GENDER MAINSTREAMING IN THE BOTSWANA POWER CORPORATION

Botswana Power Corporation

Botswana Power Corporation

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Contents

List of Tables and Figures 3
List of Acronyms 4
Executive Summary 5
1. Introduction and Background 7
2. Methodology 9
2.1 Gender Mainstreaming at BPC 9
2.2 Steps of the Gender Mainstreaming Process 10
3. Gender and Energy Challenges in Botswana 11
3.1 The Situation of Men and Women in Botswana 11
3.2 Gender Policy and Institutional Framework in Botswana 12
3.3 Energy Situation in Botswana 13
3.4 Gender and Energy 14
4. Gender in the Botswana Power Company 16
4.1 Project Document Review 16
4.2 Institutional Analysis 17
5. Gender and Energy Situation in the Project Area: Field Work Results 19
6. The Gender Action Plan 22
6.1 The Process of Gender Mainstreaming: Experiences, Lessons Learned and Challenges 22
6.2 Institutionalisation of Gender in BPC 23
6.3 Income Generation, Productive Uses and the Informal Sector 23
6.4 Marketing and Improving Energy Access 24
6.5 Stakeholder Participation and Decision Making Regarding Energy 24
6.6 Monitoring System for the Gender Mainstreaming Process and the GAP 24
7. Implementation of the Gender Action Plan 26
7.1 Botswana Power Corporation 26
7.2 Women's Affairs Department 27
7.3 Local Enterprise Authority 27
7.4 Energy Affairs Division 27
8. Conclusion 28
8.1 Achievements 28
8.2 Lessons Learned 28
8.3 Next Steps 29
Bibliography 30
Annex 1: BPC Gender Action Plan- Developed April 2010 31

List of Tables and Figures

Table 1: Botswana gender statistics 15

List of Figures

Figure 1: Household connections 1996-2007
Figure 2: A woman in Lentsweletau demonstrating off-grid products from BPC 21
Figure 3: A woman in Medie village cooking using fuelwood 23
Figure 4: A woman boiling maize using fuelwood in Medie village 25
Figure 5: Roles of partner institutions in the Gender Mainstreaming Project

Boxes

Box 1: Life profile of Bagago Khutswane

List of Acronyms

AIDS	Acquired Immune Deficiency Syndrome
BPC	Botswana Power Corporation
BWP	Botswana Pula
CEDA	Citizenship Economic Empowerment Agency
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CS	Conditions of Service
CSO	Central Statistics Office
EAD	Energy Affairs Division
EDM	Electricidade de Mocambique
ENERGIA	International Network of Gender and Sustainable Energy
FHH	Female-Headed Household
GAP	Gender Action Plan
GEF	Global Environmental Facility
GENBO	Gender and Energy Network of Botswana
GWG	Gender Working Group
HCB	Hydroelectrica de Cahora Bassa
HIV	Human Immuno-Deficiency Virus
LEA	Local Enterprise Authority
LPG	Liquefied Petroleum Gas
MDGs	Millennium Development Goals
MMEWR	Ministry of Minerals, Energy and Water Resources
NEF	National Electrification Fund
NEP	National Energy Policy
NESC	National Electrification Standard Cost
NGOs	Non-Governmental Organisations
PDL	Poverty Datum Line
SBU	Strategic Business Unit
Sida	Swedish International Development Cooperation Agency
SHS	Solar Home System
SMMEs	Small, Medium and Micro Enterprises
SPEDU	Selebi Phikwe Economic Diversification Unit
ToR	Terms of Reference
UNDP	United Nations Development Programme
WAD	Women's Affairs Department

Executive Summary

The Botswana Power Corporation (BPC) has recently launched a gender mainstreaming process with the aim of ensuring that gender is considered during planning and implementation of energy projects and programmes. This project was conceived after an audit of energy policies and programmes conducted by the Gender and Energy Network of Botswana (GENBO) revealed that the energy sector in Botswana was not gender-sensitive and the energy policies and programmes were not gender-responsive. Although some effort has been made at a policy level, such as the Draft National Energy Policy that calls for the inclusion and consideration of gender differences in energy planning, many factors in the energy sector are still insensitive to gender issues. In relation to energy access, reports indicate that electricity connection rates in rural areas still remain very low in Botswana. High connection costs, often considered prohibitive, result in many poor households being unable to connect to electricity. Levels of poverty are highest among female-headed households, and as a consequence, female-headed households in rural areas find it difficult to connect to electricity, resulting in low connection rates for this group.

