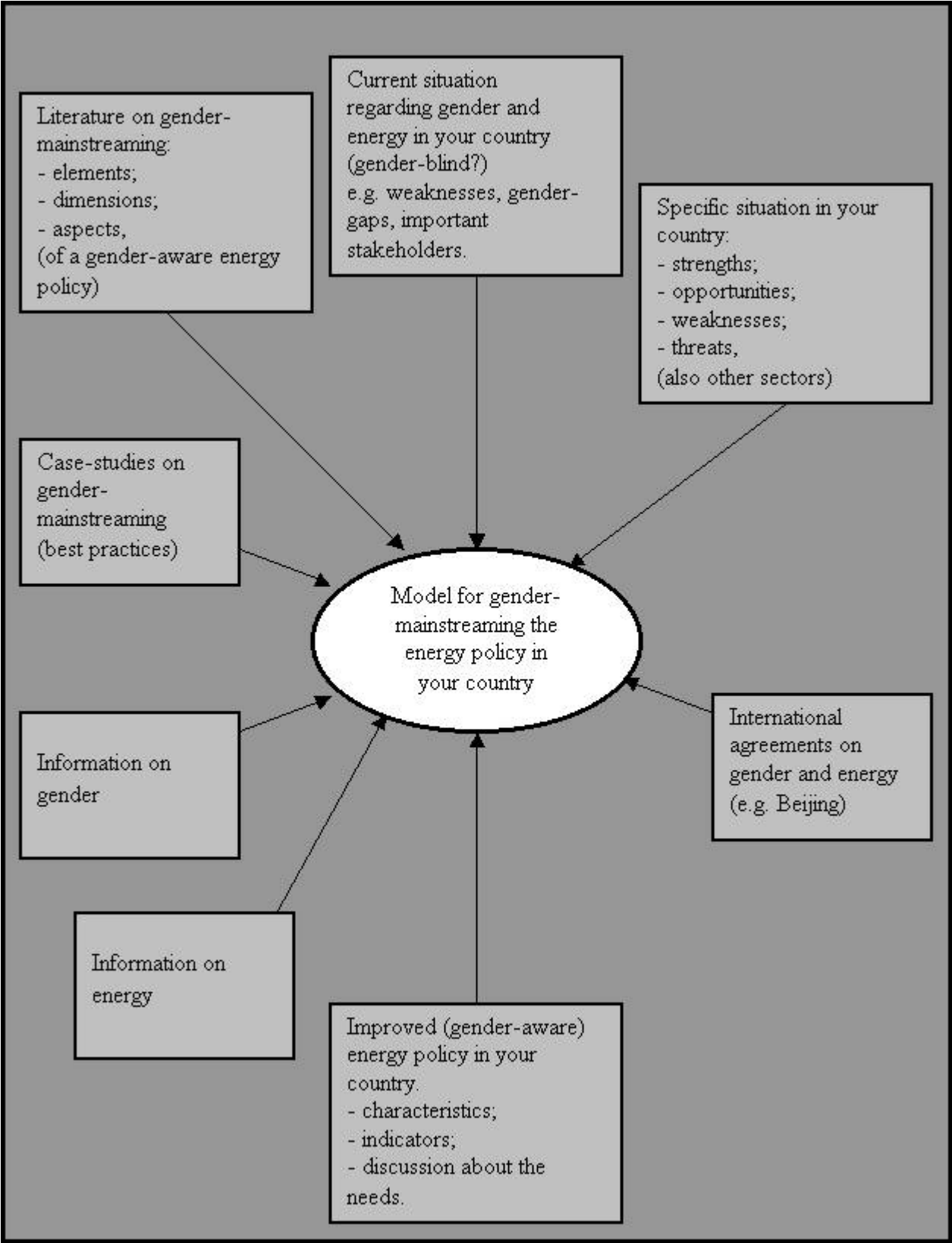
It is suggested that you write down the results of each assignment of the module on sheets of paper and post these on the wall. In the end the combination of posters will help you to create a model for gender-mainstreaming in your country’s energy policy.

The trainer will organise the group into four teams. You will stay in this team for the times when there is work on the Module Assignment during the course programme.

In your teams, spend 15 minutes discussing the diagram in Figure 2. Are you clear what information is needed and how they are linked to the gender mainstreaming process? Although in future assignments your teams will have specific tasks, in this first assignment the teams will work on the same task.

Based on Unit 1, you can start with the element “information on gender”. What information do you need about gender in your country to engender energy policy?

Figure 2: Framework for creating a model for gender-mainstreaming the energy policy



UNIT 2: GENDER IN ENERGY POLICY

Learning objectives:

After reading this unit, the participant should be able to:

- Explain why energy policy is gender blind
- Explain what are the consequences of a gender-blind energy policy ;
- Identify the factors that influence gender blindness;
- Identify the differences in energy needs of men and women;
- Define gender awareness;
- Explain what a gender-aware energy policy is;
- Determine how participatory methods can be used to engender energy policy;
- Identify gender issues in energy policy.

Time schedule:

- In total: approx. 5,5 hours;
- Reading the material: 50 minutes;
- Case studies: 10 minutes;
- Discussion points: 90 minutes;
- Exercises: 70 minutes;
- Module Assignment: 120 minutes.

Aim of the unit

To create awareness about the weaknesses of current energy policies and what can be done to change these policies.

Key concepts and ideas introduced in this unit:

Gender-blindness, energy, metabolic energy, differences in energy needs, gender-awareness, gender-mainstreaming, participatory approaches.

Topics in this unit:

- Why is energy policy gender-blind?
- How can gender roles and relations benefit from energy policy?
- How to create a gender-aware energy policy

1 Why is energy policy gender-blind?

Energy is not gender-neutral. Men and women have different energy needs, different levels of access to different energy sources, etc. Energy policy therefore needs to take into account gender. But does it?

In this unit we will look first at the way gender is (or is not) addressed in energy policy, and why this is the case. The difference between gender-blind and gender-aware energy policies are described. Gender mainstreaming as a concept and tool for engendering energy policy is explained.

1.1 Weaknesses in current energy policy: gender-blindness

What is gender-blindness?

Gender-blindness in policy is the failure to recognise that needs of men and women are different. Men and women are not the same in terms of their societal roles (that is their gender roles) and needs (Unit 1). Once this is recognized the first step from gender-blindness to gender-awareness in policy is taken.

Gender-blindness is not exclusive to the energy sector. Neither is gender-blindness caused by the energy sector. Gender-blindness represents the manifestation of wider issues related to political ideology, culture and tradition.

Gender-blindness is not limited to the energy sector, nor caused by the energy sector.

Discussion point 2.1

How do you think political ideology, culture and tradition in your country relate to the gender-blindness in the energy sector?

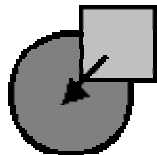
Can you think of other sectors in your country where gender-blindness is an issue? (10 mins.)

Actions in other sectors will help to empower women in the energy sector, as will action in the energy sector help to empower women in general.

Action to empower women or disadvantaged groups in general, will also have effect on the energy sector. If people have a greater control over their lives they will also manifest themselves in this sector. For example, when women are encouraged to have enterprises of their own – e.g. through an empowerment project – they will also require energy for their enterprises. Therefore action against gender-blindness doesn't have to be limited to the energy sector, nor are its effects limited to the energy sector. Empowering women through gender-aware policy should be a central goal in all development.

Action in the energy sector will contribute to the wider goal of women's empowerment. Creating and implementing a more gender-aware energy

policy, for example, will give a positive impulse to empowering women in other sectors of society.



Discussion point 2.2

Can you think of other ways to empower women so their position in the energy sector will improve?

Can you think of consequences a gender-aware energy policy can have on empowering women, outside of the energy sector? (10 mins.)

What influences gender-blindness?

Two factors - which are often linked – that influence the gender-blindness in energy policy are:

- women's social position;
- The attitude of energy institutions to gender issues.

Women's control over their own lives is generally less than that of men from the same and higher social groups. Men tend to dominate decision making within households, in communities and organisations.

Most often policy makers are men. Energy institutions and organisations tend to be male dominated, particularly in the professional posts. This is the same in both the public and private sector, as well as in civil society (such as NGOs dealing with energy).

Men also dominate the senior positions in the large-scale industries and agriculture. These sectors are important commercial energy customers. Women tend to be found in small scale agriculture and informal sector enterprises. As a consequence all the forums where the energy issues are identified and any potential solutions proposed tend to have an inadvertent male bias.

Energy policy making and implementation are not only male-dominated but biases can exist for every group within a society, as the case of South Africa shows:

Case 2.1: White male dominated energy policy in South Africa

A central issue in the concept of gender is that it is socially and culturally determined, that means that every community has its own interpretation of gender. In South Africa, the concept gender does not only mean the social relation between men and women, but also the differences in race. During the apartheid-period, the government introduced a hierarchy; white people at the top, Africans (black people) at the bottom and the Indian and coloured community in between. Policies were formulated according to this hierarchy.

In apartheid South Africa, policies were designed for the average citizen assumed to be a white male, while the majority of the population is neither male nor white. Not only the assumption that the average South African citizen is white and male is not corresponding with reality, also the

Gender-blindness continues because of women's weak social position and the attitude of energy institutions to gender issues.

All forums where energy issues are discussed and where energy policy is made are dominated by men.

Gender is socially and culturally determined. In South Africa during the apartheid period, for example, gender not only means the relation between men and women, but also has dimensions related to race.

assumption that policies should be formulated for an average citizen is not reflecting the differences in a society. As Budlender (1997, p.528) argues, in reality there is no ‘average’ citizen.

Discussion point 2.3

Do you agree with Budlender (see Case 2.1) that there is no ‘average’ citizen?

Does the government of your country have an ‘average’ citizen in mind, when formulating its policies? (Remember this “average citizen” may not be explicitly formulated). What does this citizen look like?

Do you agree on the picture of the ‘average’ citizen in your country? Can you paint a better picture? How much does this picture differ from the view of the government? (10 mins.)

Women are under-represented in decision making positions and even when they hold such a position this doesn’t mean energy policy is always gender-aware.

Women are universally under-represented in political decision making bodies at the national and local level. However, where women have held high posts in the energy sector, for example, as Energy Minister or in International Agencies, gender tends to play a higher profile role in energy policy formulation and implementation. However, it should be stressed that having women in senior positions is not a solution to all problems.

Why are women under-represented in the energy sector? In part this can be attributed to the small numbers of women graduating with appropriate qualifications suitable for a career in the energy sector. The number of women with for instance degrees in fields of science and engineering (subjects well suited for technical posts in the energy sector) is low in many countries.

The small number of women graduating in science and technology is partly the reason for their under-represented role in key positions.

Table 2.1 gives an example of number of men and women graduating in Nigeria in 1997/ 1998. These figures are representative for the 1990s in Nigeria and they are not untypical for developing countries in general (quoted in Maduka, 2004). It gives a clear view of the relatively low number of women graduating in appropriate fields for energy sector carriers.

Table 2.1: Graduates in science and technology, Nigeria in 1997/ 1998

<i>Field</i>	<i>Male graduates</i>	<i>Female graduates</i>
engineering and technology	424	39
Sciences	655	164

Men have to become more gender sensitive.

So even if all the women science and engineering graduates had entered the energy sector in Nigeria, they would still be in the minority. Considering these numbers it is easy to assume that encouraging more women to study science and engineering is a solution. However, it might take some considerable time to make significant differences in the numbers of women in influential positions in energy institutions so other things need to change. Men have to become more gender sensitive!

How does gender-blindness influence energy policy?

If asked energy policy decision makers and implementers would say that energy policy benefits both male and female equally in meeting practical needs. In other words they consider energy policy to be *gender neutral*. What we find in reality is that energy planning is *gender-blind*, that it fails to recognise that needs of men and women are different. The consequences of gender-blind policies are that they tend to exclude women's energy needs and they do not change gender relations.

So far we have not made explicit what gender energy needs are in practice. What is energy and for what do men and women need energy? What are the differences between their needs? In the next section these issues will be discussed.

>> Exercise 2.1: Gender blindness

1.2 Build awareness of different energy needs of men and women

To plan for the different energy needs of men and women, you first have to be aware of both their needs. Although to work in gender and energy, you do not have to be a scientist or engineer, a basic understanding of what energy is and how it meets those needs helps you do your work more effectively.

What is energy?

Everything we do involves energy...

...even walking. Human energy is called metabolic energy and is derived from the food we eat.

People use not always the most efficient form of energy, but rather the one they can afford.

Everything we do involves energy. The use of energy makes life easier and more efficient. For example candles make it possible to see at night. Kerosene (paraffin) lights are brighter than candles and give more possibilities; electric light is even better for seeing when it is dark.

Humans use energy in everything they do – every action they make. This energy is called *metabolic energy* and comes from the food we eat. Many of the tasks using metabolic energy are physically demanding and can be repetitive, boring and time consuming (drudgery). One of the aims of energy interventions can be to relieve drudgery and bring improvements to people's lives by providing technologies powered by other energy forms than only metabolic energy, for example, men's tasks (such as ploughing) and women's tasks (such as pounding grain).

Energy comes in different forms: natural gas, kerosene, LPG, electricity, solid fuels (such as wood, charcoal, agricultural residues and coals) and liquid fuels (such as diesel and petrol). Some forms of energy are more attractive for doing particular tasks than others. It is possible to organise the different forms of energy for a particular task in terms of their attractiveness. This ranking of energy forms can be visualised as a ladder. Every rung of the energy ladder represents a form of energy, with the least attractive form of energy (in the sense that it is dirty and polluting to use) at the bottom of the ladder, and the most attractive at the top (the cleaner and less polluting to use). Energy planners would like to move people from the lower rungs of

the ladder to higher rungs. If the top rung fuels are cleaner, why don't people use them?

Usually, more attractive forms of energy tend to be more expensive. This is a problem with trying to get people to make the transition up the ladder. Cost influences the type of energy people use. Indeed, two billion people in the world don't have access to 'modern commercial forms of energy' (those on the higher rungs of the ladder such as LPG and electricity) because they are too expensive. Rather they use the energy forms at the bottom of the ladder, the biomass fuels – such as wood and charcoal – which they can often get for free.

Traditional biomass and metabolic energy are the main energy sources in the lives of poor people. Therefore, for a full picture of energy needs, it is important to include tasks which use these energy forms. However while a few energy departments do include biomass into official statistics metabolic energy appears to be completely ignored.

Discussion point 2.4

Why do you think energy departments do not include metabolic energy in their official statistics?

Do you think metabolic energy should be included in a gender-aware energy policy? Why should/ shouldn't it be included? Can you think of consequences of your choice on energy policy? (10 mins.)

>> Exercise 2.2: Metabolic energy

People will not ask for energy, but for the services that require energy.

To discuss energy in terms of "forms" and "rungs of ladders" is rather removed from the way ordinary women and men define their needs. People don't feel a need for energy; instead they want the services which energy provides. So instead of a micro-hydro plant they will request something to help them grind grain.

Discussion point 2.5

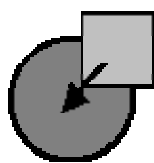
People are more likely to request a service, then a type of energy. Therefore in policy making, you need to translate the service into a type of energy. Which type of energy could be used to improve the services below? (10 mins.)

- Lighting for households;
- Cooking of food;
- Provision of drinking water.

What are the differences in energy needs for men and women?

In energy planning women's energy needs are often limited to household activities.

If women's needs are taken into consideration in energy planning, it is often an energy project that focuses on the cooking. There is very little literature, and hence data, on energy use by women for other activities, such as non-household production.



Household activities currently depend upon women's metabolic energy.

Discussion point 2.6

Can you give examples of non-household energy needs for women? (For instance, think about transportation, income generation, etc.)

What do men need energy for? How do the needs of men differ from the needs of women? (10 mins.)

The gender division of labour is what creates gender differences in energy needs.

Household activities of women collecting water for the family's consumption, doing the laundry, collecting firewood, grazing and watering livestock and vegetable gardens, small scale production of goods and services, visits to the market, etc. Most of these activities are currently done using metabolic energy.

Men's energy needs are usually related to income generating activities – like irrigation, transport of crops to the market, etc. These activities often benefit from access to 'modern' types of energy: such as diesel for transport; electricity for the water pumps. Since men work shorter days than women, they are able to opt for leisure activities such as visiting family and friends, listening to the radio or watching TV.

2 How can gender roles benefit from energy policy?

Gender-awareness by policy makers is needed for policies to respond to differences between men and women.

Only recognizing that women and men are different cannot shape effective policy. It is widely recognized that it is not only gender roles but also gender relations which shape people's lives and hence energy needs and how women and men are able to meet these needs. In order for policies to respond to differences between people in society, gender should be taken into account. Policy makers should be aware of what the implications of the concept of gender are for their country.

2.1 What is a gender-aware energy policy?

The lack of gender awareness is a significant factor in the lack of attention to gender in energy policies.

The lack of attention to gender in energy policy is not that women are deliberately discriminated against. Rather it is the lack of gender-awareness of policy makers and that they do not know how to relate gender to their sector, in other words they do not understand the need for gender mainstreaming and how to put it into practice.

The goal of this module is to help you design and implement a gender-aware energy policy. Gender-awareness in policy was introduced in Section 1.1, as the opposite of gender-blindness. We will now look in more detail at what we mean by a gender-aware energy policy.

What is gender-awareness?

Gender awareness is being conscious of the differences between men and women and responding to these differences.

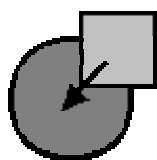
A gender-aware policy maker has the capacity to understand the implications from a gender perspective of a particular programme, project or policy for both men and women. Furthermore a gender-aware planner is able to implement policy, programmes and projects taking gender into account.

Gender awareness in policies means that the different gender needs of men and women; are incorporated into all aspects (contents and processes) of programmes, projects and policies.

Gender awareness entails three essential elements:

- The recognition that women and men have different and special needs.
- Women are a disadvantaged group, relative to men, in terms of their socio-economic and access to and control over the factors of production. These differences are known as *gender gaps*.
- Women's development entails working towards increased equality and empowerment for women, relative to men. In other words, closing gender gaps.

Women are a disadvantaged group relative to men. Their development in a gender mainstreaming approach should aim towards equality and women's empowerment.



Discussion point 2.7

Gender-awareness goes beyond this simple notion that men and women have different energy needs. It also includes the knowledge that women are a disadvantaged group relative to men.

What are, in your country, the gender differences in access to and control over energy? Does this make women in your country a disadvantaged group?

Do you agree that the development of women in your country should mean working towards increased equality and empowerment? How do you think this can be done in the energy sector? (15 mins.)

What do we expect from a gender-aware energy policy?

A gender-aware energy policy takes into account the social relations of women and men and their different energy needs.

To close gender gaps, gender issues need to be integrated into policies. These policies then need to become gender-aware. A gender-aware energy policy is designed taking into account the implications of the policy for both men and women.

A gender-aware policy can be defined as a policy, which takes into account the social relations of women and men as well as differences in their energy needs. This energy type of policy is different to one specifically for women or men.

In order for energy policy makers to become more gender-aware and to increase their knowledge on how gender is linked to their sector, the process of gender mainstreaming, could be a useful strategy. In the next part of this unit the concept of gender mainstreaming will be explained. Later in this module gender mainstreaming as a tool will be discussed.

3 How to create a gender-aware energy policy: the gender mainstreaming approach

3.1 What is gender mainstreaming?

Gender mainstreaming is a concept and a strategy.

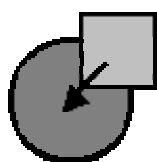
Gender mainstreaming is both a concept and a strategy. As a concept gender mainstreaming sees women's concerns as integral to the policy mainstream and not as a segregated "special" area. Gender mainstreaming considers that women's as well as men's concerns and experiences are integral to the design, implementation, monitoring and evaluation of all legislation, policies and programmes so that men and women benefit equally and inequality is not perpetuated.

Gender mainstreaming as a strategy aims to re-organise, improve, develop and evaluate policy making processes in order to incorporate a gender perspective and remove gender inequalities in all policies and programmes at all levels and at all stages in the process. In practice mainstreaming gender addresses gender issues in all aspects of the economy, including the energy sector. This includes decision-making structures and planning processes such as policy making, budgeting and programming.

Gender mainstreaming is a process to realise gender awareness.

Gender mainstreaming can be undertaken through different methods, approaches and use of tools to create gender awareness within an organization and/or its policies, programmes and projects.

Mainstreaming is not the same as 'male streaming', which implies that women's development is simply about ensuring that women's position is improved within the existing frameworks, which are dominated by men. Mainstreaming aims to transform structures and processes so that women influence outcomes equally to men and that ways of working reflect women's gender roles.



Discussion point 2.8

Why do you think gender mainstreaming is different from 'male streaming'?

Do you think a 'male streaming' strategy is better than mainstreaming for your country? (10 mins)

How gender mainstreaming can be realised in energy policy, how policymakers can react on women's energy needs and what a gender-aware energy policy should look like, are the main subjects of this module.

3.2 Participatory approaches in energy policy formulation

A method to ensure that energy policy better reflects gender needs is to use participatory approaches in data collection. Gender disaggregated data is the basis of a gender-aware energy policy. However, at the local level, while participatory approaches by many government departments, for example, agriculture, forestry and health, in the energy ministries they are not the norm.

What are participatory approaches?

Because of the lack of influence of women, their issues are overlooked by policy makers.

As a consequence of the lack of women's influence in decision making, the sorts of issues that tend to enter the public arena, and hence form the basis of policy responses, are men's issues whereas women's issues are overlooked. For example, the need for irrigation pumps – a “men's issue” – can be a particular focus for energy policy-makers while the need for drinking water – a “women's issue” – is neglected.

A participatory approach to policy making ensures that women's issues are addressed and their needs reflected.

Using a participatory approach in policy making means that it is easier to include women in the process. Women can take part at all stages in the policy cycle: identification, prioritisation, formulation, design, planning, implementation, monitoring and evaluation.

>> Exercise 2.3: Gender disaggregated data collection

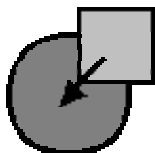
How can these approaches be used to create gender aware energy policies?

Women lack both a formal voice in the community and an informal voice through participation in the various institutions and organisations linked to the energy sector. Participatory approaches can give women a voice in policy making particularly at the village level.

Case 2.2 gives an example of a way to improve participatory approaches in energy policy making in India. This case also gives some pitfalls of participatory approaches.

Case 2.2: participation in village level energy planning in India

A recent change in the law in India has enabled the local village planning committees (*panchayat*) to initiate energy planning activities. There is a legal quota for women in the *panchayat* membership. However, while this opens up opportunities for village level energy planning to have a more gender aware approach, women's scope for influencing decision making needs more than a change in the law. Women also need the skills to participate in such activities, as well as men's willingness to allow them the space to contribute.



Discussion point 2.9

The last sentence of case 2.2 mentions some possible pitfalls of the way participation was implemented in India. These include the current level of women's skills in decision making and the willingness of men to allow women to contribute.

- Do such opportunities exist for women and men to contribute to energy policy making in your country?
- Would you encounter the same problems as shown in the case study in rural areas in your own country?
- Are there other pitfalls that may limit the participation of women?
- Can you think of ways to overcome these pitfalls? (15 mins.)

4 Summary and conclusions

This unit has looked at the ways in which we can create a more gender-aware energy policy. Gender-mainstreaming is a strategy to reach an engendered policy. However, gender mainstreaming in the energy sector is more than the creation of a set of gender-sensitive energy related goals and indicators. The actual process of policy formulation and implementation is also part of gender mainstreaming strategy. The next unit in this module will explain the policy-making process.

Energy institutions need to become more gender-aware and incorporate gender as an integral part of policy and practice. The increased participation of women in the energy sector and improvement in their status relative to men can also be regarded as a dimension of an engendered energy policy. However, more women in the energy sector do not automatically guarantee gender-sensitive policy goals.

Among the reasons for a lack of a gender-aware energy policy is the lack of awareness amongst energy policy makers and decision makers. Their capacity needs to be developed in terms of methodologies and tools for gender mainstreaming. Another reason is the under-represented position of women in energy decision making bodies. This is partly due to the limited amount of women with suitable education to fill these posts, which in turn is related to the social and cultural position of women in a society.

Energy policy can be engendered if policy-makers are aware of the fact that the different roles men and women play in society are translated into different energy needs. In the next units strategies and tools to engender energy policy will be presented.

UNIT 2: EXERCISES

Exercise 2.1: Gender blindness

Gender blindness is a common occurrence in energy policy in both developing and industrialised countries. This first exercise is meant to make you aware of some rules, policies, practices, etc. in your country that contribute to gender-blindness. Also, you are asked to identify ways to make these things more gender-aware. (20 minutes)

You will work individually on this exercise for 10 minutes. There is an opportunity to pool ideas in plenary. Note the icon at the end of the exercise. This exercise contains important information for the Module Assignment.

List three common policies or practices in your country, which are actually gender-blind. These could be, for example, rules or policies which treat men and women the same while they actually have other needs. It could also be practices in which men and women are treated differently.

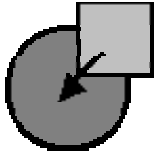
1. _____
2. _____
3. _____

Pick one of the three items you listed above. Explain why this is gender-blind. How are men and women treated by the policy or practice you chose? Is it based on formal or non-formal rules?

How can the form of the policy or practice be changed from gender-blind to gender-aware? (Only mention what needs to change, not how to change it.)

Cont...../

Will these changes have affects beyond the field of the policy or practice you chose? Also, by changing this, will women in your society be empowered? Explain why (not).



Exercise 2.2: Metabolic energy

Metabolic energy is an important source of energy for most of the activities of women in developing countries. However, it is often not mentioned in official reports on energy and energy institutions tend to ignore this form of energy. In this exercise you will look at the amount of metabolic energy a women uses on regular tasks. (20 minutes)

You will work individually on this exercise for 10 minutes.

The following table shows how much energy (in calories) intake from food is needed for some regular tasks (data by Mehretu and Mutambira, 1992).

<i>Activity</i>	<i>Calories/ hour</i>	<i>Hours per week</i>	<i>Total calories</i>
Fetching water for consumption	270		
Doing the family laundry	280		
Collecting firewood	260		
Grazing livestock	560		
Watering livestock	650		
Visit to local market	380		

Fetching water, for example, uses 270 calories per hour. A 2 hour walk to the nearby canal to get water then takes 2 hours x 270 calories x 2 (to and fro) = 1080 calories.

Think of a rural village in your country, perhaps the village you grew up in. How many hours per week does a woman from that village spent each week on the activities mentioned? How many calories are used on these activities? Please fill the empty cells in the table with this information. Estimates are fine.

a) In the table, which activity uses the most calories and thus the most metabolic energy?

Do you find this surprising?

b) One cup of rice gives about 250 calories of energy, an apple about 60 calories and 100 grams of chicken about 160 calories. What do you think about the amount of calories the activity from the table requires?

c) Write down ways that other energy forms can make this task less metabolic energy intensive for women.

d) Does this solution use 'modern' types of energy, like electricity? Do you think trying to implement your solution can be a problem? Explain your answer.

Exercise 2.3: Gender disaggregated data collection

Quite often policy makers are not aware of differences between men and women in relation to their energy needs. Gender disaggregated data collection can play an important part in creating that awareness. This exercise is based on a real energy project in Uganda. (30 minutes)

Please read case E.2.1 about the gender problems in energy policy in Uganda in general and with a project for domestic stoves in particular.

Case E.2.1: Energy taboos in a project for domestic stoves in Uganda

In Uganda women's participation in energy issues is limited. One reason is that in the Ugandan culture there are energy-related taboos in the home. A survey on factors affecting adoption of fuel-efficient domestic stoves identified that there are many taboos in different regions of the country that hindered the adoption of these stoves. One taboo is that there are certain activities that are culturally deemed masculine while others are feminine.

Women are for example not supposed to construct the improved stoves that they have learned to build in a project, because the husband or another man can only make a domestic stove. Since men in general do not prioritise cooking as a household issue, many homes will have to continue using an unhealthy and polluting stove. Another issue that affect the adoption of fuel-efficient stoves is that the taste of the food could change. For example, *matooke* is the traditional main dish in Uganda. It is made of bananas steamed in banana leaves on a small, low-heat charcoal fire. This dish is difficult to make when using the improved stove then the traditional one. Furthermore, the smoke of the charcoal fire gives the *matooke* its unique and typical taste.

You are going to participate in a meeting between representatives from the village where attempts were made to introduce the improved stove. Up-take of the stove has not been very successful. An evaluation team from the Ministry of Energy wants to find out why things have not been going according to plan.

The trainer will form three groups. One group will be men from the village, one group women from the village and the third group will be the evaluation team. Get together with your group and think about how you are going to deal with this meeting: what do you want from it? You have 10 minutes to prepare for the meeting.

Module Assignment Unit 2

This unit gave some introductory information on the creation of a gender-aware energy policy. You have been thinking about the situation in your country concerning gender-blindness and you have been introduced to the concept of gender-mainstreaming. These experiences are going to be used in the Module Assignment. (90 minutes)

Unit 2 addressed five of the boxes in the model (Figure 2) presented in the Module Assignment of Unit 1. Each team (formed at the end of Unit 1) will now work on a separate part of the Module Assignment. Below the activities of the four teams are given.

Write down as much as you can find on the subject and present the findings to the rest of the group in plenary. Of course, your own knowledge about the subject or experiences in gender mainstreaming are more than welcome! The results will be an input for the other components of the Module Assignment.

Team 1: The current situation in your country

Relates to Discussion Point 2.7 and Exercise 2.1.

Think about in the current situation in your country regarding gender and energy policy. Is the energy policy gender-blind? If so, why? What is being done to address this situation?

You can ask the other participants in the course to share their answers to Exercise 2.1.

Team 2: Literature on gender-mainstreaming

Relates to Unit 2, Subsection 3.1 and further.

An introduction on gender-mainstreaming is given. Although in later units more information will be given about this, it a good start to already write down as much as possible about it. Try to organise the information in a diagram, so it is clear to everyone how all the different aspects fit together.

Team 3: Case studies and information on energy

Relates to Case-study 2.2 and Unit 2, Subsection 1.2.

Other countries can teach lessons on how to engender energy policy. Throughout this Module a number of Case-studies will be presented. Try to write down the lessons these cases teach us. Think of pitfalls, advice to overcome such pitfalls, best practices, etc.

Furthermore, information about energy is given in this Module. What is energy, what are gender-based differences in energy needs, etc. Summarize this information.

Team 4: Specific situation in your country

Relates to Unit 2, Section 1 and Discussion Point 2.2

Other sectors (beside the energy sector) in your country as well as other countries can teach us lessons about mainstreaming gender. Look back at Discussion Point 2.2 and Exercise 2.3 what lessons can we use in the energy sector?

UNIT 3: THE POLICY MAKING PROCESS

Learning objectives:

After reading this unit, the participant should be able to:

- Describe the linear, idealised policy making process;
- Distinguish the differences between the theory and practice of policy making;
- Identify stakeholders in the policy making process;
- Influence the policy making process in the different phases;
- Describe the importance of monitoring and evaluation in the policy cycle;
- Identify possibilities for a gender-aware energy policy.

Time schedule:

- In total: approx. 9 hours;
- Presenting the material: 60 minutes.
- Case study: 15 minutes.
- Discussion points: 165 minutes.
- Exercises: 125 minutes;
- Tools: 60 minutes
- Module Assignment: 120 minutes.

Aim of the unit

To enable participants to understand the theory and practice of formulating and influencing policy.

Key concepts and ideas introduced in this unit:

Policy (lifecycle, implementation, limits), monitoring, evaluation, indicators, advocacy, public opinion.

Topics in this unit:

- What is policy?
- The theory of policy making;
- Policy making in practice;
- How do issues get translated into policy?
- Influencing policy making;
- Implementing policy.

1 What is policy?

The goal for this entire Module is to provide you with the rationale and tools for developing and implementing a gender-aware energy policy. In the previous units you learned some things about gender-awareness, gender and energy. In this unit you will learn about policy.

What is policy? How do you make policy? How can you implement policy? These and other questions will be answered in this unit.

Definition of policy

Policy is a statement of intent or commitment to act in a certain way by the government or an organisation.

Policy is a statement of intent or commitment to act in a certain way by an organisation (e.g. the government). Policy is not something limited to governments. Any organisation can have a policy. Policy is the rationale for an organisation on how to achieve the goals set and it explains why especially these goals need to be achieved.

Policy incorporates beliefs, and views of the people who are part of the organisation. Usually policy is written down in official documents of the organisation. Activities which are undertaken by the organisation are prescribed by, or shaped by the policy.

Policy is not static, but it can change if changes in the context of the organisation occur.

For example, conventionally energy policy has focused on technical issues related to security of supply. Organisations saw energy as a commodity and shaped their policy to confirm this need. An example of an activity shaped by such a policy could be related to optimising the fuel supply mix: electricity coal, oil or gas. As changes in the context of the organisation occur, the organisation may decide to up-date this approach. For example, steep rises in the price of oil have caused governments to look at ways to encourage energy conservation. This has led to governments incorporating an end-user perspective into its policy, becoming more focussed on the demand side: what sort of energy services do women and men want? Instead of: what types of energy will we offer them?

Discussion point 3.1

Every organisation has a policy.

What is the policy of your organisation? On what beliefs, etc. is the policy based (gender equality; people's empowerment)?

Has your organisation changed its policy? If yes: what were the changes? Why did it change? How was this change initiated, designed and implemented? (10 minutes)

Policy is set out as objective, neutral and value-free. It is often phrased in legal or scientific language, which emphasises its rationality and objectivity. This view of policy is challenged, especially by feminists and others campaigning for social justice. This has been done in particular in relation to

Policy is supposed to be objective, neutral and value-free, but this view is often challenged. Some policy increases gender differences.

the assumed gender neutrality of policies. For example, privatisation of the state-owned electricity company is often done because it is expected to bring a more reliable service. However, the privatisation of electricity companies has often been accompanied with tariff reform. If this means price increases, men and women will be affected in different ways due to gender differences in access to and control over resources.

Different forms of policy

Policy exists in a variety of forms: written statements, published circular, verbal instruction, etc.

Policy exists in a variety of forms. These forms may or may not be explicit and transparent. For example, policy can be a written statement, a published circular or a verbal instruction from a Minister.

If a government is intending to introduce legislation on a particular issue it may publish a consultation document setting out its policy position. Under the British Parliamentary System, which many countries also base their system of government on, this consultation document is known as a Green Paper.

When the government has finalised its policy intentions and intends to enact legislation it can issue a document which sets out in more detail its plans. Under the British Parliamentary System, this document is known as a White Paper.

Discussion point 3.2

Which form does the policy of your organisation have? If the policy has a physical form (e.g. written down), do you know where to find it? What unwritten policies does your organisation have? (10 minutes)

Sometimes policy requires authorisation before it gets a legal status.

Policy does not automatically have a legal status; it could first require authorisation by a country's legislative assembly. The size of the impact of the policy, how the policy fits in current regulations and other factors determine whether or not policy needs authorisation. For example, the privatisation of publicly owned electricity utilities would require such legislation whereas a stoves programme would not.

The policy framework

Policy provides the framework to address an identified problem. Policy determines choices and priorities.

Policy provides the framework for the distribution of, access to, and control over public resources to address an identified problem, according to the values and principles of the government. Policy determines choices and priorities. An example of such a choice can be whether to improve fossil fuel distribution or to promote the use of small-scale renewable energy systems through financial instruments. While designing policy, choices need to be determined.

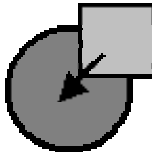
Policy can set out organisational practice.

Policy can also set out organisational practice. This could be, for example, signalling an intention to allow greater community participation in owning and managing energy services which in turn could open new opportunities

for women. The policy framework gives guidance to planners on how to implement policy.

Case 3.1 gives an example of a governmental policy framework concerning gender and energy in Uganda.

Case 3.1: The National Development Policy framework in Uganda



The National Gender Policy (1997) of the Government of Uganda forms the political framework for addressing gender issues and to increase gender equality in all aspects of the economy. Article 4.1 points out that the overall goal of the National Gender Policy is to mainstream gender concerns in the national development process in order to improve the social, legal/civic, political, economic and cultural conditions of the people in Uganda in particular women. The National Gender Policy is a legal document binding for the government, its agencies and institutions. It is a part of the National Development Policy framework.

The aim of the gender policy is to guide and direct planning and resource allocation at National, District and Sectoral levels. It emphasizes government's commitment to gender responsive planning and is designed to ensure integration of gender perspectives in all mainstream areas of development.

Discussion point 3.3

The policy framework of the government of Uganda in Case 3.1 seems to be a good development in order to assure equal right for men and women. What do you think of a policy framework like this?

Does your own country have a policy framework like the one described in Case 3.1?

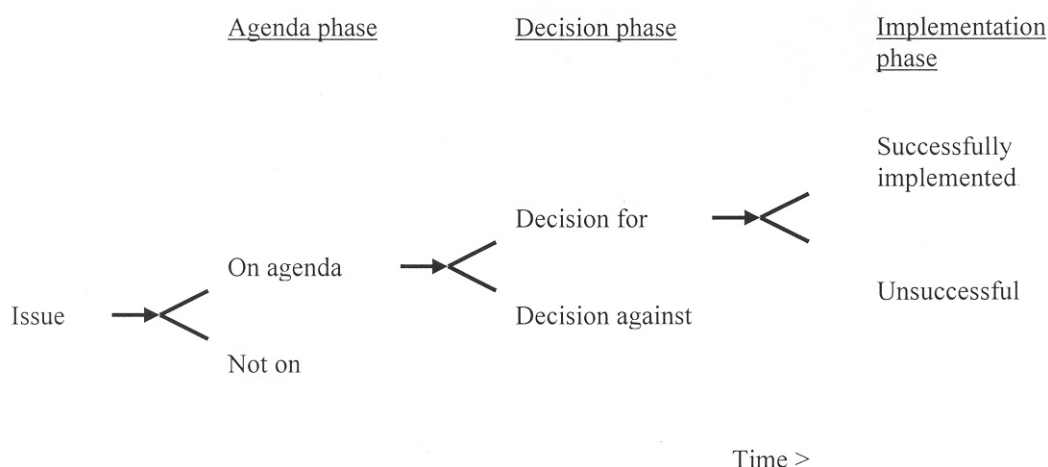
Can you think of weaknesses of a framework like the one in the case? Which pitfalls can you think of? (15 minutes)

The policy lifecycle

Making policy is an extensive process.

Policy is not made in one day. Before an idea becomes a draft policy and before this draft becomes actual policy it has to go through an extensive lifecycle. First the issue needs to be put on the agenda of the organisation. After that a decision on the continuation of the issue needs to be made. Will the intended policy become an actual policy? If the decision is in favour of the issue, it still needs to be implemented, monitored, etc. A model of the process an idea goes through before it becomes policy is shown in Figure 3.1.

Figure 3.1 A schematised policy lifecycle (source: Adapted from Sutton, 1999)



2 The theory of policy making

Making policy is a process. It requires different steps involving different stakeholders. Decisions on the content, the form, beneficiaries, etc. need to be made.

How is policy made? In the following part of the unit the theory behind the process of policy making will be explained.

2.1 The stepwise process of policy making

Policy making can be viewed as a stepwise, more or less linear process.

Policy making and its implementation can be viewed as a stepwise process. The figure below suggests a model for this process. It should be noted that more than one model exists. Not everybody agrees on the linear structure of the process. However, the linear model is presented here because it helps identify in a clear manner the elements in the policy making process.

The model shows five steps. In every step questions need to be addressed.