With the support of ENERGIA, the International Network on Gender and Sustainable Energy, BPC embarked on a gender mainstreaming project with the overall goal of ensuring that the energy needs of both women and men were included in the planning and implementation of the rural electrification programme. Through mainstreaming gender into its operations (grid and off-grid), BPC sought to receive guidance on an appropriate strategy to design and market electrification services and products to its customer base and reach those being marginalised in terms of electricity access. Additionally, BPC also aimed to institutionalise gender sensitivity within the organisation.

The approach and methodology adopted for the gender mainstreaming process was consultative, with major contributions received primarily from BPC staff and customers in the off-grid pilot villages. A situational analysis on energy, gender and poverty linkages in Botswana was undertaken using the key diagnostic steps of literature review, project document review, institutional analysis and fieldwork. These steps were important in enhancing the understanding of energy and its role in improving the livelihoods of women and men.

Fieldwork was carried out in four villages, Dikgatlong, Kgope, Lentsweletau and Medie. These villages were considered appropriate locations to commence fieldwork as they represented a combination of electrified and non-electrified villages, which provided data for both the grid and off-grid objectives of the Gender Mainstreaming Project. A total of 130 households were interviewed: 94 female-headed and 36 male-headed. Overall, the combination of data collection methods used in this study included: structured interviews, semi-structured interviews, focus group discussions and in-depth interviews. Guided by the diagnostic steps, a Gender Action Plan (GAP) was developed in order to effectively and systematically mainstream gender.

The main findings of the diagnostic steps were as follows:

- BPC grid and off-grid rural electrification services and products have not been classified as part of rural development, but rather as a service that delivers a stand-alone benefit, namely electricity. BPC does not target women or men specifically, but targets all citizens.
- The Ready-Box, a BPC product, provides an affordable way of connecting households to the grid by reducing the cost of wiring. The marketing and promotion of this product, however, is not targeted at rural households with low incomes. Female-headed households are generally poorer than male-headed households, and there is some evidence in the literature review that female-headed households have lower connection rates than male-headed households, so it is likely that targeted marketing of the Ready-Box to women would increase connection rates.
- The institutional analysis revealed that a gender policy did not exist to promote equity and equality for men and women in the workplace. This indicated that there has not been a deliberate effort to ensure gender equity and equality at an institutional or operational level. There are gender-sensitive activities that have been undertaken by BPC, such as the provision of maternity leave, but these activities have been unsystematic and not planned or guided by a gender policy. Meanwhile,

there is also no gender-disaggregated planning and monitoring system in place. Apart from the Rural Electrification Coordinator, who is also the GENBO contact person within the corporation, BPC has very little gender expertise.

- The Botswana Energy Master Plan commits the government to provide universal access to basic energy services (including cooking, heating and lighting). The Botswana Government, through the parastatal BPC, aims to achieve this objective through the integration of grid and off-grid technologies in its rural electrification programme. Rural women are still largely responsible for securing energy for cooking, heating and household chores. Fuelwood was the most widely used source of energy for every household in the study. Women collect head loads, and sometimes use wheelbarrows, which is labour intensive, allowing only a small load to be carried at any given time. Men collect fuelwood as well, but using vans or donkey carts, and mainly for commercial purposes, not for household use.
- Many respondents are of the view that electricity could improve their lives, either through income-generating activities or improved welfare. With electricity, women could engage in small businesses such as poultry farming, sewing and tailoring, and men could engage in welding and repairing of electronic appliances. Some other economic activities associated with access to electricity include operating a restaurant, selling frozen chicken pieces, operating a 'tuck shop' to sell soft drinks, and producing ice popsicles (ice lollies). These activities would increase household income, improve the local economy and address poverty issues.

The information from the study was instrumental in the initiation of a Gender Action Plan (GAP) which was developed with the full support of the BPC staff. This was finalised in early 2011, presented to the BPC executive management, and subsequently endorsed in March 2011. Although the implementation of the GAP is just beginning, some initial results have been achieved. The first, and perhaps most notable result, is the greater level of appreciation of gender and its links to energy by BPC staff at various levels. The extensive consultation process that continued for a year not only served as an information gathering exercise, it also created awareness within the staff about gender in the context of energy, and reinforced the understanding that energy issues are not 'gender neutral'. This exercise further highlighted to senior management the gender disparities and inequalities that existed in the workplace in terms of conditions of service, which led to a review of BPC's draft Conditions of Service agreement and further alignment of it with national gender obligations to address the gender inequalities and discrimination that existed.