Figure 3.2 Stepwise model of policy making (source: Clancy and Veenstra, 2006)

A model of the Policy Making Process
<p>1. Defining the Issue</p> <ul style="list-style-type: none"> • The problem: what is the development need? • Diagnosis of the problem: why does it exist? • What is the development goal?
<p>2. Examining Policy Alternatives</p>

<ul style="list-style-type: none"> • What are the alternative routes to the development goal? • What is the feasibility of each option? • What are the potential impacts on women and other disadvantaged social groups?
<p>3. Making Policy Choices</p> <ul style="list-style-type: none"> • Which option is the best choice in terms of social and economic goals? • Is that option politically feasible?
<p>4. Implementing Policies</p> <ul style="list-style-type: none"> • Who is responsible for implementation of chosen policy? • What is the plan for implementation?
<p>5. Monitoring and Evaluation</p> <ul style="list-style-type: none"> • How will policy implementation/results be monitored? • How will this information be fed into development?
<p><i>(Planning the next round?)</i></p>

Policymakers need to address the impacts of their decisions at each step of the process.

In each step of the process, policymakers need to specifically address how their decisions will differentially impact on different subgroups of the population. To help policymakers do this in terms of addressing gender differences in energy, different tools are presented in this Module.

This linear model is presented to give you an idea of the policy making process. In reality policy making is a more complex, non-linear process. Later on in this unit the process will be discussed in more detail.

>> Exercise 3.1: The Policy Making Process

2.2 Identifying issues which require policy development

Determine the development needs

Weaknesses in the current situation are the starting point in identifying issues for policy development.

The first step of the policy making process is to determine the development need(s). Which issue(s) require policy development? Obviously this has to do with weaknesses in the current economic or social situation or in current policies. Once you are aware of what needs to be changed in order to improve the current conditions, you are aware of the issues which require policy development.

Gender-inequality in energy policy might be an issue for policy development. Gender-blindness of current energy policy might be another issue. In the previous Units you have thought of the situation regarding gender-equality in your country as well as of gender-blindness in the energy-policy of your country. This may well be the starting point for policy development or policy modification.

Discussion point 3.4

Thinking back at the weaknesses in the current energy policy of your country, which gender issues require policy development?

Which issue is the most important and thus should have priority? (10 minutes)

To identify development needs related to gender, a tool is developed which can help you to determine the gender goal:

>> Tool: Identifying Gender Goals

Monitoring and evaluation

Monitoring and evaluation can identify issues which require policy development or modification.

The last step in the linear model of policy making is monitoring and evaluation. Monitoring enables adjustments to be made to the policy implementation process to ensure targets and goals are met. Evaluation can identify (further) issues, which require policy development or modification. In this sense, responding to issues picked up from monitoring and evaluation makes the model policy a cyclical process.

Monitoring requires data to be collected from the field. This data can tell you a lot about the current situation related to gender and energy. For example, in the past a policy might have been established to promote income generating activities of women and men through the provision of more decentralised energy services. By monitoring you might find that the uptake of a particular energy service by women is less than by men. This could be because women lack capital and surety (for example, land title deeds) which would enable access to formal sources of finance for business start ups.

Monitoring and evaluation make the policy making process a cyclical process.

While evaluating this policy, you could conclude that new policies have to be introduced to overcome these barriers. Later in the unit tools for monitoring and evaluation will be presented.

2.3 Shortcomings of the theory of policy making

The linear process of policy making is idealised...

The process outlined in Sub-section 2.2 is idealised. It assumes that policy makers consult widely with different stakeholders in society in identifying issues. It also assumes that they discuss all the options, together with their advantages and disadvantages, to address the identified issues in the best possible way.

...it falsely assumes all stakeholders' views are equally valued.

Although we like to think that decision-makers will be persuaded by the most accurate or scientifically plausible option and that all stakeholders' views are given equal value, this is hardly the truth. Women have less

The access to policy making processes is often limited for women, as well as to people from a certain caste, ethnicity, religion or economic status.

‘voice’ in policy making than men. This results in policy reflecting men’s issues and concerns more than it reflects those of women.

Women are not the only group with limited access to policy making processes. Other social variables, such as caste, ethnicity, religion and economic status also play a role. It should not be forgotten that women do not form a homogeneous group, these other social characteristics cut across gender roles. So some women could be better placed than other women to influence policy formulation processes. For example, women from higher income groups might have more influence than women from lower income groups. Women from higher income groups might also have more influence than men from lower income groups. In all probability, however, the women would still be in a subordinate position to men from their own group.

3 Policy making in practice

The practice of the policy making process is quite different from the theory. In this part of this unit the practice of policy making will be discussed.

3.1 The ‘logic’ of real world policy making

Real world policy making is more chaotic than linear. It is a power struggle between different interest groups.

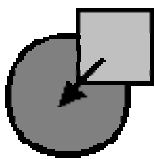
Unfortunately, in the real world policy is not made in the logical way described in the last section. In practice the process is more chaotic than linear and represents a power struggle between different interest groups.

Policy makers are human beings with a range of motives from wanting to do good, to being concerned about keeping their jobs. When they choose policies, they try to make compromises that are acceptable in the face of competing demands and conform to their own objectives and motivations. They tend to focus on the short term and to avoid painful choices.

Discussion point 3.5

Policy makers are human beings. Human beings have motives to do things in a certain way. An easy example is: they do things because it is their job and they get paid for doing it. Can you think of other motives that can influence a policy maker’s decisions?

Which of these motives do you think are most likely to influence the process of engendering energy policy in your country? (10 minutes)



3.2 What influences policy?

Policy can be influenced by different actors from different groups within society.

The choices made with regard to policy are subject to a variety of influences. To name some:

- Sometimes the influence can be public demand expressed through the media or on the streets;
- Sometimes small powerful groups of actors close to the centres of government can influence policy. These actors could be government

party members, big business or landowners, trade unions, financial institutions and donors;

- But also civil society organisations, such as NGOs, can try to influence policy through advocacy activities.

Policy can be influenced by different actors from different groups within society.

When you are active in the policy making process you need to be aware of these influences. Powerful actors don't have to be negative; they can be positive as well, for example when you have an influential donor or NGO supporting your case.

Furthermore it is important to understand that as well as others may try to influence the policy you are making; you can influence policy of others as well. This Module includes some information on influencing policy makers and more can be found in Module 4 on advocacy in the energy sector.

Policy making is a power struggle in which the most powerful have the most influence.

Policy making can be seen as part of a power struggle for political influence between different actors. Within this struggle the most powerful often have the most influence. The most powerful not necessarily being the most numerous.

3.3 Limits to making policy

Policy making is limited by time, resources and knowledge of the policy makers.

Policy making, like every activity, has its limits. It is limited by resources, like time and people, and by the capacity of policy makers. Policy makers' capacity to make policy is influenced by their skills, values and cultural identities. Their knowledge and the information they have access to has limitations which affects their decision-making capabilities. They cannot know everything! These limitations open up opportunities for outsiders to the government to contribute to and to influence the policy development process.

These limitations open up opportunities for other to influence the policy making process.

Therefore, when you are trying to influence gender and energy policy development, important questions for you are:

- Who are these outsiders?
- How accountable are they for their work? Who are they accountable to?

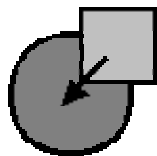
The lack of women with expertise on gender and energy results in a lack of influence on policies.

Because of the low participation of women in political processes, in all probability these "outsiders" will be men. In the energy sector, women with technical expertise are few in number and men and women with gender expertise are even fewer. This lack of technical knowledge means a lack of opportunity by women to influence energy policy makers.

Discussion point 3.6

The limits of policy makers to make policy open up opportunities for outsiders to influence the policy making process. For each of the limitations mentioned below: how can you use these to influence the policy making process?

- Limited time;



- Limited resources (money);
- Limited knowledge.

(10 minutes)

The lack of knowledge and the desire for quick solutions make policy makers vulnerable to advocates and lobbyists.

Some stakeholders are more powerful than others to influence policy making.

Because of limitations in time, resources and knowledge the linear policy making process is not put into practice.

In order to save time, and resources policy makers turn to policy advisors.

In this Module, we are assuming that you want to influence energy policy, in particular to make policy more gender-aware. In your own situation you need to be aware of who else is trying to influence policy.

Policy makers have a desire for solutions to be delivered in the short term. Their lack of knowledge does open up opportunities for advocates and lobbyists to influence the outcomes of policy making and implementation process by providing timely and appropriate inputs. Later in this unit suggestions on how to do this will be presented. Further suggestions are given in Module 4 of the Gender Face of Energy.

Not all stakeholders have the same influence on policy makers. For example, in the energy sector, the World Bank has been more influential in pressing for privatisation of utilities than many indigenous stakeholder groups who resisted such policy changes. The World Bank is more powerful simply because they have more money, more knowledge, etc. than many other groups. To paraphrase: some stakeholders are more powerful than others and exert a greater influence over policy making than other stakeholders.

Addressing the lack of women's influence of policy making is one of the central issues for Modules 3 and 4.

The limits in time, resources and knowledge are one of the reasons the ideal linear policy making process described earlier does not occur in practice. Policy makers tend to shorten the process in order not to run out of resources before the process is finished. They shorten the process, for example, by not considering all options or by not conducting extensive research into understanding problems and their causes.

Policy makers in search for more information but without the time to collect the information themselves seek the advice of policy advisors. These policy advisors are very influential, but how are these advisors appointed? Who are they accountable to? Are women's voices heard as well as men's as advisors?

>> Exercise 3.2: The Real Policy Making Process

4 How do issues get translated into policy?

As is said above, policy makers' ability to make policy is influenced by their knowledge skills, beliefs, values and cultural identities.

This part of the unit will explain something about how values and beliefs influence policy formulation.

4.1 How do beliefs shape policy?

We all have a set of beliefs and ideas that help us understand and explain the physical and social world we live in. These beliefs tell us about the nature of people and how they act. For example, what makes people become criminals. These beliefs vary in degree from person to person, even when brought up in the same culture. These beliefs influence the way we view the world, the assumption we make, what are important issues and problems, and how these should be addressed. It is difficult to convince people who subscribe to a different set of beliefs to your own of the relevance and validity of issues you are trying to raise or the right way to solve problems. Think about two people from different political parties debating about the same issue, for example, privatising electricity utilities. They sound like they are talking different languages and are not listening to each other! In a way, they are talking a different “language”, the concepts they use, the problems they see and the policies and instruments they consider appropriate to resolving them. Based on the way we view the world, we make assumptions about how we solve problems. This is also the case in policy making.

The underlying assumptions that go into policy making, are often implicit. For example, since the 1980s, there has been a strong pressure from certain stakeholders of privatisation of state owned services, including energy utilities. The argument was that this policy will bring more efficient and effective delivery of energy services. The market is better than governments at delivering energy to consumers.

In policy making, we see that there are competing approaches to solving the same issue. For example, in the energy sector approaches have focused on technological solutions. This means discussions focussed for example, on centralised large fossil fuel power stations versus decentralised small scale renewable energy systems for electricity generation. However, others have argued that how you make electricity is irrelevant, if you cannot afford the connection fee the electricity utility asks.

In gender, approaches have changed over time from a Women in Development (WID) approach, which was dominant in the 1970s to a Gender and Development (GAD) approach which emerged in the early 1980s.

Case 3.2: A shift in direction within South-African energy policy

An example of a shift in energy policy is the change in focus from supply security to equitable access for all.

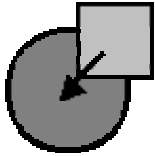
A legacy of the apartheid regime in South-Africa is that energy policy-making was strongly dominated by the objective of energy supply security, mainly for industrial demand and military requirements. Policy-making was generally performed in an informal and non-transparent way, with little or no public debate of the issues, relying to a great extent on the expertise of the large private companies that dominated the sector and requiring little energy policy-making capacity with the government.

With the end of the UN sanctions in 1993 and the elections and formation of the Government of National Unity in 1994, the old policy imperatives were replaced by a set of new directions; equitable access for all people to basic energy services, adequately and economic energy supply to industry to

facilitate economic growth, and sustainable energy use that minimises environmental impacts.

Discussion point 3.7

In Case 3.2 some changes are visible in the way energy policy was shaped in South Africa. How did the nature of the energy policy change? (5 minutes)



4.2 The importance of paradigms and discourses

It is often unclear which premises shape policy. This makes policy analysis a difficult process.

Which issues are included in policy and the way these issues are addressed is determined by the people who make policy. These people, in turn, are influenced by their beliefs, for example, different Energy Ministers from the same political party implementing the same policy can create different outcomes by prioritising different issues. This could for instance affect the way they allocate resources.

It is often not clear what premises underlie policy formulation. They are rarely articulated and are often confused. Trying to get clear policies is made more complex because stakeholders in the process have different premises, which can compete with each other.

This confused thinking can make policy analysis complex. An example of this we will see later in this module, in which different stakeholders can have different gender goals which they aim to reach through policy implementation.

To influence policy making, it is important to understand what influences policy makers. When you understand this advocacy material can be shaped in a way that it is more easily taken up by the recipient. For example, many policy makers feel comfortable with energy projects that would improve women's welfare and productivity but seem less likely to accept projects that lead to significant changes in gender relations. A better understanding of the policy making process also helps to temper frustrations in reaching gender goals.

5 Influencing policy making

This part of this unit will discuss in some more detail what there is to know about influencing policy making. this topic covered in more detail in Module 4 of the Gender Face of Energy

Discussion point 3.8

Which groups are able to influence policy?

Why and when are policy makers vulnerable to influence?

How would you influence policy makers if you had to? Which medium would you choose? How would you address the policy maker? (10 minutes)

5.1 How can policy making be influenced?

Some form of democratic system, as well as opportunities to address policy makers, should exist to be able to influence policy making.

The extent of freedom of speech, the existence a strong and articulate civil society and the existence/ tolerance of alternative perspectives are important pre-requisites to enable the influencing of policy development. In other words, some form of democratic system is needed to enable all citizens to have the opportunity to influence policy. Also, opportunities should exist at different stages in the policy making process where interested parties can exert pressure in a transparent way on politicians for change to existing policies.

Policy making is often criticised as a 'top-down' process, while for more influence it should actually be 'bottom-up'.

Policymaking is often criticised as being 'top-down'. This means that the intended beneficiaries are not involved in the identification or development of what is implemented or in its implementation, but that everything is planned by policy officials. Numerous groups constituting what is known as *civil society* challenge this approach. These groups argue for a more 'bottom-up' approach to policy making and implementation through participatory processes. This module has a primary target group those people who support participatory approaches in policy making presented.

Influencing policy requires an advocacy strategy.

To influence policy requires a well thought out advocacy strategy which addresses politicians, opinion makers and the public. In the next sub-section unit the concept of advocacy will be explained.

5.2 What is advocacy?

Advocacy is a broader approach than lobbying.

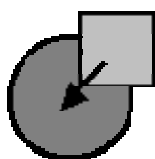
Advocacy and lobbying are often confused. Lobbying is about direct communication with policy makers and implementers to encourage them to formulate or amend policies and legislation. Advocacy however, has much broader approaches, aiming to change policies, attitudes, power relations, social relations and institutional functioning.

Description of the concept

Advocacy means to address influential people to change something.

Advocacy is an approach aimed at changing aspects of the current situation by addressing people with influence on the situation. Advocacy in the gender and energy policy making process is aimed at influencing policy makers in order to make energy policy more gender-aware and to engender the process of energy policy making.

An advocacy strategy requires an understanding of who decision makers are and the way they work. Policy makers are, for instance, politicians, community leaders, donors, etc. Energy policy is not only formulated in the Ministry of Energy but in other organisations, such as local government, private sector energy companies and public sector utilities.



Discussion point 3.9

Can you think of other actors that could be relevant for advocacy related to gender and energy? (Who makes decisions regarding the gender and energy policy and can have influence on the policy making process?) (10 minutes)

Two key steps in advocacy: identify who needs information and the most effective way to deliver the information.

As was indicated earlier, policy makers have limited knowledge and information on which to base their policy formulation. They are often looking for information. This opens up an opportunity to influence policy making and implementation by means of advocacy. Designing the way that information is presented, is a key for getting across ideas, concepts etc.

An advocacy strategy should include the identification of key advisors/ decision makers in the energy sector. Once they are known they can be targeted with information.

Using the media for advocacy

Busy people like ministers, do not have time to read lengthy research reports. Decision makers rely on discussion with colleagues and advice from experts to help formulate policy. A chain of 'gate-keepers' (civil servants or party workers) condense information for ministers. They control the flow of material reaching the minister's desk or ears. So how do you get round the "gate keepers"?

There are different ways to present information on gender and energy issues to key advisors/ decision makers in order to influence them.

Newspapers, radio and television are easily accessed by policy makers. Briefings for the media, therefore, are also important for getting a point across.

You could try to engage policy makers in debate or you could inform them through policy workshops and seminars about the need for change and the benefits it can bring.

Even if the policy maker does not attend the workshop, they can still be reached through newspapers, radio or television. For example, getting a news item about the workshop findings and output on the evening news bulletin or in the morning news paper.

How to advocate engendered energy policy?

Debate, workshops and seminars are alternatives to (the written word) for advocacy.

You need to be well prepared, articulate and strategically placed for advocacy to succeed.

When you intend to start with advocacy there are some things you need to keep in mind. You need to be well prepared; you need to be able to express your ideas and place yourself strategically to present the message. For advocating gender and energy policy the following advice is given:

- Be clear about what you are advocating;
- Chose your target policymaker/decision maker strategically;
- Know what s/he will read/listen to;

- Design the message for the recipient.

In this section we are only able to touch on some aspects of an advocacy strategy and more detail is given in Module 4 of the Gender Face of Energy.

>> Exercise 3.3: How to Advocate?

5.3 When do policy makers respond?

Policy makers face much more issues than they can address and therefore have to make choices between issues.

Political parties define which issues they think are important. This is also influenced by the expectations of the public.

New issues arise from research, events and crises.

Policy makers are faced with hundreds of problems and issues which need to be addressed. They need to address far more than is possible within the capacity available within government. Choices have to be made about which issues and problems get priority. An issue that gets attention is referred to as being 'put on the political agenda'. Which issues get addressed is governed by processes which vary depending on the degree of democracy and transparency in the way the government system works.

Political parties define the issues they see as important and that they will address when they are in power. Many issues which will become policy, if elected, appear in their *political manifesto*. Certain issues have a potentially higher priority than others. Issues which have a high public visibility and large sections of the public believe to be important and they expect their politicians to do something about are ones with a high probability of getting onto the agenda. For example electricity blackouts or petrol and diesel fuel shortages at the fuel stations have a high visibility and therefore are more likely to get attention, than metabolic energy and drudgery reduction.

Not all issues that appear on the agenda appear in party manifestos. New issues requiring policy formulation arise from research, internal or external events or crises. For example the Oil Price Rises of the 1970s asked for policy making, as did the Beijing Platform for Action that has increased governments' efforts towards addressing gender issues.

Discussion point 3.10

Do you think the following cases will trigger a political response? If not, how can you make sure policy makers respond to the issue?

- Remote rural villages far away from the capital suffer intermittent electricity blackouts. As a result, some equipment in the health centres broke down and medicine had to be thrown away.
- Poor, urban men and women organise a demonstration for reducing taxes on kerosene.
- A foreign university presents a paper critical about the lack of attention to gender in the energy sector in developing countries.
- Some famous national celebrity together on television and argue for lower taxes on diesel and petrol. (15 minutes)

Getting involved in politics can be difficult and unpleasant.

A word of warning: policy makers need information to make decisions to achieve their goals. In this process they can distort information supplied by outsiders for their own political ends. Engendering energy policy means getting involved in politics and this can at times be difficult and unpleasant. Colleagues and fellow activists who have been strong allies one moment can in the next moment be pushing you to the side lines. Also you can find your personal reputation the subject of unpleasant rumour. Successful advocates have been known to have been physically threatened.

5.4 Pitfalls in influencing policy making

Resistance to change the current situation is a pitfall for everybody who tries to influence policy making.

Trying to influence policy knows some pitfalls, for example resistance to change the status quo. Policy makers usually are not keen to implement innovative policies, especially if they require a significant departure from the present situation. Organisations and individuals are considered to become more conservative as they get older and hence more resistant to change.

People react negatively to change for a range of reasons. Among these reasons are, for example, fear of the unknown, lack of information, threat to status, no perceived benefits, fear of failure, low trust in an organisation, strong peer group norms and bound by custom. If you want to change policy to change gender relations and gender energy policy, you have to be aware of these points.

Discussion point 3.11

What are the reactions to attempts to change the gender relations in your country? Why? (10 minutes)

The average energy policy maker finds it difficult to accept that equality and empowerment are goals for the energy sector.

The energy sector is dominated by men aged 50 and above, with economists and engineers being the dominant professions. Although many economists and engineers would accept welfare (improving women's health and reducing drudgery) and efficiency (meeting project objectives) approaches to meeting women's energy needs, they find meeting equality or empowerment goals through energy policy more difficult to accept.

While many are not against gender equity, these professions often do not see the relevance of gender to their work. Some consider that equality of the sexes is a matter of local culture and political concern rather than something they can influence. Others consider that equality objectives cannot be reached through individual projects but through education and social movements.

These factors can have a serious impact on the things you try to achieve if you are not aware of them.

5.5 Public opinion

The public can be a powerful ally in your attempts to influence policy

The public can have a lot of influence on policy makers.

Short statements, photo's, brochures, pamphlets, theatre, briefings, etc. are useful tools to influence the public opinion.

Public opinion can be influenced through the media. Therefore, preparing information in a manner in which the media will react to is a crucial part of an advocacy strategy. Short statements, with eye-catching headlines and photos, are more likely to attract attention than thick reports. Distributing brochures and pamphlets can be effective and community based groups use a variety of innovative methods, such as theatre, to inform public opinion and policy decision makers. Campaigns at the local, national or international levels can influence policy makers at different levels directly or indirectly by influencing public opinion.

Publishing research papers can provide useful information but tend to be addressed to the research community. Research findings therefore need to be translated into short briefings and phrased in language busy people will read.

Discussion point 3.12

Can you think of some occasions at which the public opinion in your country was actively influenced by certain actors? How was this done? What were the effects? Did it have any negative consequences? Could you use any of the successful methods in engendering energy policy? (10 minutes)

6 Implementing policy

The last two phases of the linear process of policy making are the implementation phase and the phase of monitoring and evaluation. The existence of an engendered energy policy does not mean that the implemented policy reflects what exists on paper. Nor that policy is implemented in a gender sensitive way. Remember gender mainstreaming is about transforming policy content and practice.

6.1 The implementation process

Translating policy into workable detail

The implementation process consists of the translation of policy into workable detail and then making this detail operational.

The implementation phase includes the translation of policy into workable detail. This means that the abstract policy needs to be translated to actions people can work with. The second step is to make this detail operational. This translation can be quite complex and will include a lot of negotiations, adjustments, improvements, changes, etc. So gender advocates should not see their job as finished once a gender-aware energy policy exists on paper.

Case 3.3 gives a short summary of gender and energy policy in South-Africa at the end of the 1990s. The discussion point that follows the case will make clear how difficult it is to translate policy into workable detail.

Case 3.3: Gender and Energy policy in South-Africa

The Energy White Paper (December 1998) points out in the preface that the government is committed to the promotion of access to affordable and sustainable energy services for small businesses, disadvantaged households,

small farms, schools, clinics, in rural areas and a wide range of other community establishments. As provided for in the Constitution, the state must establish a national energy policy, which will ensure that the national energy resources shall be adequately tapped and developed to cater for the needs of the nation. Energy should therefore be available to all citizens at an affordable cost. Energy production and distribution should not only be sustainable, but should also lead to improvement of the standard of living for all of the country's citizens. For this to become a reality, the state should ensure that energy production and utilisation are done with maximum efficiency at all times.

Discussion point 3.13

Even though the policy in Case 3.3 is only a summary of the real policy, it is already quite complex. In this discussion, we will focus on the following statement from the summary: "energy should therefore be available to all citizens at an affordable cost."

How would you translate this policy into workable detail? What actions are needed to achieve this policy goal? (20 minutes)

The implementation process has to be interactive.

In theory the implementation process is interactive. If the written policy is to be accurately reflected in what is implemented, the implementation process requires participation by key stakeholders, consensus building, conflict resolution, compromise, contingency planning, resource mobilisation and adaptation.

Implementation is top-down and usually not done by the people who write policy.

The people who implement policy are not usually the same people who write policy. Even when some have played a role in the formulation processes, the responsibility lies elsewhere in the state structure. Civil servants are the first line of implementers of policy. In practice implementation is top-down.

What is implemented is often a distortion of what was intended, due to political interference.

Politicians do intervene in the implementation process, for instance at time of election. There is a danger that when politicians do this, they may 'cherry pick'. This means that they treat a proposed policy as a menu from which they choose the bits that they like (or please the electorate) and neglect other components which can threaten to undermine what was designed as a complete policy. As a consequence, what is implemented is a distortion of what was intended. A variant on this behaviour by politicians is 'policy evaporation'. This happens when high level commitments, such as the Beijing Platform for Action, are not reflected in sectoral policies.

What is the influence of policy implementers?

Policy implementers need skills, knowledge and understanding of the policy, what can be learned by training.

Just like policy makers, policy implementers need skill and knowledge to adequately do their work. Furthermore, they need to understand what the goals of the policy are in order to implement it successfully.

If they are to effectively contribute to engendering energy policy, they must have the capacity to carry out gender mainstreaming. This capacity in concepts of gender and energy and the tools for implementation of gender

aware policies through gender aware processes has to be developed through training of the policy implementers.

6.2 Outcomes of policy implementation

What is implemented is not always the same as what is intended.

The outcomes of policy implementation can sometimes be different to what was intended and set out in statements. There are a number of reasons for this:

- Within the administration, civil service or other organisations responsible for policy implementation there can be bureaucratic incompetence (for example, not understanding goals or having the skills capacity) or resistance.
- There may be inadequate resources allocated.
- The policy is modified during the implementation phase. Modifications in policy arise as a result of bargaining between pressure groups, civil servants and politicians to influence the nature of what is actually implemented. (This should not always been seen as negative for engendering energy policy since it allows opportunities to make an existing energy policy more gender-aware and be implemented in a more gender-sensitive way.)

If policy fails, people often put the blame on political or managerial failures...

If policies do not achieve objectives, blame is not always attributed to the policy itself but rather on political or managerial failure to implement it. Politicians, for example, can say the policy implementers had lack of will to implement the policy, or they could blame it on poor management or lack of resources.

...or policy makers blame the policy implementers.

As a consequence of the division of responsibility between policy-making and implementation, policy makers are able to avoid taking responsibility for policy failures and can lay the blame elsewhere, particularly on civil servants.

6.3 The importance of monitoring

The implementation process is as important as the policy making process.

The policy implementation process and its outcomes are equally as important as the policy making process itself in engendering energy policy.

Monitoring is required to ensure policy reaches its goals and is timely adjusted when needed.

As was shown above, there can be failures in the implementation process due to weaknesses in the system (management or political failures), related to accountability and capacity. Therefore monitoring of the implementation of energy policy is required. This ensures that any gender aware policy is being implemented in the manner it is intended and that it is reaching its goals. Monitoring enables timely adjustments to be made to the implementation process.

Monitoring tracks the implementation process and helps show whether or not the process is on track. Monitoring also helps show up any flaws in the existing policy and identify where changes need to be introduced. Good governments do monitoring as a matter of course. Other stakeholders also monitor the implementation process for a variety of reasons. This could be,

Monitoring helps to keep track of the implementation process.

for example, to hold governments accountable, and to provide evidence of the positive or negative impacts of policy to enable them to lobby for changes in policy.

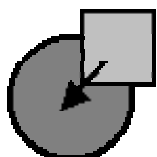
When government fails on monitoring, civil society can play an important role.

Civil society plays an important role in monitoring when governments have weak capacity in a particular area. This could be the case with gender mainstreaming.

Engendering policy goes on after the policy because opponents will try to water down policy.

Remember stakeholders can also monitor policy implementation and then use the information to try to influence or change the policy.

This makes the point to those who want to engender policy that the work is not over once a gender aware energy policy has been created, the implementation process has to be monitored to ensure that hard won gains are at best watered down and at worst lost.



Discussion point 3.14

Monitoring looks at what happens with policy implementation.

Have you ever been active in policy monitoring? What strategies did you use? (10 minutes)

6.4 Tools for monitoring: indicators

Indicators measure changes over time and can be used for monitoring.

One tool for use in monitoring is indicators. Indicators measure changes over time of a specific situation or condition. Gender indicators are a particular form of indicator which monitor and evaluate changes in the situation or condition of women and men over time and relative to each other (that is, measuring gender gaps). They can be used at the policy, implementation and institutional levels.

Quantitative and qualitative indicators

There are two categories of indicators: quantitative and qualitative.

Quantitative indicators measure quantities.

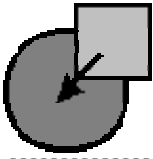
Quantitative indicators measure quantities. For example, the number of men and women who have been received training in solar PV household lighting system operation and maintenance.

Qualitative indicators measure viewpoints, judgements and perceptions.

Qualitative indicators measure viewpoints, judgements and perceptions. For example, how women perceive the changes that electric light has brought to their lives (increased the hours of work or introduce more flexibility and choice about when to do specific tasks).

The two sorts of indicators should be seen as complementary and as measuring different aspects of the same situation.

The use of gender indicators for measuring the impact of policy on women and men has grown significantly since the Beijing Platform for Action was put in place in 1995.

>> Exercise 3.4: The use of Indicators

To help you create indicators, a tool has been developed.

>> Tool: Indicators for gender goals

7 Summary and conclusions

In this unit the different phases of the policy making process are presented. The process includes the following phases:

- Identifying the issues which require policy development: this can be done by monitoring and evaluation, or by identifying weaknesses in the current situation.
- Creating alternatives for the policy: this requires thorough examination and knowledge about the possibilities. This phase is often limited in the time allowed.
- Making choices for the policy: the phase where the best alternative is chosen or combined. In this phase opportunities for influencing emerge.
- Implementation of the policy: an important and complex phase. The intended policy has to be put in practice. Often policy changes in this phase.
- Monitoring and evaluation: to keep an eye on the effects of the implemented policy and to find new development goals.

The linear, ideal model of policy making does not represent the actual policy making process in the real world. The process is more fluid and is influenced by the context and the stakeholders.

Influencing the policy making process requires a well-thought out strategy and knowledge about the policy making process, as well as about the people you want to influence, the way you want to do this, etc.

UNIT 3: EXERCISES

Exercise 3.1: The Policy Making Process

In this exercise you will be contributing to designing a policy on rural electrification which you want to ensure is engendered. You will follow the steps 1 to 3 of the linear model presented in this unit. You need to answer the different questions in the model and think of other questions. You will work together with two or three other participants to make an advisory team. Once each team has developed and presented to the group its draft policy advice the teams will try to reach a consensus in a plenary session. (60 minutes)

Please read the following information about the need for rural electrification policies in the Republic of Anshellius.

The republic of Anshellius is a medium-sized country in Africa with a democratically elected government. The government is committed to bringing a better quality of life to the rural people. It considers that electricity should play an important role in providing better quality services to the rural population (for example, lighting, health centres, schools, radio/TV, communications). The government acknowledges that electricity is not an option for solving the cooking energy problem nor can it make a significant contribution in the short term to increasing rural incomes. The government looks to the newly privatised utility “Lumos Inc.” to provide rural electrification. For an initial period of five years, the government will make available funds to increase the number of people with access to sustainable energy in rural areas, and to increase the quantity and quality of connections to the electricity grid in the urban areas.

Lumos Inc. currently provides the three cities in Anshellius with grid connected electricity. The company has several power plants, located in the cities, and running on fossil fuels. The availability of electricity is – even in the cities – limited and intermittent. Most of the urban population has no more than two hours of electricity a day and this can be of poor quality. The population suffers from blackouts due to the poor condition of the power plants and of the electricity grid. Lumos Inc. hardly have any resources to update the former public network and tend to focus on the capital’s main economic and tourist centres. The company is not keen to extend the grid into rural areas where people can’t afford to pay connection fees and the tariff. Also the government is a notoriously bad payer of bills, for example, for schools and health clinics.

In general, women are responsible for collecting the energy sources for household tasks, and men are responsible for the energy needed for income-generating activities. Fuelwood is available for free, apart from the metabolic energy put into collecting it. As rural areas are not connected to the electricity grid, three options have been proposed for increasing electricity access: solar home systems, a low density electricity grid (small-scale electricity generation using stand-alone diesel and few connections) and a high density electricity grid (large-scale use of electricity and many connections).

In interviews held with the rural population in various villages, women indicated that their main development interest in the area of energy was to obtain a connection to electricity. They are keen to have electric light in their homes, not only is this safer than kerosene but also provides them with flexibility for when they can do their household chores. They are not sure about whether or not it can help them with their income generating activities, since these are mainly related to cooking.

Your task:

Together with 2 or 3 other participants you will form an advisory team.

The government of Anshellius would like advice on what the issues are related to rural electrification, what the policy alternatives are and which is the best option for achieving the government’s policy objectives. To construct your advice you should use steps 1 to 3 in the theoretical linear model of

policy making (Figure 3.2). You have twenty minutes for this task, after which one team will present their solutions (10 minutes). the other teams are asked to be critical about the solutions of the team presenting. What do you see as the strengths and weaknesses of their policy advice? Together, in plenary, try to reach a consensus on the advice to give to the government of Anschellius. (25 minutes)

Exercise 3.2: The Real Policy Making Process

The ideal policy making process is linear and involves all stakeholders. In practice, however, this is quite different. In this exercise you will have to adapt the linear policy making process to enable you to make a contribution to a process in which you want to achieve a more gender-aware energy policy. This exercise is carried out on an individual basis (45 minutes).

In Anchellius, charcoal is mainly produced in two ways: on a small scale informal way by the villagers in the east of the country and on a large scale by Anchellius' Charcoal Enterprise (ACE). ACE delivers mostly to the urban areas, whereas the small scale production of charcoal is aimed at the rural areas. Charcoal production is a male dominated business. Although it is available in most of the rural areas due to the high costs, it is rarely used by women for their daily tasks.

Due to concerns about biomass sustainability, the Ministry of Energy in Anchellius (under pressure from the Ministers of Environment and Forestry) is considering developing a policy which formalises charcoal production by the villagers. Through a formalisation process of licensing small-scale producers the Minister hopes to regulate access to the forests. The Minister would really prefer to give ACE a monopoly (it is easier to deal with one organisation no matter how politically dubious), however, he has to remember that many of his constituents are small-scale producers and there is an election looming. The Minister is going to hold a policy consultation workshop in two weeks time to which a few key stakeholders are to be invited to make their recommendations.

You are from the Anchellius NGO AWENT which works on women's entrepreneurship. You believe that this policy has to be engendered. In other words, women are also to be given a role in the charcoal supply chain. Since the elections are close, you consider that this presents a good opportunity to influence policy formulation.

However, ACE has been trying to get a monopoly on the production of charcoal by lobbying the government and by other – often mendacious – activities. So far none of them have worked.

Both AWENT and ACE, have been invited to make presentations at this workshop. Interestingly, the Minister has not invited any villagers from the charcoal producing region to participate in this consultation exercise.

Your task: At the policy consultation workshop in 14 days time, AWENT wants to present the Minister with a policy for a gender-aware charcoal supply chain. In order to make policy recommendations, you need to obtain the appropriate information that would enable you to complete the table. In second column indicate how you would obtain the information to answer the questions posed in column one. In the third column give an estimate of how many days this would take for each activity. Can you leave any steps/questions out? AWENT can allocate two members of staff (one woman and one man) to collect the information.

<i>Activity</i>	<i>How to get information</i>	<i>Planning</i>
1. Defining the Issue		
The problem: what is the development need?		
Diagnosis of the problem: why does it exist?		
What is the development goal?		
2. Examining Policy Alternatives		

What are the alternative routes to the development goal?		
What is the feasibility of each option?		
What are the potential impacts on women and other disadvantaged social groups?		
3. Making Policy Choices		
Which option is the best choice in terms of social and economic goals?		
Is that option politically feasible?		
4. Implementing Policies		
Who is responsible for implementation of chosen policy?		
What is the plan for implementation?		
5. Monitoring and Evaluation		
How will policy implementation/results be monitored?		
How will this information be used?		

What arguments would you present to the Minister that your policy recommendations are likely to meet his policy goals?



Exercise 3.3: How to Advocate?

Advocacy is about influencing others in society to enable you to reach certain goals, for instance engendering energy policy. In this exercise you are asked to identify elements of an advocacy strategy for five goals. You have 10 minutes to work on this on your own and 10 minutes for a plenary discussion. (20 minutes)

In the table below some goals that could form part of a strategy to engender energy policy are listed. Part of an advocacy strategy involves identifying who are the key decision makers and opinion formers on the issue you are advocating on. Remember it may be easier to gain access to and hence influence opinion formers than decision makers. These opinion formers in turn can influence decision makers. A list of the two categories is given below. Remember the list is not exhaustive and are given in a general way. You may want to add others and be more specific, for example, rather than “private sector company” for goal four you may wish to write “the electricity utility”.

Once you have identified who will be the focus of the strategy you need to decide how you will reach them. A second list is given below with examples. Again this is not exhaustive. In the empty cells you are asked to write down the decision maker(s) and the medium(s) for advocacy which you would use to advocate the given goal.

Decision makers and opinion formers: Politicians, Senior civil servants, Experts or advisors, Government research institutes, Private sector research foundations, Community leaders, Religious leaders, Trade Unions, NGOs, Private sector companies, Academics and intellectuals, Consultants, Donors.

Mediums for advocacy: Internet, Journals, Newspapers, Television, Radio, Workshop, Seminar, Meeting, Press conference, Debate.

<i>Goal</i>	<i>Decision maker(s)</i>	<i>Medium(s)</i>
Making sure that gender issues in energy issue get on the political agenda.		
Gender disaggregated energy data collected by Ministry of Energy.		
Project to promote community forestry to increase fuel wood supply.		
Raise awareness that woman HH are less likely to have an electricity connection than man HH.		
Increase number of women professionals in Energy sector.		

Exercise 4.3: Identifying and creating indicators

To measure the outcomes of an advocacy strategy, indicators can be very useful. In this exercise you are asked to classify some indicators (taken from Module 3) as qualitative or quantitative. After that you are asked to create some indicators to measure the outcomes in a specific case. This exercise can be done in small groups (2 or 3 participants) and takes about 30 minutes plus 15 minutes discussion in plenary.

Are the indicators mentioned below qualitative or quantitative indicators?

Indicator	Type:
Number of connections to an electricity network.	_____
Women feel electricity has brought benefits to their lives.	_____
The number of electricity blackouts.	_____
Kerosene supply has improved.	_____
Number of women using LPG for cooking	_____
Existence of an energy sector policy on household energy	_____
Percentage of work done by men.	_____

Now read a summary of an energy programme which, while is intended to bring benefits to women in particular, also provides opportunities for men to benefit.

The MDA has decided on an energy programme to provide alternatives to fuelwood for rural women. By improving access to alternative fuels it is intended to improve women's health and reduce their drudgery. The programme will address issues at the policy and implementation levels. At the policy level, it will be necessary to assess whether or not the instruments are in place to facilitate access to alternative energy sources. One of the main mechanisms for improving access will be the establishment of local energy service companies (ESCOs). A third gender objective is to increase women's economic empowerment by supporting them in becoming energy entrepreneurs. Entrepreneurial training on running an ESCO will be given by the government's small enterprise unit and no previous experience as an entrepreneur will be required to participate in the programme. Although the programme will not make direct interventions in support of this outcome, it is hoped that women will also be able to take advantage of the increased energy availability and increase in time to set up their own productive activities.

The MDA needs to develop some indicators for use in programme monitoring that can measure four variables.

Your task is to develop the indicators for the four variables which are given in the table below (maximum of three per variable). Try to develop a mixture of quantitative and qualitative indicators.