As a direct outcome of the gender mainstreaming process, BPC has embarked on a project with ENERGIA to develop communication products, such as newspaper articles and videos, to sensitise employees on gender matters in general, and on the GAP. This project is aimed at enhancing the understanding of the different target audiences, including the soon-to-be established Gender Working Group (GWG), on the various elements of the GAP. The GWG, once established, will include representatives of all the Strategic Business Units of BPC. This group will oversee the implementation of the GAP by the Gender Focal Point.

1. Introduction and Background

ENERGIA, the International Network on Gender and Sustainable Energy, is a network of organisations and individuals committed to addressing gender disparities in the access and use of energy services. The International Secretariat is located in the Netherlands and is responsible for the overall management and coordination of activities of the network. ENERGIA's goal is to contribute to the empowerment of women, both rural and urban, through a specific focus on energy. Currently there are 22 national ENERGIA networks in Africa and Asia, coordinated by their respective National Focal Points. The network operates through well reputed organisations working on energy and sustainable development issues.

ENERGIA, in its Phase 4 activities (2007-2011), provided assistance with gender mainstreaming processes in a number of energy projects. This ENERGIA initiative was supported by Sida (the Swedish International Development Cooperation Agency). It aimed to assist and document a set of successful energy projects to showcase how gender-specific impacts can be generated through rural energy access projects, and to use the outcomes of these projects to exemplify how, given both commitment by stakeholders and the availability of gender-specific resources, such impacts could be multiplied.

Gender mainstreaming is a process that aims to reach gender equality by ensuring that the concerns and experiences of men and women are an integral aspect of the design, implementation, monitoring and evaluation of policies and programmes (UNDP, 2005). To explain simply, gender mainstreaming is a process that helps ensure that men and women benefit equally, and that inequality is not perpetuated. The advancement of women and gender equality is a cornerstone for sustainable human development. Gender mainstreaming is not an end in itself, but a strategy and a method for reaching gender equality and change.

In 2009, the BPC launched a gender mainstreaming process with the aim of ensuring that gender issues were considered during planning and implementation of energy projects and programmes. This project was conceived after an audit of energy policies and programmes conducted by the Gender and Energy Network of Botswana (GENBO) revealed that the energy sector in Botswana was not gender-sensitive and energy policies and programmes were not gender-responsive. Since then the Draft National Energy Policy has recognised gender as an integral factor and has included a specific gender objective, which calls for the inclusion and consideration of gender differences in energy planning. To date, however, this has not led to 'engendering' the energy sector.

At a policy level, the institution that is responsible for formulating energy policies, the Energy Affairs Division (EAD), has recognised that there are gender disparities and that use of traditional fuels by households is particularly related to gender issues. However, most of the energy data that is collected and analysed by EAD is not gender-disaggregated. In relation to energy access, Central Statistics Office reports (CSO, 2001a) show that electricity connection rates in rural areas remain very low in Botswana. High connection costs (often considered prohibitive), result in many poor households being unable to connect to electricity. Levels of poverty are highest among female-headed households, which limits their access to electricity in rural areas.

With the support of ENERGIA, BPC embarked on a gender mainstreaming project with the overall goal 'to ensure that the energy needs of both women and men are included in the planning and implementation of the rural electrification programme'. The specific objectives of the project were to:

- Understand the gender aspects of energy and electrification, and whether mainstreaming gender will increase or improve BPC's connection rates and access levels in rural areas for men and women;
- Support and implement Botswana Government Policy on gender equity; and
- Implement the gender objective in the draft National Energy Policy (NEP).

In order to succeed with the gender mainstreaming programme at BPC, it was imperative for both the institutional and operational levels of the organisation to be involved. Institutional activities

address the internal dynamics of development organisations: their policies, structures, systems, and procedures (Jahan, 1995). Operational activities address the need to change the programmes of work in which the organisation is engaged, in this instance the rural electrification programme. Through the process of mainstreaming gender into its operations (grid and off-grid), BPC sought to obtain guidance on an appropriate strategy to design and market electrification services and products to its customer base and reach those being marginalised in terms of electricity access. Additionally, BPC aimed to institutionalise gender within the organisation.