<i>Variables</i>	<i>Indicators</i>
Policy support for an engendered policy	1.
	2.
	3.
Institutional support for gender-sensitive entrepreneurship	1.
	2.
	3.
Gender issues at implementation level: ESCOs	1.
	2.
	3.
Gender issues at implementation level: Users	1.
	2.
	3.

TOOLS UNIT 3

Identifying gender goal

What are the gender goals of the stakeholders and subgroups?

This tool draws on unit 1.4 from Module 1 and Unit 2.3 from Module 2.

When to use?

Policy priorities and policy statements. The tool follows on from a Stakeholder Analysis (see Unit 5).

Methodology

Desk analysis of policy documents and statements. Focus group interviews with stakeholder groups.

Introduction

Gender goals fall into different categories based on the underlying reason for that goal. There are three types of goals which focus on the intended beneficiary: welfare (reducing drudgery and improving health), productivity (income generation) and empowerment/equity/equality (participation, decision making, self confidence). A fourth type sees taking a gender approach as having benefits for organisational efficiency, particularly in being able to have more successful policy outcomes.

Each stakeholder will have their own gender goal(s) that they want energy policy to serve. However, the conceptual differences between the four types of goals will not be clear to all stakeholders and some stakeholders might not fully understand the concept of their own goal. This leads to policy stating that its aim is a particular goal which in fact it is serving a totally different goal. “Empowerment” is a good example of a gender goal that frequently suffers from this lack of clarity. It is a concept with multiple definitions and it is frequently used with implicit meaning. As a consequence, different people in the same organisation can be working with their own definition which is a recipe for frustrations and misunderstandings. Therefore being clear about gender goals in energy policy can help save frustrations. The process of formulating gender goals in energy if carried out in a participatory way can lead to gender goals for which there is a consensus while an evaluation of policy can lead to clarifying aims. Such a participatory process can also in itself be empowering.

The tool is in the form of a table which identifies the gender goals of important stakeholders. Gender goals may not be stated explicitly using the terms above. It is part of the analysis conducted in using the tool to determine what aspects of policy fall into which categories. The output of the tool can be used to examine in which direction policy needs to be adjusted to favour a broader range of gender goals and also it helps to identify which stakeholders might be the most powerful in terms of influencing policy. With a mixed group of stakeholders this tool could be used to identify gender and energy policy priorities.

<i>Stakeholders</i>	<i>Gender goals</i>			
	<i>Empowerment</i>	<i>Productivity</i>	<i>Welfare</i>	<i>Organisational efficiency</i>

Indicators for gender goals

What impacts should be expected from the gender goals in energy policy? What indicators should be used to measure the achievement of reaching those goals?

When to use?

This tool follows on from the tool identifying gender goals.

Methodology

Consultations held with the various stakeholders.

Methodology

In the gender goals in energy policy tool, the categories used are very broad. Energy policy is intended to contribute to improving the lives of women and men, their families and communities. In other words, energy policy should have development impacts. This tool can be used to analyse existing energy policy both in terms of content and for monitoring policy achievements. It can also be used by stakeholders develop their own ideas about gender and energy policy.

As part of a monitoring aspect of energy policy, it will be necessary to have some means of measuring progress in achieving goals. Indicators are an important tool for monitoring policy implementation. Indicators can be system related (who actually benefits from energy policy) or development related (what the impacts of energy policy are on men's/women's lives).

The second step of the tool is to formulate suitable gender development indicators.

In the table, the gender goals have been specified as benefiting women rather than women and men. Since this module is based on mainstreaming gender in the energy sector, the emphasis is to ensure that women are directly benefiting from energy policy.

<i>Development indicators</i>		
<i>Gender goal</i>	<i>Step1: Development impacts expected</i>	<i>Step 2: Indicators selected</i>
<i>Women's welfare</i>		
<i>Productivity of women</i>		
<i>Empowerment for women</i>		
<i>Organisational efficiency</i>		

A worked example: An engendered energy policy would lead to measurable development impact.

<i>Development indicators</i>		
<i>Gender goal</i>	<i>Step 1: Development impacts expected</i>	<i>Step 2: Indicators selected</i>
<i>Women's welfare</i>	Women's drudgery reduced	Time spent in fetching water and fuel
	Women's health improved	Number of women suffering respiratory diseases and back problems
<i>Productivity of women</i>	Women earn more income	Estimated earnings
	Women's businesses switching to cleaner and more efficient energy technologies.	Number of women's enterprises using LPG and electricity
<i>Empowerment for women</i>	Women contributing to decision making in energy sector	No of women in key decision making positions in the Ministry and utilities.
	Women increase in self confidence through participation in energy decision making committees	Number of points raised by women in committee meetings
	Communication to outside world, broadening boundaries	Men and women demonstrate new knowledge.
<i>Organisational efficiency</i>	Increased access by low income households to modern energy sources	Number of electricity connections in low income households.

A third step in the analysis is to identify whose gender goals energy policy is actually serving.

<i>Gender goal</i>	<i>Step 3: Whose gender goals?</i>	<i>Development indicators</i>	
		<i>Step 1: Development impacts expected</i>	<i>Step 2: Indicators selected</i>
<i>Women's welfare</i>			
<i>Productivity of women</i>			
<i>Empowerment for women</i>			
<i>Organisational efficiency</i>			

A worked example:

		<i>Development indicators</i>	
<i>Gender goal</i>	<i>Step 3: Whose gender goals?</i>	<i>Step 1: Development impacts expected</i>	<i>Step 2: Indicators selected</i>
<i>Women's welfare</i>	Poor women	Women's work loaded reduced	Use of non biomass fuels
		Women's health improved	Number of women suffering respiratory diseases and back problems
<i>Productivity of women</i>	Donor agency Women heads of household	Women's businesses switching to cleaner and more efficient energy technologies.	Number of women's enterprises using LPG and electricity
	Poor women	Women earn more income	Estimated earnings
<i>Empowerment for women</i>	Donor agency Women energy professionals	Women contributing to decision making in energy sector	No of women in key decision making positions in the Ministry and utilities.
	Donor agency	Women increase in self confidence through participation in energy decision making committees	Number of points raised by women in committee meetings
	Donor agency	Communication to outside world, broadening boundaries	Men and women demonstrate new knowledge.
<i>Organisational efficiency</i>	Ministry of Energy	Increased access by low income households to modern energy sources	Number of electricity connections in low income households.

The tool can also be used to analyse current policy. What are the hidden gender goals and whose goals are being met (intentionally or accidentally).

Step 1 – what are the development goals of current energy policies?

Step 2 – which gender goals are these serving?

Step 3 – whose gender goals are being met?

MODULE ASSIGNMENT UNIT 3

Unit 3 has presented information on the policy formulation process and how to influence it through advocacy. This background knowledge is required to understand the “how to” question when changing energy policy towards being more gender-aware. This unit has contributed to helping you to design a model for changing the energy policy of your country.

Unit 3’s Module Assignment is aimed mostly at the theoretical basis of the model for gender-mainstreaming energy policy. The model for policy formulation can be the basis for this gender-mainstreaming model, although – of course – to make the model really useful it must be much more complete.

The teams that were formed in Module Assignment 2 will work together on this assignment. When you have completed the task allocated to your team, you will be asked to present the findings in plenary. Each team should focus on the implications of their findings for the final model.

The teams will work on the following subjects:

Team 1: Case studies on gender mainstreaming

Relates to Case-studies 3.1, 3.2 and 3.3 and the results of Module 2 Assignment.

The Case-studies has a number of lessons on the form of a gender-aware energy policy. Please study the case and the accompanying information. Give a summary of the lessons learnt.

Furthermore, think about how the Case-studies so far have contributed to the model for gender-mainstreaming. Also, think about what knowledge you would further require from case-studies from other countries. Make a list of this knowledge and make sure you pay special attention to this while studying latter case-studies.

Team 2: Current situation in your country

Relates to Unit 3, Subsections 4.1 and 4.2 and Discussion Point 3.8.

Beliefs shape our ideas which in turn shape policy. Team 2 is asked to identify what the current dominant ideas are shaping both gender policy and energy policy in their country. For example, is gender equality a goal of the government? What do other influential stakeholders think? Is the energy sector focusing on privatisation? How do these dominant ideas influence the model for gender-mainstreaming the energy policy?

Team 3: Specific situation in your country - threats

Relates to Discussion Point 3.6.

Limited resources can be a threat to engendering energy policy. In Discussion Point 3.6 you already thought of some limitations. Are there others? How much influence will these have on attempts engender energy policy? What is the influence on the model for gender-mainstreaming energy policy?

Team 4: The model for gender-mainstreaming the energy policy in your country

Relates to Unit 3, theoretical background to policy.

Finally, the fourth team will use the theoretical knowledge on policy formulation and influencing presented in this Unit to draw a blueprint of the model for gender-mainstreaming the energy policy. What would the model look like? What phases can be distinguished? Where do you get the required information for each of these phases?

Try to draw a diagram like Figure 1 in the Module Assignment in Unit 1. However, you should try to be more specific, for example, what sort of information on gender?

UNIT 4: ELEMENTS OF A GENDER-AWARE ENERGY POLICY

Learning objectives:

After reading this unit, the participant should be able to:

- Name five characteristics of a gender-aware energy policy;
- Name four dimensions of an energy policy;
- Name three issues related to energy services;
- Explain the relation between the policy dimensions and energy issues;
- Explain the relation between the elements of a gender-aware energy policy.

Time schedule:

- In total: approx. 6 hours;
- Reading the material: 50 minutes;
- Discussion points: 75 minutes;
- Exercises: 80 minutes;
- Tools: 20 minutes;
- Module Assignment: 120 minutes.

Aims of the unit

To provide the background information for formulating a gender-aware energy policy, to explain the use of data gathering tools in gender-aware energy policy formulation; and to identify the elements of a gender-aware energy policy.

Key concepts and ideas introduced in this unit:

Gender-mainstreaming, participation, women's role in energy, Integrated Energy Planning, gender-disaggregated data, multi-dimensional characteristics of energy policy, access, availability, affordability, safety.

Topics in this unit:

- Awareness of different energy needs related to gender roles;
- Characteristics of a gender-aware energy policy;
- The multi-dimensional character of energy policy;
- Issues within gender-sensitive energy policy.

1 Awareness of different energy needs

Before we explore the elements of a gender-aware energy policy the importance of gender-awareness is revisited.

What is energy?

Energy is used by humans in everything they do and every action they make. Energy is the prerequisite to perform any action. Some forms of energy are more attractive than others for doing particular tasks. Usually, more attractive forms of energy tend to be more expensive. Therefore cost influences the type of energy people use.

Two billion people in the world don't have access to 'modern energy' types. They cannot afford these commercial forms of energy – like electricity and gas if they are available. Rather they use traditional biomass (like wood and charcoal) and metabolic energy as the main energy sources.

What are the different energy needs of men and women?

Women's energy needs often considered to be limited to household activities. Very little literature is available on women's other energy needs. Energy projects for women tend to focus on the cooking energy needs of women. Household activities of women usually require metabolic energy but rarely receive attention in energy policy.

Men's energy needs often are linked to income generating activities – like irrigation, transport of crops to the market, etc. These activities often use 'modern' types of energy: fuel for transport; electricity for the water pumps. In most energy projects these uses for energy are positively biased and seen as more important for development than provision of household energy. Since men work less hours per day than women, they have more time for relaxation. This leads to them choosing electricity (grid and batteries) for entertainment end-uses (such as TV).

How can a gender-aware energy policy help in meeting these differences?

To overcome this difference between the energy needs of men and women, gender issues need to be integrated into policies. These policies then need to be gender-aware. A gender-aware energy policy is one which takes into account the implications of the policy for both men and women.

A gender-aware policy can be defined as a policy, which takes into account the social relations of women and men as well as differences in their energy needs. In contrast, current energy policy is considered gender-neutral but in practice is gender-blind.

2 Conditions to create a gender-aware energy policy

Gender-aware policies are required to ensure development for both men and women. But what conditions are necessary to create a gender-aware energy policy and which characteristics does this type of policy have?

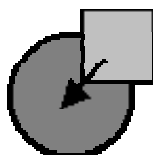
In a gender-aware energy policy needs of both men and women are considered. Analysis helps determine which needs etc. are identified.

A gender-aware energy policy should ensure that the energy needs and energy concerns of both men and women are considered. To create such a policy requires the enabling environment in which policy formulation takes place to be supportive of a process to engender policy. The first step in the gender mainstreaming process is the analysis of current policy, identifying its strengths and weaknesses, as well as defining the goals of a gender mainstreaming process.

A gender-aware energy policy has a number of characteristics that ensure it meets the criteria of addressing energy needs based on gender roles and changes gender relations to enable women to have greater control over their lives. Clancy and Feenstra (2006, forthcoming) identified five characteristics of a gender-aware energy policy:

The 5 characteristics of a gender-aware energy policy are: Gender mainstreaming, participation, recognition, an integrated energy planning (IEP) approach, and the use of gender-disaggregated data

- A gender-mainstreaming approach used in policy formulation: gender mainstreaming is a process to ensure that the concerns and needs of both women and men are considered in all planning and policy-making and that all policy-makers are aware of the needs of women and men and their roles and responsibilities.
- Participation: women are generally under-represented at the decision-making level in the energy sector and are rarely consulted regarding energy policy. To respond to women's energy needs and concerns, the government should consult women and let them participate in processes to formulate energy policy that reflects their energy demands.
- Recognition: of women's role in energy provision at the household level and use and their specific energy needs.
- An integrated energy planning (IEP) approach: this recognizes that energy has multi-dimension character (political, social, economic and environmental) and promotes a demand-driven approach towards energy planning. An IEP approach also recognises the cross-cutting nature of energy and hence the links to other sectors of the economy which impact on women's lives, for example, health, education, forestry, agriculture.
- The use of gender-disaggregated data: data on male and female energy use can be used as a tool to enlarge the knowledge on women's energy use and demand.



Discussion Point 4.1

The five characteristics mentioned above are part of creating a gender-aware energy policy. Their importance is partly discussed in previous units.

- What do you think will be the consequences of not keeping in mind these characteristics while designing an energy policy?
- Can you think of other characteristics that should be part of a gender-aware energy policy? (10 minutes)

>> Exercise 4.1: Conditions to create a gender-aware energy policy

3 The multi-dimensional character of energy policy

Energy policy is multi-dimensional, containing a political, environmental, economic and social aspect.

Energy policy has a dual function. On the one hand it has to meet the energy needs of society while on the other hand it has at the same time to contribute to the broad macro-policy objectives of the government, such as economic growth or security. Hence energy policy - like any sectoral policy – has a multi-dimensional character. This means energy policy contains political, environmental, economic and social elements. Each of these elements has a gender dimension and should therefore be taken into account while designing and implementing a gender-aware energy policy.

3.1 Political aspects

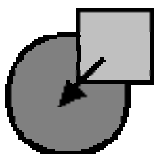
The political aspect of energy policy focuses on the organisation of use, production, provision and distribution of energy services.

The political aspect of energy policy relates to the way in which the use, production, provision and distribution of energy services are prioritised and organised. One of the tasks of governments, as part of the political process, is to reconcile conflicting and convergent societal interests. This means an energy policy should take into account all these factors, including women's empowerment.

In the previous unit all aspects of policy are discussed. This policy-framework determines how a policy is designed and implemented. If gender is made a focus of policy, this complicates the process since it adds another dimension to the other political aspects.

Discussion point 4.2

In your Module Assignment teams write “a gender-aware energy policy” in the centre of a sheet of paper. Then identify all the political aspects that are influencing energy policy (e.g. privatisation, ethnic tensions). Try to get a consensus on the aspects and their importance. You could try to show the relative importance of aspects (e.g. large circle for major factor, small circle for minor factor). Where does gender fit into your diagram? (15 minutes)

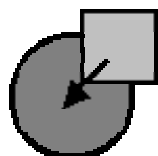


3.2 Economic aspects

The economic aspect has to do with the financial resources and how these are allocated.

The economic aspect of energy policy involves the allocation of financial resources for implementation. Financial provisions are needed to promote the goals of gender-mainstreaming. In particular pricing mechanisms and financial instruments should be analysed for differential impacts on men and women.

The budget that an energy ministry allocates then becomes a key instrument to gender-mainstreaming. A powerful instrument of governments in this respect is the pricing-mechanism. In Unit 2 it was stated that financial instruments can be inadvertently gender biased. Increasing the prices of energy services could have a different effect on the livelihood of men and women.



Discussion point 4.3

The economic aspect of energy policy has to do with financial resources and how these are allocated and used. Which types of programmes and projects in the Ministry of Energy in your country receive most financial resources? Can you think of ways to allocate available budgets to the energy sector, so gender issues will benefit from this? (10 minutes)

3.3 Environmental aspects

The sustainability aspect of energy policy reflects environmental issues.

The sustainability aspect of energy policy links to environmental issues. Since the 1980s increased attention is given to the use of sustainable energy forms – such as the sun and the wind – rather than fossil fuels. The use of renewable energy sources also helps address local environmental impacts related to health. Consequently, energy policy has a sustainable environment aspect.

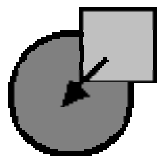
In many cases men and women are affected differently by health problems related to the whole energy chain (from supply generation to use) due to the different nature of their involvement in the stages of the chain.

An energy policy that reflects both gender as well as environmental issues will contribute to environmental improvements of which both men and women can benefit.

An energy policy which reflects environmental considerations could contribute to global and local environmental improvements. For example, the use of sustainable energy sources, such as biogas, in households could reduce the negative impacts on women's health from burning firewood. Since women are still considered the managers of household energy, their health will benefit from the improved environmental circumstances.

Promotion of energy efficiency will also contribute to environmental improvements. For example, more efficient charcoal stoves as well as reducing the household expenditure on energy services, so men and women will benefit from financial savings due to reduced fuel purchases, may also reduce pressure on natural forests by reducing the demand for charcoal.

Discussion point 4.4



- Does the current energy policy in your country reflect environmental issues? If yes: how is this done?
- Are there gender issues directly linked to these environmental issues? Are there gender and environment issues not currently covered by energy policy in your country?
- How can you make energy policy both gender- and environment-aware? (10 minutes)

3.4 Social aspects

As a gender-aware energy policy can redress inequalities it has a social aspect.

The social aspect focuses on the triple role women have in society: reproductive, productive and community.

A gender-aware energy policy has a social aspect since it has the ability to redress inequalities including those related to gender. If women are empowered, this can lead to transformations of social relations within a country.

When integrating gender into an energy policy, gender differences should be explicitly acknowledged. Women have a triple role in society; a reproductive, a productive and a community role. Box 4.1 explains the concept of the triple role of women (for more information you are advised to read Module 1). However, policy makers are not aware of women's triple role and tend to focus on their reproductive needs.

Box 4.1: The triple role of women

Reproductive needs refer to all tasks undertaken to reproduce the labour force (bringing up the next generation) and includes child bearing and rearing, feeding the family, caring for the sick, teaching acceptable behaviour and so on.

Productive needs refer to work done for payment in cash or in kind. It includes the production of goods and services for subsistence or market purposes.

Community tasks are those done not for individual family gain but for the well-being of the community or society: charitable work, self-help communal construction of village facilities, sitting on village committees, involvement in religious activities, visiting friends who need help and so on. For women their community tasks are often seen as an extension of their reproductive roles. These categories are not entirely water tight: there are fuzzy lines between them (Skutsch, Clancy and Leeuwe, 2004).

Often energy policy is only focussed on women's reproductive role.

Women's productive role in society is not always acknowledged, despite their contribution to household income. Therefore their energy needs, particularly the strong reliance on process heat for their enterprises, are not reflected in policy.

Women's participation in community activities can be facilitated by the reduction in time taken with household chores. For example, kitchens, pots and pans requiring less cleaning effort through the use of cleaner fuels, or by an increased sense of security after sunset, for example, street-lighting makes it easier to attend meetings at night.

Discussion point 4.5

Women have a triple role in society: reproductive, productive and communal. Can you think of the influence of a gender-aware policy on each of these roles? (10 minutes)

3.5 Changing objectives

Changes in the aspects result in changes in policy objectives.

The four aspects describe this Section 3 set macro-policy objectives. These are not static since they reflect wider concerns in society which change over time. For example, economic objectives have been predominant since countries emerged from colonial occupation while sustainability and environmental issues rose to prominence after the 1980s. Therefore the range of macro-policy objectives could be adjusted to include other emerging issues, for example, HIV/AIDS.

4 Issues within a gender-aware energy policy

Access to energy services is the overarching goal of a gender-aware energy policy.

In terms of meeting society's energy needs, we are concerned that energy policy reflects gender needs and concerns. Only when an energy policy is gender-aware, can society's needs be met in an equitable way. What, therefore, are the key issues that need to be addressed? What are the dimensions of a gender-aware energy policy?

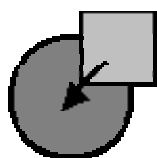
A possible overarching goal of a gender-aware energy policy could be: promoting access to a range of energy services which reflect gender needs and concerns.

Intra-community and inter-household relationships may determine access to energy services. These may not be the same for all women or men in the community. In this area the differences between the two genders may be visible. Status, income, age and stage of life-cycle (whether people have children, are employed or are sick), as well as individual relationships, may affect access to energy services

Discussion point 4.6

Can you think of other factors besides the ones mentioned above that influence the access to energy services?

How do all these factors influence access to energy in your country? (10 minutes)



Three aspects of access are: availability, affordability and safety.

Meeting energy needs means that women and men want access to energy sources. There are three issues which determine access to the type of energy sources people: availability, affordability and safety. Each of these issues will be discussed in this section of the unit.

Availability

Availability addresses the form and quantity of energy available for users.

Availability addresses the form and quantity of energy sources that are available for use. Users want sufficient quantities of energy in the suitable form (energy services) which should be dependable. Users want to be able to rely on energy services for continuation of their activities.

Women and men should be able to select energy services according to their own criteria. Energy policy, therefore, should ensure that a full range of services are available.

Affordability

Affordability has to do with the costs of fuel and appliances. They should suit the resources of users.

Affordability addresses issues of cost. This is not limited to the costs of fuels but also includes the cost of appliances.

By definition poor women and men have small, often irregular cash incomes and multiple demands on this income. Their choices are constrained by what they can afford. Pricing policies should reflect the reality of low income households cash flow levels and patterns. Expensive energy services will severely limit the options for these people to use the energy source of their choice.

Safety

Safety addresses the dangers that come with certain energy services.

Safety addresses issues related to the dangers that women and men are exposed to at different points in the energy chain. For example, physical abuse during fuel wood collection and burns with flammable liquids. Understandably, safer forms of energy are preferred above more dangerous forms.

Discussion point 4.7

The issue of safety concerns the dangers people face while using a certain energy source. This has not only to do with the harm a form of energy can cause adults, but also the dangers their children face. Can you think of the dangers of the following energy related activities? How could they be made safer? (Do not only think of direct physical harm, but also of health issues.)

- The collection of fuel wood in a distant forest;
- Cooking on charcoal stoves;
- Using a diesel engine for irrigation;
- Kerosene lights. (10 minutes)

Relations between issues and policy

The three issues are correlated to each other.

All three issues are interlinked. For example, access to good quality light can be provided by the availability of affordable electric lighting which in addition has an impact on men and women's safety by reducing the need to use kerosene lamps.

The macro-policy objectives from Section 3 in this unit will influence the formation of policies to meet energy needs creating the multi-dimensional aspect of energy policy. This influence can be analysed by combining the gender and energy issues with the objectives in the form of a table. This analysis can be done using the tool: Defining elements of an engendered energy policy.

>> Tool: Defining elements of an engendered energy policy

>> Exercise 4.2: Relations between access issues and dimensions of policy

5 Define the elements of gender-sensitive energy policies

In this unit three elements of a gender-sensitive energy policy have been presented:

- The conditions to create a gender-aware energy policy;
- The dimensions of policy, and:
- The issues related to energy access.

Each of these elements consisted of certain aspects. In this section these elements are summarized and their linkages are given.

Conditions to create a gender-aware energy policy

The conditions to create a gender-aware energy policy have been identified as:

- Gender mainstreaming;
- Participation;
- Recognition of women's needs;
- An integrated energy planning (IEP) approach, and:
- The use of gender-disaggregated data.

Dimensions of policy

The dimensions of policy are:

- Political aspects;
- Economic aspects;
- Environmental sustainability aspects, and;
- Social (equity and empowerment) aspects.

Issues related to energy policy

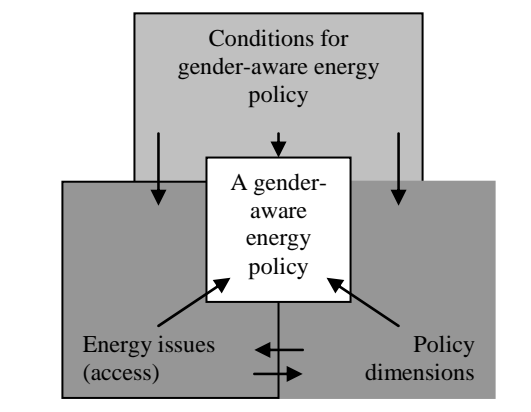
Access to energy was identified as the overarching goal of a gender-aware energy policy. Three issues related to access which need to be addressed in energy policy are:

- Accessibility;
- Affordability, and;
- Safety.

The characteristics of a gender-aware energy policy have to do with the policy making process, while the issues and dimensions address the policy itself.

Figure 4.1 shows the relation between the energy access issues and the dimensions of policy. The conditions to create a gender-aware energy policy form a set of prerequisites to make engendering energy policy possible. The conditions have to do with the process of creating the policy, while the issues and dimensions are concerned with the product of the process – the policy itself.

Figure 4.1: Influencing a gender-aware energy policy



As you can see, all elements are related. Figure 4.1 can help you to design a gender-aware energy policy, as long as you remain aware of the pre-conditions needed to enable gender mainstreaming during the design and implementation process.

In the last unit of this Module you will learn how to actually create a gender-aware energy policy, using all the information from the first four units.

UNIT 4: EXERCISES

Exercise 4.1: Conditions for gender-mainstreaming in energy policy

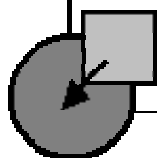
A gender-aware energy policy has five characteristics. These are very important for successful design and implementation of an energy policy. In this exercise you will have to think about aspects of each of the characteristics. (40 minutes)

Below are the five conditions considered necessary to create a gender-aware energy policy. You are asked to answer three questions for each condition: why is it important? what could happen when it isn't used? what is needed to get the condition in place? For the last question, think of things such as appropriate tools, the way in which decisions should be made, etc. (20 minutes)

After you completed this exercise, there is an opportunity to share your findings with the other participants. (20 minutes) The output of the exercise is to be used in the Module Assignment.

Reference has already been made to these conditions in earlier units (although they were not explicitly mentioned). So you may find it helpful in doing the exercise to refer back to these units.

<i>Characteristic</i>	<i>Why important?</i>	<i>What if not used?</i>	<i>What is needed?</i>
Gender mainstreaming			
Participation			
Recognition			
Integrated Energy Planning (IEP)			
Gender-disaggregated data			



Exercise 4.2: Multidimensional character of energy policy

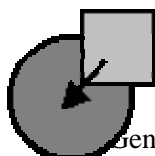
Energy policy has a multidimensional character. The policy is influenced by a political, an economic, an environmental and a social aspect. In this exercise you are asked to determine changes in the aspects that influence energy policy and their consequences for the energy policy of your country. (30 minutes).

You will work in pairs for this exercise. The first thing you are asked to do is to write down a brief description of a specific aspect of the current energy policy in your country. Chose a subject you are well informed about, for instance solar energy. Especially think about: how is the policy financed? Who uses the resources created by the policy? Who maintains or controls the policy? Write it down below (be brief!).

Next, you are going to look at changes in the policy and its aspects when changes occur in society. First of all, think of the main characteristics of the aspects in the current policy. After that, think about the changes that occur due to the events in the left column.

<i>Situation (event)</i>	<i>Changes in political aspects</i>	<i>Changes in economic aspects</i>	<i>Changes in environmental aspects</i>	<i>Changes in social aspects</i>
Current situation				
Government funds for the policy are reduced by 75%				
The international community asks your country to reduce the use of fossil fuels				
Gender-disaggregated data				

When you have filled the table, think about this: how does the energy policy in total change due to the changes in the aspects? Pick one of the two events and write down the changes you think will occur.



Exercise 4.3: Relations between access issues and policy dimensions

The ‘gender-aware energy policy matrix’ is presented as a tool to determine relations between access issues and the dimensions of policy. In this exercise you will complete this table to create a gender-aware policy. (40 minutes)

In the table below (the ‘gender-aware energy policy matrix’) the relation between energy issues and policy dimensions are shown. Use the steps in the tool ‘defining elements of an engendered energy policy’ to complete the table by filling the empty cells. Some cells have already been completed to illustrate the type of information needed. You will work on the exercise in your Assignment Teams (30 minutes). There is 10 minutes allowed at the end to discuss the results.

<i>Dimensions</i>		<i>Political aspects</i>	<i>Economic aspects</i>	<i>Environmental sustainability</i>	<i>Social equity and empowerment</i>
<i>Issues</i>					
A C C E S S	Accessibility	Instruments to provide wide choice of energy forms for household and informal sector, e.g. biomass and LPG are part of supply mix			
	Affordability		Pricing policy reflects women’s incomes and cash flows, e.g. electricity connection tariffs and payment methods		Increased purchasing power through reduced energy bills in households and informal/small scale business
	Safety			Promoting non-polluting technologies e.g. information campaigns about the benefits of smokeless biomass stoves or solar cookers	

UNIT 4: TOOLS

Defining elements of an engendered energy policy

When to use?

Identifying policy priorities and analysing policy content.

Methodology

The approach is mixed: desk analysis, interviews with key personnel in the Ministry of Energy and a participatory workshop.

Introduction

Energy policy has a dual function. On the one hand it has to meet the energy needs of society while on the other hand it has at the same time to contribute to the broad macro-policy objectives of the government, such as economic growth or security. Hence energy policy is multi-dimensional in character. The macro-policy objectives generally fall into the categories of political, environmental sustainability, economic and social objectives. Each of these objectives has a gender dimension.

The *political* aspect of energy policy relates to the way in which the use, production, provision and distribution of energy services are organised. Through political processes, various competing and convergent societal interests can be reconciled, including those related to gender differences.

The *economic* aspect of energy policy involves the financial resources available for implementation. Financial provisions are needed to promote the implementation of gender-mainstreaming, and pricing mechanisms and financial instruments should be analysed for differential impacts on men and women.

The *sustainability* aspect of energy policy links to environmental issues with increased attention for the use of sustainable energy forms, such as the sun and the wind, rather than fossil fuels. The use of renewable energy sources also helps address local environmental impacts related to health. In many cases men and women are affected differently by health problems related to the whole energy chain due to the different nature of their involvement in the stages of the chain.

Energy policy also has a *social* aspect, since availability of energy services is central to sustainable human development. Improved access to energy services can reduce inequalities between men and women, rich and poor and other population groups. Energy services can also contribute to women's empowerment particularly through freeing their time for other activities and through communication media increase their knowledge on technical and social issues.

These macro-policy objectives are not static since they reflect wider concerns in society which change over time. For example, economic objectives have been predominant since countries emerged from colonial occupation while sustainability rose to prominence after the 1980s. Therefore range of macro-policy objectives could be adjusted to include other emerging issues, for example, HIV/AIDS.

In terms of meeting society's energy needs, we are concerned that energy policy reflects gender needs and concerns. What are the key issues that need to be addressed? A possible overarching goal of a gender sensitive energy policy could be: promoting access to a range of energy services which reflect gender needs and concerns. Access can be defined by a number of variables. Clancy and Feenstra identified three variables: availability, affordability and safety. They defined these variables as:

Availability addresses the form and quantity of energy sources: sufficient quantities of energy in the form end-users want (energy services) which should be dependable.

Affordability addresses issue of cost not only of fuels but also appliances.

Safety addresses issues related to the dangers that women and men are exposed to at different points in the energy chain (for example, physical abuse during fuelwood collection and burns with flammable liquids).

All three variables are correlated with each other. For example, access to good quality light can be provided by the availability of affordable electric lighting which in addition has an impact on men and women's safety by reducing the need to use kerosene lamps.

The macro-policy objectives will influence the formation of policies to meet energy needs creating the multi-dimensional aspect of energy policy. This influence can be analysed by combining the gender and energy issues with the objectives in the form of a matrix (or table). Each cell will represent the type of policy response to a particular need both from society as dictated by macro-policy objectives.

The matrix can be used as a model for how to incorporate gender issues into the content of energy policy or it can be used as an analytical tool to evaluate current policy. If all cells are complete, then energy policy is well balanced and gender aware. Empty cells can help identify where specific issues are not being addressed. Too many items in a cell could lead to a discussion on whether or not there is too heavy a reliance on one type of policy response. Alternatively, too few items in a row could signal that one aspect of gender energy needs is not being sufficiently addressed.

The specific content of the matrix will vary according to local circumstances.

Methodology

Step 1: Identify the government's macro-policy objectives.

An initial desk analysis of the current government policy statements can be made to identify macro-policies.

This can be followed-up by semi-structured interviews with key-informants.

Step 2: Identify the general categories of gender and energy issues that need to be addressed

A participatory workshop to develop a problem tree can be used to identify the issues. As a desk exercise these issues can be categorised into a small number of key issues.

Step 3: Complete the table with policy instruments and measures

The table can be completed with policy instruments and measures as a desk exercise and presented to a participatory workshop for refining.

Gender-aware energy policy matrix

A C C E S S I B I L I T Y	Dimensions	Political aspects	Economic aspects	Environmental sustainability	Social equity and empowerment
	Issues				
	Accessibility				
	Affordability				
	Safety				

A worked example: gender-aware energy policy matrix.

	<i>Dimensions</i>	<i>Political aspects</i>	<i>Economic aspects</i>	<i>Environmental sustainability</i>	<i>Social equity and empowerment</i>
	<i>Issues</i>				
A C C E S S	Accessibility	Instruments to provide wide choice of energy forms for household and informal sector, eg biomass and LPG are part of supply mix	Mechanisms to stimulate suppliers to enter the market supplying household energy, eg women are trained and supported to establish their own ESCOs (energy service companies).	Promotion of clean energy sources and technologies, eg incentives for developing household energy supplies around modern biomass forms.	Equal distribution and access to energy services eg women are able to influence policy by being enabled to reach senior level in energy sector decision making through vocational training.
	Affordability	Mechanisms to reflect women's incomes and cash flows in cost of fuels eg requirement for LPG suppliers to provide different size cylinders	Pricing policy reflects women's incomes and cash flows, eg electricity connection tariffs and payment methods	Mechanisms stimulate switch to renewable energy sources and technologies eg women have access to credit sources sufficient to purchase solar home systems.	Increased purchasing power through reduced energy bills in households and informal/small scale business.
	Safety	Safety regulations apply to household labour saving equipment.	Pricing policies to encourage switch to safer fuels and technologies eg from kerosene to LPG or biogas for cooking.	Promoting non-polluting technologies eg information campaigns about the benefits of smokeless biomass stoves or solar cookers.	Increased well-being and personal safety are targeted eg reliable street lighting enabling women to participate in events after dark.

MODULE ASSIGNMENT UNIT 4

This unit was focussed on the elements of a gender-aware energy policy. During this Unit you have read about the conditions, dimensions and issues that determine a gender-aware energy policy and you have already thought about how this relates to the situation in your country.

The elements of a gender-aware energy policy can be separated into three categories: conditions, dimensions and issues. Each of these have an actual and a desired status. The goal of Unit 4's Module Assignment is threefold:

- Determine your country's current status (having a gender-blind energy policy);
- Summarize the theoretical information given in this Unit, to:
- Determine your country's desired status (having a gender-aware energy policy).

Three groups will work on these three goals, each for a separate element of a gender-aware energy policy. For the third goal (the desired status) suggestions will be made, which will be decided on when the findings of this Module Assignment are presented.

Each of the three groups will work on:

Team 1: Conditions to create a gender-aware energy policy

Relates to Unit 4, Section 2, and Exercise 4.1.

Team 2: Dimensions of a gender-aware energy policy

Relates to Unit 4, Section 3, and Discussion Points 4.2, 4.3 and 4.4.

Team 3: Issues related to a gender-aware energy policy

Relates to Unit 4, Section 4, and Discussion Point 4.6.

UNIT 5: TOWARDS DEVELOPING AND IMPLEMENTING A GENDER-AWARE ENERGY POLICY

Learning objectives:

After reading this unit, the participant should be able to:

- Name the six enabling conditions for engendering energy policy;
- Explain the contents of the enabling conditions;
- Investigate and use the enabling conditions to change energy policy;
- Name the important elements of the policy formulation process;
- Identify motivations of different stakeholders.

Time schedule:

- In total: approx. 13 hours.
- Reading the material: 50 minutes;
- Cases: 20 minutes;
- Discussion points: 95 minutes;
- Exercises: approximately 6 hours;
- Tools: 60 minutes.
- Module Assignment: 3 hours.

Aim of the unit

To put the knowledge from the previous units into practice by formulating the conditions needed for realizing a gender-aware energy policy.

Key concepts and ideas introduced in this unit:

Participatory planning, gender methodology, legislation on gender equality, political commitment, institutional support, financial commitment, gender-disaggregated data, gender-mainstreaming, participation, recognition, Integrated Energy Planning, stakeholders, welfare, empowerment, equality/equity, efficiency, anti-poverty.

Topics in this unit:

- The enabling conditions for engendering energy policy;
- The formulation process;
- What motivates stakeholders?

1 Introduction

In this Unit the necessary conditions within the stages of a policymaking process for developing and implementing a gender-aware energy policy will be described. Hereby it will become possible to develop and implement a gender-aware energy policy. Whereas the previous units presented you with all the background information on contents, processes, etc. of policy, this unit will deal with the actual policy development process.

The three phases of the policy process: enabling and initiation, formulation, and monitoring and evaluation.

The policy process has three phases – enabling and initiation, formulation, and monitoring and evaluation. In Unit 3 (sub-section 2.1) you can see how these phases relate to each other in the policy making process. The policy making is regarded as a cyclic process, as monitoring and evaluation can lead to adjustments of the existing policy.

Policy development is not initiated in a vacuum and thus enabling conditions are needed to make the process possible.

Policy development is not initiated in a vacuum. Therefore a number of enabling conditions need to exist as necessary prerequisites to stimulate the process towards creating a more gender-aware energy policy. In the second phase – policy formulation – a number of elements are also necessary to achieve the gender aware policy. The implementation process – during which monitoring and evaluation occur – also asks for some enabling conditions. This unit will deal with those.

Stakeholders can have considerable influence on the policy making process and therefore an analysis of stakeholders is important.

Stakeholders are involved in the three phases of the policy making and implementation process. Each group has its own underlying rationales for engendering energy policy. The stakeholders are either motivated by the existing conditions to start the process or they can take action to create any missing conditions. These underlying principles of stakeholders are influencing the whole process as well as shaping the form of the engendered policy. There may exist also stakeholders who wish to block or slow the process. Therefore, it is important not only to analyse the process itself but also those involved in the process if the gender aware policy is to become a reality. Information about and tools for this analysis are given in the last part of this unit.

2 The enabling conditions for engendering energy policy

Six enabling conditions for engendering energy policy are: participatory planning, gender methodology, legislation on gender equality, political commitment, institutional support and financial commitment.

There are six enabling conditions for engendering energy policy. These conditions can be considered as a trajectory to create an environment to make an energy policy gender aware. The six enabling conditions are:

- Participatory planning;
- Gender Methodology;
- Legislation on Gender Equality;
- Political commitment;

- Institutional support
- Financial commitment.

The use of these conditions likely shortens the duration of the policy making process.

Using a combination of some or all of these conditions during the policy making process most likely shortens the duration of the process. However, it is not impossible to create a gender-aware energy policy without these conditions. Even if all these conditions are in place, a gender-aware energy policy is not guaranteed since the motivation and strategic interests of some stakeholders might block the creation of such a policy.

2.1 Participatory planning

A participatory planning approach involves stakeholders-participation in the policy formulation process.

It is more likely to create a greater opportunity for women's voices to be heard when a participatory planning approach is used. A participatory planning approach should involve beneficiaries of public policy in formulating policy. This is done through stakeholders-participation by the government working in collaboration with communities, development organisations, civil society organisations, etc.

To determine which stakeholders should participate in the planning process, a stakeholder analysis can be carried out.

>> Tool: Stakeholder analysis

An additional step to the stakeholder analysis is the tool that determines the 'stakeholder's viewpoint'.

>> Tool: Stakeholder viewpoint

Stakeholder analysis is an important tool in many phases in the process of engendering a energy policy.

A stakeholder analysis is an important tool not only in the policy formulation but also in advocacy activities.

Discussion point 5.1

A stakeholder analysis is an important tool in the policy formulation process and other activities needed to create a gender-aware energy policy. When you look back at all the activities in the previous units, where would you want to use a stakeholder analysis?

Do you think the outcomes of stakeholder analyses in different phases of the process will produce different results in terms of either process or policy content? (10 minutes)

2.2 A gender methodology

A gender methodology means the collection and use of gender-disaggregated data on gender inequalities in existing energy policies.

A gender methodology means that gender disaggregated data is collected and used by stakeholders in the policy formulation process.

To provide information on gender inequalities as a result of existing energy policy a gender methodology can be used by different actors, such as, universities, government departments (for example, the bureau of statistics), NGOs and newspapers. As was pointed out earlier, lack of information by policy makers when formulating policies can lead to gaps in policy.

Gender analysis helps to create gender awareness and to provide tools for monitoring and evaluation.

Gender analysis is a multi-functional tool. Not only does it create more gender awareness among stakeholders, it also provides a tool for monitoring the process towards greater gender-equality in energy policy. Gender analysis can be used as a tool in the evaluation of energy policies by measuring their impact on meeting women and men's energy needs and their influence on gender relations. Therefore, the importance of gender-disaggregated data should not be underestimated.

2.3 Legislation on gender equality

Legislation on gender equality is needed for engendering energy policy.

The existence of gender equality legislation provides the basis for engendering policy. Is the legal treatment of men and women equal? Are men and women equal before the law? Are gender-issues integrated into the constitution?

It is possible to analyse the legislation on gender equality in different ways. Legislation has multiple shapes. In the Tool *Analytical methods for different elements of policy and policy processes* some suggestions are made on how to analyse existing legislation.

>> Tool: analytical methods for different elements of policy & policy processes

After studying the tool you should complete Exercise 5.1.

>> Exercise 5.1: Gender legislation analysis

2.4 Political commitment

Political commitment to gender mainstreaming is another condition for a gender-aware energy policy.

Linked to gender equality is the political commitment to gender mainstreaming; putting pledges into practice. The existence of a National Gender Policy is an indicator of the political commitment towards achieving gender equality.

A National Gender Policy, should encourage gender-mainstreaming in all governmental levels and sectors. Commitment to international conventions on gender equality can also play an important role in ensuring that governments act to engender policy. Has the government signed and ratified the Convention on Elimination of all forms of Discrimination against Women (CEDAW) and did they sign and ratify the Beijing Platform of Action?

In Case 5.1 describes political commitment in Uganda to gender mainstreaming.

Case 5.1: Political commitment to gender mainstreaming in Uganda

Uganda has had a gender policy since 1997. The main aim is to mainstream gender in all development programmes; so that social development, economical development, and cultural development is made gender-sensitive. The gender policy sets out to address the main gender-inequalities that exist in the country such as women's limited ownership and access to land and other resources, such as education. The Ministry of Gender, Labour and Social Development, was established to be the steering institution to implement the gender policy. The Minister sits in the Cabinet. The ministry works in cooperation with the Ministry of Finance, Planning and Economic Development to ensure that all development programmes taking into account gender and that resources are provided. Gender mainstreaming takes place at all levels of government. Provisions have also been made for women to get into the mainstream of politics, for example, by providing a mandatory 30 percent female representation on the local council.

Discussion point 5.2

From Case 5.1, what are the signs of political commitment to gender mainstreaming in Uganda?

Can you think of other ways to investigate the amount of political commitment in a country apart from analysing government documents?

2.5 Institutional support

Institutional support is required to hold governments to their political commitment as well as to promote gender mainstreaming and to monitor results.

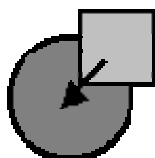
To hold governments to their political commitments and to monitor the gender equality legalisation framework, institutional support is needed. This support is also required to promote gender mainstreaming in all sectors, including energy.

This support can come from within government, for example a ministry for Women's Affairs or a Gender Ministry, or from civil society, for example, NGOs active in gender and energy.

In Uganda, for example, there is a Ministry of Gender, Labour and Social Development. Case 5.2 describes the institutional framework in Uganda.

Case 5.2: The institutional gender framework in Uganda

In Uganda, the Ministry of Gender, Labour and Social Development is charged with the responsibility of implementing the National Gender Policy and co-ordinating gender responsive development, in particular ensuring the improvement of women's status. It provides policy guidelines on gender and it gives technical support in gender mainstreaming to stakeholders. It is involved in the development of gender policies in other sectors, acting both as a catalyst and a facilitator/expert on gender issues. A major task of the Ministry is to organize seminars and workshops to sensitise different categories of policy makers and programme planners to gender issues. The



target group is ministers, permanent secretaries, senior officials, members of district development planning committees; men and women.

In 1993, a National Women's Council was established which has secretariats at the national and district levels. District level leaders are facilitated with transport to assist in mobilising women to participate in activities which will benefit them.

Discussion point 5.3

Do you think the institutional framework in Uganda as described in Case 5.2 is sufficient to achieve gender mainstreaming?

Does your country have an institutional framework like the one described in Uganda? (10 minutes)

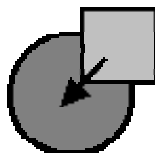
2.6 Financial commitment

Financial commitment is crucial for realising gender-aware energy policy.

Finally, financial commitment is crucial for realising gender-aware policies and to demonstrate political commitment to gender mainstreaming by allocating sufficient resources to implement gender aware policies.

Financial limitation can restrain the execution of political commitments. On the other hand, limited political commitment can seriously limit the financial resources available. Case 5.3 show the financial limitations in Uganda and their consequences on engendering energy policy.

Case 5.3: Financial constraints in Uganda.



Despite the efforts of the Ministry of Gender, Labour and Social Development to try to implement the National Gender policy at all levels in all institutions, by 2002 it had not been implemented in all the state institutions, in all districts and ministries. One reason for this lack of implementation is the lack of funding. The Ministry has a lot of initiatives to implement the policy, but they need resources to implement it. The funds they received are not enough to fund all the project ideas they have.

Discussion point 5.4

When you look at Case 5.4 what does this say about the political commitment of the Uganda government?

What is the situation in your country regarding the financial commitment of the government to gender mainstreaming? (10 minutes)

>> Exercise 5.2: Enabling conditions for a gender-aware energy policy

3 The formulation process

Five elements need to be in place to be able to start the formulation process...

... gender-disaggregated data; gender mainstreaming; participation; recognition of the role of women and integrated energy planning.

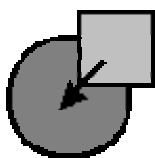
When you actually start formulating a gender-aware energy policy, five elements need to be in place to facilitate this process. These elements build upon the enabling conditions discussed in the previous section of this unit. The terminology of the five elements should sound familiar by now, as each has already been introduced in previous parts of this Module.

The five elements to facilitate the formulation process are:

- Gender-disaggregated data.
- Gender mainstreaming;
- Participation;
- Recognition of the role of women in the energy sector;
- Integrated energy planning;

3.1 Gender-disaggregated data

Gender-disaggregated data is the foundation stone of a gender-aware energy policy. It is needed to identify the problems and to evaluate and monitor the policy.



The first element in the policy formulation process is the availability of gender-disaggregated data. This data contributes to improving decision makers' knowledge on women's energy use and demands, as well as information about the energy services men and women use and require.

The availability of such data can be considered the foundation stone of a gender-aware energy policy. Without the data it is not only unclear where exactly the problems lie in the current situation, but it is also impossible to evaluate and monitor the results of the formulated and implemented policy.

Discussion point 5.5

Is there gender disaggregated data available in your country?

Who is responsible for compiling energy data? Is this data gender disaggregated?

3.2 Gender mainstreaming

Policy makers need to recognize that their energy policy is gender-blind and commit themselves to a gender mainstreaming approach.

The second element that needs to be in place is the recognition by policy makers that current energy policy can be considered gender-blind. Once the policy makers are aware of this shortcoming in their policy they will be more likely to change policy to be more gender-aware. Then they can give a commitment to a gender mainstreaming approach.

Discussion point 5.6

How would you convince the policy makers in your country of the fact that the current energy policy is gender-blind?

How would you ensure that the policy makers give a commitment to a gender mainstreaming approach? (10 minutes)

Gender budgetting can enable a gender mainstreaming approach.

A goal of gender mainstreaming is to ensure the allocation of a fair share of financial support to projects aimed at the improvement of the position of women. One way to make sure that sufficient financial support is provided by the government is through the process of gender budgetting. Gender budgetting raises awareness of the gender-blindness of policies and gives governments the opportunity to redirecting public policies and expenditure to promote gender equality. In principle, public expenditure on social services and infrastructure are allocated on a gender-neutral basis. However, in practice, women and men benefit differently from policy. Government's budgets should be gender disaggregated to enable monitoring and evaluation of policy.

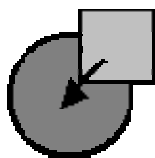
3.3 Participation

Women should participate in all phases of the policy formulation process.

The third element that needs to be in place is the strategy of participation in energy policy formulation by women and men as energy end-users. Women are generally under-represented at the decision-making level in the energy sector and are rarely consulted regarding energy projects. Decision makers in the energy sector should consult women and facilitate their participation in formulating an energy policy that reflects their energy demands.

Participation by women, as well as men, should be emphasized during the entire process.

Case 5.3: Barriers to women's participation in the political process of decision making



Despite the efforts of the Ministry of and the National Women's Council in Uganda, women's participation in political processes and activities related to decisions at the different levels of government is still not equal with that of men. Why? At the practical level, women are not able to pay for political participation, for example the registration fee for candidates. Other reasons relate to the way politics is perceived. In Uganda, politics is still very strongly associated with military, repression, civil war and sectarian fighting and a domain of men. Women politicians are receiving personal attacks and constantly reminded about their reproductive roles. (Source: Feenstra, 2002).

Discussion point 5.7

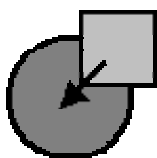
Case 5.3 identified some reasons why the numbers of women participating in political decision making remains low in Uganda.

Are there other possible explanations?

How could you overcome these barriers? (10 minutes)

3.4 Recognition of the role of women

Policy makers should recognise the role of women and the gender differences in energy use, provision, rights, etc.



The fourth element is the recognition of the role of women in the energy chain. A gender-aware energy policy should make a clear statement about the recognition of women's role in energy provision and use. It should recognise women's energy needs are based on the gender division of labour, such as cooking, income generation, lighting, etc., and hence are different to men's. Women also should have the opportunity to develop careers in the energy sector and to reach senior positions.

Policy makers who are not aware of these differences cannot formulate a gender-aware energy policy. Through for example advocacy activities the awareness of policy makers can be increased. By now you should be able to explain the differences to others.

>> Exercise 5.3: Creating awareness on gender and energy among policy makers

3.5 Integrated Energy Planning

Energy planning should focus on end-users demands so gender issues are not missed.

It should be recognised that energy is a means to achieving food security, education, health, environmental protection, income generation, etc.

Energy policy planning therefore needs an integrated approach to understand the relation between gender and energy and the impact of the policy.

Finally, the fifth element that needs to be in place is an Integrated Energy Planning Framework. Current approaches to energy planning tend to focus on the supply side (which energy sources to use). However, these approaches miss gender issues. A demand side approach, which looks at the end-users' needs, would be more likely to integrate the gender dimension to energy policy than a supply side approach.

Gender is about roles and responsibilities which underlines the fact that energy is a means to an end. Energy is an input into other sectors, for example energy inputs into small scale industries and agriculture are essential for securing income generation. In addition, energy also plays a role in providing food security, education, and health as well as protecting the environment.

There is also reciprocity: increased income can lead to a higher energy demand as well as the purchase of more energy efficient technologies and cleaner fuels. Reciprocity also extends across sectors: education can create awareness about different types of energy; the need for environmental protection can stimulate the use of renewable energy technologies; infant vaccination campaigns need refrigerators for storing medicines etc.

Therefore, energy policy planning requires an approach to look at both gender and energy from an integrated perspective which will help to

understand the relation between gender and energy and what the impact of certain energy policy decisions will be on women in relation to men not in isolation but embedded in their societal roles and responsibilities.

Discussion point 5.8

An Integrated Energy Planning is perhaps the most difficult of elements to get in place since it requires a radically shift in the way planning is done. The relations between gender, energy and other sectors are complex as well as extensive.

Below are listed four issues that could be taken up for policy formulation and implementation. How (if at all) would a gender-aware energy policy influence them and how would a gender-aware energy policy be influenced by them?

- Access to secondary education;
- Transport infrastructure provision, such as footpaths, roads and bridges;
- Modern communication technology, like internet and mobile phones;
- Personal freedom in life choices. (15 minutes)

4 What motivates stakeholders?

Every actor in the policy formulation process will have own underlying reasons to support or oppose gender mainstreaming.

When the conditions set out in the previous chapters are realised, a background is established to enable the creation of a gender-aware energy policy. However, within any given society different actors will have their own underlying reasons for supporting or opposing gender-mainstreaming. The underlying reasons for engendering energy policy are identified as: welfare, empowerment, equality/equity, efficiency and anti-poverty.

Welfare

Welfare is aimed at reducing women's daily burdens.

The aim of this approach is to increase women's welfare by lightening women's daily burdens. For example more fuel-efficient stoves reduce the need for and time spent on wood collection. This approach is not aimed at changing women's roles or gender relations nor to opening new doors for them.

Empowerment

Empowerment increases women's control over their own lives.

The aim of empowerment is to transform women's lives through creating greater self-reliance by building skills and initiating activities on all needs and aspects of life. Women become more powerful to make decisions and take more control over their own lives. Empowerment aims to transform gender roles and relations, to give women greater control over their lives.

Equality/ Equity

Equality/ equity make sure energy resources are distributed equally between men and women.

Equity implies an agreed upon and fair system of distribution of rights, power and resources between men and women. Equality implies equal shares of these things. In terms of current energy policies, the distribution of and the power over and benefits from access to energy resources is not equally distributed between men and women.

Efficiency

Awareness of differences between men and women can make energy policies more efficient.

Awareness that men and women have different perspectives, needs and constraints can lead to a better fit of project intervention with the intended beneficiaries and thus greater management efficiency translated into more successful project delivery.

Anti-poverty

Anti-poverty is aimed at poverty reduction of women.

The purpose of the anti-poverty approach is to ensure that poor women increase their productivity so that they earn more income, which help them to move out of their poverty.

Discussion point 5.9

Which of the above mentioned approaches do you feel most represents yours? And your organisation? And the government of your country? (10 minutes)

Several rationales can exist simultaneously within one actor.

Within a government, even within a department of a ministry, several rationales for engendering energy policy can exist simultaneously. The government can have an anti-poverty approach and a welfare approach at the same time and in certain cases even show signs of an equality / equity approach.

During the policy formulation different stakeholders can have different rationales.

Also different stakeholders in a policy formulation process can participate with different (sometimes conflicting) rationales. In general, private companies are motivated by efficiency, while NGO's that focus on women's rights can be aiming at women's empowerment.

At project level, the implementing organisation can change a project to suit their own rationales.

Many organisations are not supportive of gender equity and empowerment as this implies a radical change in the status quo. Some do not really appreciate even the efficiency argument, taking the somewhat old fashioned line that welfare is what women need. International donor organizations can regard poverty reduction and gender-equality as goals. Because of the differences between motivations of stakeholders, it can be questioned whether multi-stakeholder participation is effective. There is evidence to suggest, at least at the project level, that the implementing organisations can hi-jack a project and shape it towards reaching their own objectives which may not be favourable to changing gender roles or relations.

Stakeholders need to be aware of their own and each others rationales to support gender mainstreaming.

At least, stakeholders, particularly international donors, should be aware of their own motivation and that of the other participants. If the motivations are hidden and conflicting then this could mean an obstacle for the gender-mainstreaming process. However if the motivations are clear and supportive, it could work as a catalyst for gender-mainstreaming by trying to satisfying the different energy needs of men and women.

>> Exercise 5.4: Motivations of stakeholders

5 Summary and conclusions

In order to start engendering energy policy a number of enabling conditions should be present:

- Participatory planning;
- Gender Methodology;
- Legislation on Gender Equality;
- Political commitment;
- Institutional support, and:
- Financial commitment.

A gender-aware energy policy can be created with only some or none of these conditions. However, the presence of all the conditions will make the process easier, more successful and less time consuming.

During the formulation process, five elements need to be in place. When these are used, the process will also be easier, more successful and less time consuming:

- Gender-disaggregated data.
- Gender mainstreaming;
- Participation;
- Recognition of the role of women in the energy sector, and:
- Integrated energy planning.

During the formulation process some stakeholders play a role. They can be motivated to stimulate or oppose the process due to their own motivations for engendering energy policy. These motivations can be:

- Welfare;
- Empowerment;
- Equality/ equity;
- Efficiency, and:

- Anti-poverty.

Being aware of your own motivations and of those of other stakeholders enables you to identify allies in engendering energy policy. It also helps to reduce frustrations when you understand why some stakeholders resist your attempts to mainstream gender in the energy sector. In addition, you can use this information to develop strategies to address any resistance.

UNIT 5: TOOLS

Stakeholder analysis

When to use?

Understanding the policy process and Organisations

Methodology

Desk analysis or participatory workshop

The composition of any participatory workshop needs some consideration if meaningful information is to be obtained. Some stakeholders might not be prepared to share “hidden” agendas. Others might use the opportunity to find information about other stakeholders that they would not normally be privy to.

Source

There are numerous guides available on the internet in how to carry out a stakeholder and how to present the results of the analysis. The following is adapted from the *World Bank Participatory Tools and Techniques: A Resource Kit for Participation and Social Assessment Module 2 Stakeholder Analysis*.

Introduction

Stakeholders are those people who stand to gain or lose something by a policy intervention, or those who are capable of influencing significantly the policy making process. In understanding how energy policy is formulated, analysing who stakeholders are, what their interests are and their power is a key action for anyone trying to influence policy. This understanding can be gained through the well established tool of “stakeholder analysis”. Stakeholder analysis is an important and flexible tool for providing a whole range of information about who will be affected by a policy; who could influence the policy (again positively or negatively); which individuals, groups or agencies are involved in formulating and implementing policy and what role will they play. Stakeholder analysis can also identify whose capacity needs to be built in order to participate effectively.

The analysis can be undertaken in a variety of ways. It may not be necessary to conduct a full analysis where much is known about the different groups and their relationships with each other. Here a desk analysis could be carried out by an individual based on his or her knowledge of the stakeholders or it could be through a brainstorming with colleagues. Where there is little known about potential stakeholders and how they are likely to be affected by policy, a more in-depth analysis with a participatory process of people with varied perspective on the issue being analysed would be helpful.

It should be borne in mind that stakeholder groups as defined by someone external to the group might not be how the individuals included in these categories see themselves. These labels do not constitute automatic grounds for group solidarity or collective action. Simply sharing a common characteristic, for example belonging to the same household or being a small farmer, does not mean that individuals will automatically identify with each other. An individual can belong to several groups defined on the basis of characteristics simultaneously, e.g. woman, farmer, parent, child, member of credit union, member of women's sewing co-operative etc. People need to identify in a sensitive way - people don't like being labelled as "poor". It should also be borne in mind that people who belong to the same organization can also be competing against each other. Peoples' circumstances also change with time so they can enter or leave particular stakeholder groups.

Methodology

The approach is based on 4 steps with a number of tables or matrices to complete. The questions provided are illustrative and depend on the objective of the stakeholder analysis.

Step 1. Identify Key Stakeholders

Assess:

- Who are potential beneficiaries?
- Who might be adversely impacted?
- Have supporters and opponents been identified?
- What are the relationships among the stakeholders?

The list should be comprehensive. The following illustrative table (which is by no means exhaustive) divides the potential stakeholders into three categories: private sector, public sector and civil society.

A worked example for stakeholders in relation to the formulation of policy instruments to introduce clean and high quality energy services energy for rural household energy in area where fuelwood has become commercialised. (The list is illustrative and incomplete).

<i>Private sector</i>	<i>Public sector</i>	<i>Civil Society</i>	<i>Community Members</i>
LPG suppliers	Minister for Energy	ENERGIA national network	Male Headed Rural Households
Fuelwood suppliers	Minister for Women	University Gender Specialist	Female Headed Rural Households
Banks	Ministry of Finance		Village leader
Training consultants	Parliamentary Committee on Energy		
Electricity Utility	Local council's health department		
Renewable Energy ESCOs	National Institute of Standards		
	Environmental Commission		
	UNDP		
	World Bank		
	Ministry of Energy Staff		
	Gender Policy advisor		

Once identified, the stakeholders can be added to the table which identifies their interests, importance and influence. The table will be completed after step 3.

Step 2. Assess Stakeholder Interests and the Potential Impact of Policy on these Interests

Assess:

- What is the stakeholders’ level of awareness about energy policy?
- What are the stakeholder's expectations of energy policy?
- What benefits from energy policy are there likely to be for the stakeholders?
- What stakeholder interests conflict with gender in energy policy goals?

Some stakeholder interests are less obvious than others and may be difficult to define, especially if they are "hidden," multiple, or in contradiction with the stated aims or objectives of the organization or individual. The above questions can guide the inquiry into the interests of each key stakeholder or group. The information is added to table 1.

Table 1: Stakeholders, their interests, importance and influence: integrating analysis of Steps 1, 2 and 3

<i>Stakeholder group</i>	<i>Nature of interest in policy</i>	<i>Potential impact of policy (a)</i>	<i>Importance of Group (b)</i>	<i>Degree of Influence of Group (c)</i>	<i>Comments</i>

Scales:

(a) Potential impact of policy: positive (+); neutral or not relevant (0) ; negative (-)

(b) Importance of Group: 1 = unknown; 2 = little/no importance; 3 = some importance; 4 = very important; 5 = critical player

(c) Degree of Influence of Stakeholder Group: 1 = unknown; 2 = little/no importance; 3 = some importance; 4 = very important; 5 = critical player

In the “comments” column, add supporting information that captures the dynamics of the position of the stakeholder, for example, change in political parties in government might change the position of stakeholder of little importance becoming a critical player or vice versa.

Step 3. Assess Stakeholder Influence and Importance

For each stakeholder group, assess their:

- Power and status (political, social, and economic)
- Degree of organization
- Control of strategic resources
- Levels of skills and resources
- Informal influence (e.g. personal connections)

- Power relations with other stakeholders
- Importance to the success of the project

Influence refers to the power which stakeholders have over policy making. It can be exercised by controlling the decision making process directly and by facilitating or hindering policy formulation. This control may come from a stakeholder's status or power, or from informal connections with political decision makers.

Both the influence and importance of different stakeholder groups can be ranked along simple scales, and mapped against each other.

The information gathered can be used to complete tables 1 and 2.

Table 2: Mapping Key stakeholders relative influence and importance

<i>Influence of stakeholder</i>	<i>Importance of activity to stakeholder</i>					
	<i>Unknown</i>	<i>Little/no importance</i>	<i>Some importance</i>	<i>Moderate importance</i>	<i>Much importance</i>	<i>Critical player</i>
<i>Unknown</i>						
<i>Little/no Influence</i>						
<i>Some Influence</i>						
<i>Moderate Influence</i>						
<i>Significant Influence</i>						
<i>Very influential</i>						

Step 4. Outline a Stakeholder Strategy

The next step is to develop a strategy to influence gender mainstreaming in energy policy taking into account the interests, importance, and influence of each stakeholder group. Each category will need a different strategy in terms of approach and the level of resources required, for example:

- Stakeholders of high influence and high importance are an important group who need targeting to ensure their support;
- Stakeholders of high influence, low importance may oppose policy; they will therefore need, as appropriate, to be kept informed and their views acknowledged to avoid disruption or conflict;
- Stakeholders of low influence, high importance require – these are more than likely women from low income and other marginalised groups so creative approaches are needed to have their voice heard in policy making; and
- Stakeholders of low influence, low importance are unlikely to require any special strategies (beyond any information-sharing strategies aimed at the "general public").

Stakeholder viewpoint

When to use?

Understanding the policy process.

Methodology

Step 1 is a desk exercise following from a brainstorming. Step 2 could be through interviews. If this tool is used for an advocacy involving a number of partners, Step 3 can be added to refine the results through a consultative, participatory process for example, a workshop, stakeholder dialogue meetings, focused group discussions etc

Source

This tool is adapted from The Scenario Plus Stakeholder Templates (www.scenarioplus.org.uk).

Introduction

This is an additional step that can be added to the stakeholder analysis. This tool categorises the roles of the stakeholders and what their view points are on the policy issue that underlies the analysis. Identifying roles helps determine the nature of the influence that a particular stakeholder has on policy. Identifying what their viewpoints is helps explain their attitude towards engendering energy policy is like to be and to predict their likely response.

Step 1 is to classify the different types of stakeholders – categories can also be sub-divided.

Step 2 is to identify what their viewpoint on a specific policy issue is.

Step 3 is to come to a consensus on the stakeholder viewpoints.

Methodology

Table to classify stakeholder roles and viewpoints (categories and sub-categories are illustrative)

<i>Category</i>	<i>Sub-category</i>	<i>Stakeholder</i>	<i>Viewpoint</i>
<i>Beneficiary</i>	Functional		
	Financial		
	Political etc.		
<i>Negative</i>			
<i>Expert</i>	Gender		
	Energy		
<i>Regulatory</i>	Public		
	Private		
<i>Facilitating</i>	Government		
	International		

	Financing		

A worked example for stakeholders in relation to the formulation of policy instruments to introduce clean and high quality energy services for rural households in area where fuelwood has become commercialised. (The list is illustrative and incomplete).

<i>Category</i>	<i>Sub-category</i>	<i>Stakeholder</i>	<i>Viewpoint</i>
Beneficiary	Functional	Women householders	Energy services from high quality energy sources will improve their lives as well as their families
	Financial	LPG suppliers	See possibility for increasing market and income
		Training consultants	Want to see training as one of the instruments
		Renewable Energy ESCOs	Favourable conditions for small companies trying to enter the liberalised market.
	Political etc.	Minister of Energy	Creates positive image in Cabinet and with women MPs
Negative		Fuelwood sellers	Threat from LPG
		Men Headed households	Resent focus on households and not agriculture – do not understand need for “special treatment of women”.
		Electricity Utility	Do not want to subsidise low income households who cannot pay the fee – market instruments should operate.
Expert	Gender	University Gender Expert	Gender mainstreaming should be basic instrument in a sector previously resistant to gender
	Energy	Energy Efficiency Consultant	Contract opportunity
Regulatory	Public	Environmental Standards Agency	Switching to LPG from woodfuel has distinct environmental benefits – want financial instruments to encourage this
		Finance Ministry	What are the implications for revenue from taxes on LPG cylinders – will Ministry of Women try to ask for exemptions? What about connection charges for electricity?
Facilitating	Government	Ministry of Energy Staff	Uncertain how to incorporate gender into their work
	International	UNIDO	Consider financing initiative – micro credit and training
	Financing	Banks	Not clear if they will want to be involved with informal sector – too small sums means high overheads

Analytical methods for different elements of policy & policy processes

<i>Element of analysis</i>	<i>Analytical methods</i>
A) Policy priorities	Interviews, policy mapping, policy ranking
B) Policy process and actors	Stakeholder analysis, actor network analysis, key informant interviews
C) Policy context	Document analysis, policy mapping
D) Policy statements	Document analysis, key informant interviews, gender audits
E) Policy measures	Document analysis, key informant interviews, gender audits (including gender budgets)
F) Organisations and institutions	Institutional analysis, social maps, power analysis
G) Gender energy needs	Semi-structured interviews, PRA tools

G is the subject of Module 2.

UNIT 5: EXERCISES

Exercise 5.1 : Gender legislation analysis

Legislation on gender equality provides the basis for engendering energy policy. In this exercise you will analyse the gender legislation in your country to identify opportunities for gender mainstreaming in the energy sector.

Using the results from previous exercises, discussions and the information in this Module you will make an analysis of the gender legislation in your country. In Section 2 of Unit 5 you can find ways to analyse the different forms of legislation. The trainer will form working groups. Each group will take responsibility for one of the six elements listed below. Try to find information using the internet, official publications, your own knowledge, etc.

The six aspects of gender legislation that need to be analysed are:

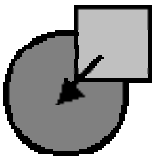
- A) Policy priorities
- B) Policy process and actors
- C) Policy context
- D) Policy statements
- E) Policy measures
- F) Organisations and institutions

You have two and half hours to collect, analyse the appropriate material and discuss in your group the findings about the particular aspect your group has worked on. How can this information be used to engender energy policy? Are there any gaps?

Each group will present its findings in plenary.

When you finish this exercise, you will have a clear overview of the situation regarding gender legislation in your country.

The results of this exercise will be used in the Unit 5 Module Assignment.



Exercise 5.2: Enabling conditions for a gender-aware energy policy

In Section 2 of Unit 5, six enabling conditions for the formulation of a gender-aware energy policy were identified. Although, these conditions are not essential for gender mainstreaming they make the process smoother and more likely to succeed. (25 minutes)

This exercise is done on an individual basis. You need to complete the table below. First list the six enabling conditions for a gender-aware energy policy in column 1. Then in column 2 give a brief description of what each condition entails. In column 3, if possible give a brief description of the status of each condition in your own country.

Which condition do you think is most important for gender mainstreaming in the energy sector in your country? Which is least important? Rank the enabling conditions in order of importance: 1 = most important to 6 = least important. Put the number in the last column.

<i>Enabling condition:</i>	<i>Give a brief description of the enabling condition:</i>	<i>Give a brief description of the status of the enabling condition in your country?</i>	<i>Rank</i>
1.			
2.			
3.			
4.			
5.			
6.			

Exercise 5.3: Creating awareness about gender and energy among policy makers

Policy makers should recognise the differences in energy needs between men and women in order to create a gender-aware energy policy. In this exercise you are asked to explain to a policy maker about differences in energy needs based on gender roles. (40 minutes)

You will work individually for 15 minutes. Preparing an answer to the questions. The trainer will then organise a short role play, in which one participant will be the Minister and another will play the role of the gender and energy advocate (15 minutes). Participants can react to the statements. (5 to 10 minutes).

Imagine you are asked to advice a senior policy maker about creating a gender-aware energy policy. The policy maker doesn't understand why he should take gender differences into account, because in the current situation men and women are treated equally. In Parliament, he is on record as saying "isn't equal treatment what everybody wants? So why should I look at differences between the energy needs of men and women, they both benefit from equal treatment, right?"

You have the opportunity at a workshop to challenge him on this statement. What would you say? Write your answer below.

The policy maker reacts: "Okay, that sounds fair enough, but what are these differences I need to keep in mind? Please tell me... Answer each of the questions of the policy maker

...what are activities of men and women which need energy? >

...what are differences in the rights to energy in the current policy? >

...who provides energy in rural households? >

...when should I consult women in the policy formulation process?

Exercise 5.4: Motivations of stakeholders

Stakeholders in the policy formulation process can have different motivations for being active in gender mainstreaming. In this exercise you are asked to think about the motivations of different stakeholders. Also, you are asked to identify ways to investigate what their motivations are. Finally you will analyse the motivations of your own organisation will be researched. (40 minutes)

You will work on this exercise either individually or in groups where people are from the same organisation. There is 25 minutes to complete the tables and 15 minutes for plenary discussion.

Stakeholders can be motivated to engendering energy policy by five approaches: welfare, empowerment, equality/ equity, efficiency and anti-poverty. In the table below some examples of types of stakeholders are given. For each of these stakeholders, please rank each of the approaches from 1 till 5, where a 1 means the most likely approach and the 5 the least likely approach.

Stakeholder	Welfare	Empowerment	Equality/ Equity	Efficiency	Anti-poverty
Minister for Energy					
Minister for Women					
the World Bank					
UNDP					
NGO for environmental issues					
NGO for women’s issues					
Local community leaders					

Of course it is also important as part of an advocacy strategy to be able to think of organisations with similar motivations to your own as these can be allies in gender mainstreaming in the energy sector. Please try to name two possible stakeholders in your country with the different approaches:

2 stakeholders with a welfare approach: 1. _____
2. _____

2 stakeholders with an empowerment approach: 1. _____
2. _____

2 stakeholders with an equality/ equity approach: 1. _____
2. _____

2 stakeholders with an efficiency approach: 1. _____

2 stakeholders with an anti-poverty approach:

2.

1.

2.

If you come upon a new organisation how would you try to identify the underlying motives of the organisation?

Finally, you should be able to determine the approach or approaches of your own organisation. To get a clear view of your organisations attitude, you are asked to think of activities or the policy of your organisation. How would you classify them in terms of the different motivations? Complete the table below. Are there differences between policy and practice? What are the consequences of congruency or difference?

	<i>Welfare</i>	<i>Empowerment</i>	<i>Equality/ Equity</i>	<i>Efficiency</i>	<i>Anti-poverty</i>
<i>Activities</i>					
<i>Policy</i>					

MODULE ASSIGNMENT UNIT 5

Module 3 is nearly complete. In the Module Assignment for Unit 5 the last elements needed for designing a model for gender mainstreaming the energy policy in your country will be put in place.

When you take a look at the posters you have made during the previous units, you will see that you are almost finished with the creation of a model for gender-mainstreaming the energy policy in your country. The most important step that still needs to be taken is the actual translation of all the knowledge, case studies, etc. in this Module to a model relevant to your country.

Before we start to create this model, which will be done in a concluding discussion, we will gather and organize the last bits of information still needed. This will be done in four groups. Each of these groups will focus on one of the following aspects:

Team 1: Case studies on gender mainstreaming

Relates to Cases 5.1, 5.2, 5.3, and 5.4.

Try to get as much information as possible on the gender-mainstreaming process from the cases. Also try to get additional information from the experience in your team and other participants in the course. Summarize all this information in a reasonable way the whole group can benefit from. For example, make a list of *do's* and *don'ts* for the model, and/ or a list of characteristics of successful approaches, etc.

Team 2: International agreements

Information from the Internet, newspapers, library, etc.

One of the unaddressed issues in the Figure from Unit 1 is the box “*international agreements*”. Team 2 is asked to find information about the international agreements your country has signed relating to gender and energy. Make a list of these agreements and the consequences these have on the energy-policy of your country.

Team 3: Specific situation in your country in relation to gender and/or energy - strengths

Information from discussion, internet, newspapers, etc.

Most discussions in this Module were based on weaknesses or shortcomings of the situation in your country related to gender and/or energy. However, your country will have strengths and opportunities as well. This group is asked to make a list of strengths and opportunities your country had that can help to formulate a gender-aware energy policy. Also think about how these factors can contribute to the formulation. Strengths could be, for instance, gender mainstreaming in other sectors from which lessons can be learnt, or a woman as Minister of Energy acting as a role model for other women to join the sector, etc. Where would you put these in the model.

Team 4: The model for gender-mainstreaming the energy policy in your country

Relates to Unit 5, theoretical background to policy.

In Unit 3 a theoretical basis presented drawn for the model for gender-mainstreaming in national energy policy. Unit 5 has added to this theory. The fourth team is asked to add these new findings to the model. Do these findings significantly change the model?

You have two hours to complete the assignment. Each team will then present its findings to the whole group (one hour).

CONCLUSION OF THE MODULE ASSIGNMENT

The final meeting of this course will discuss the goal of the Module: designing a model for gender mainstreaming your country's energy policy.

UNIT 6: MAKING AN ACTION PLAN

Learning goals: After completing this topic, the participant should be able to initiate the integration of the knowledge and skills acquired in course into their own work situation.

Time schedule: 1 hour preparation and, if time allows, 2 hours for presentation
[This exercise was provided by Mr Dazydelian L. Banda, from the Eastern and Southern African Management Institute - ESAMI (Arusha, Tanzania). and Ms May Sengendo, ENERGIA Regional Focal Point for Africa and from the Ugandan regional office of East Africa Energy Technology Development Network (EAETDN).]

In this unit you are asked to think critically about the things that you have learned during the course, and whether, and how, you may be able to apply these in the normal course of your regular work. Often participants return home after training and are not sure how to apply their newly acquired knowledge. This can be frustrating. This unit is designed to help you overcome those frustrations and put your new skills to work by drawing up an Action Plan.

Inputs into your action plan are the experiences that you have gained while attending the course. These may include ideas and techniques learned in class or from reading the course manual, handouts, exercises, ideas from fellow participants and even informal conversations.

Your plan should have a time frame and should address a specific problem relevant to the main themes of the course and to your work situation. You should draw up specific objectives and identify resources needed to carry out your plan and the opportunities and constraints which are present in your work environment.

You can use the document to brief your manager/head of department when your report for duty. The course management would also like a copy of the document so that they can use it for follow-up and evaluation of the impact of the training.

You can use the framework provided below to help you develop your action plan. You have one hour to work on this Action Plan. Please feel free to ask the trainer or your fellow participant's for advice. If there is time, participants will have the opportunity to present their Action Plan and receive feedback from the trainer and other participants.

PARTICIPANTS ACTION PLAN

Name:

Title:

Organisation:

Area of activity:

1.

Knowledge Acquired	Skills Acquired

2a. What problem, related to proposal writing for gender and energy projects, do you want to address in terms of your work?

2b. How do you intend to use the skills gained in the workshop to address the problem you have identified in 2a above?

3. What factors might hinder you from implementing your action plan?

3.1 Organisational factors (if any)?

3.2 External Factors (if any)?

4. Formulate strategies to overcome the factors likely to prevent you from implementing your action plan.

5. What resources (staff, training, funds, technology) do you need to implement your action plan?

6. Where will these resources come from?

6.1 Own budget?

6.2 External Sources (please specify)

7. Budget Estimate

8. Timescale – when will you start and finish implementing your action plan (indicative dates)

EVALUATION AND CLOSURE OF THE COURSE

The final meeting of this course is used to evaluate and close the course. The trainer will guide you through these 90 minutes and will address the following topics:

- Closure of the course and handing out and completion of evaluation forms (45 minutes).
- Concluding round of questions (45 minutes);

Closure and handing out of evaluation forms

The trainer will conclude the course by handing out evaluation forms. Participants are asked to complete these now and return to the trainer. The course administration will use them for reporting purposes and to improve future course. Participants will have now the chance to discuss their experiences during the course.

Concluding round of questions

If there are any questions left, perhaps based on the feedback on the proposals, or about other parts of the module, participants can put them to the trainer in this final session.

REFERENCES

Clancy, J.S. and Feenstra, M. (forthcoming 2006), *How to Engender Energy Policy*, paper written for ENERGIA.

Hobley, M. (1996). *Participatory Forestry: The Process of Change in India and Nepal: Rural Development Forestry Study Guide 3*. London: Overseas Development Institute.