Although the gender mainstreaming proposal was developed in consultation with various divisions and programmes within BPC, the rural electrification division took the overall lead in preparing and submitting it to ENERGIA and in coordinating the project. The project commenced in November 2009 and, after a long-term consultative and participatory process, the Gender Action Plan received approval and endorsement in March 2011. This case study report was prepared for the purpose of disseminating the knowledge and experience gained from the process, and the outcomes. The report was developed by Kulthoum Omari, with inputs from Masego Kealotswe and Nozipho Wright. It was facilitated and supported by ENERGIA.

2. Methodology

Gender mainstreaming is a strategy that aims to achieve gender equality, as well as to ensure concerns and experiences of men and women form an integral part of design and implementation of policies and programmes.

ENERGIA's initiative on Gender in Energy Projects and Markets is a unique activity, since this is the first time that gender mainstreaming is being systematically conducted in large-scale rural electrification programmes, utilities and improved cookstove programmes in Africa.

The objectives, methodology and expected outcomes of the ENERGIA gender mainstreaming process are outlined below. This is a process that assists energy projects to identify their gender goals and to monitor and meet the goals based on the following principles:

- Assessing the different implications for women and men of any planned action;
- Building stakeholder consensus; and
- Providing tools which can be utilised by projects throughout the project cycle (project preparation, design, implementation, and monitoring and evaluation) in any energy sub-sector where women and men are energy consumers, producers, operators, managers, or decision-makers.

Possible gender goals for energy projects are:

- ***To improve quality of life:*** by reducing women's drudgery in activities such as fuelwood collection and processing, water lifting, agricultural labour, and improving women's health.
- ***To increase women's productivity and income:*** by providing women with access to energy to conduct their work more efficiently, or providing new opportunities for income generation.
- ***To promote gender equality and to empower women:*** to enable women to participate in activities and decision-making opportunities from which they have been traditionally excluded, and to contribute strategically to the transformation of gender relations.
- ***To ensure project efficiency and sustainability:*** it is essential to have a proper understanding of the needs of men and women in order to ensure accurate targeting of energy project interventions and minimise failure.

Given the low levels of income and employment in the study area, the outcome on 'increasing women's productivity and income' was considered the most appropriate outcome for the BPC Gender Mainstreaming Project.

2.1 Gender Mainstreaming at BPC

The approach and methodology adopted for the gender mainstreaming process was consultative, with major contributions coming primarily from BPC staff and customers in the off-grid pilot villages. The process followed the steps outlined below:

Step 1	Establishment of a gender team
Step 2	Development of a situational analysis using the diagnostic steps (literature review, project document review and institutional analysis)
Step 3	Field work in four villages of Botswana
Step 4	Workshop to present initial findings facilitated by the gender team and attended by BPC and staff of the Energy Affairs Division
Step 5	Development of a Gender Action Plan in consultation with BPC
Step 6	Presentation of the Gender Action Plan to BPC Executive Committee

A gender team was established in November 2009, comprised of representatives from the BPC Rural Strategic Business Unit, ENERGIA, and a Gender Expert (an independent consultant) who was leading the process.

The gender team consisted of: Ms Masego Kealotswe, the National Rural Electrification Coordinator (BPC); Ms Nozipho Wright, the ENERGIA Africa Regional Network Coordinator; Ms Kulthoum Omari, the Gender Expert; and Ms Elizabeth Cecelski, the ENERGIA Technical Advisor. The Steering Committee, which is the body that provided technical input to the project, included representatives from the UNDP GEF Renewable Electrification Project (RE-Botswana), the Energy Affairs Division, BPC and the Gender and Energy Network of Botswana. The outputs were shared with project partners such as the Women's Affairs Department and the Local Enterprise Authority.

2.2 Steps of the Gender Mainstreaming Process

After the establishment of the gender team, a situational analysis was undertaken on the links between energy, gender and poverty in Botswana using key diagnostic steps (literature review, project document review and institutional analysis). This step was important to enhance the understanding of energy and its role in improving the livelihoods of women and men. This step was also critical in identifying the villages for the fieldwork and in designing and formulating the key questions and survey instruments.

Fieldwork was carried out in four villages in Botswana, namely Dikgatlong, Kgope, Lentsweletau and Medie. These villages were considered appropriate for fieldwork as they were also the villages where BPC was piloting its new off-grid programme called Renewable Energy-Based Rural Electrification, commonly known as the 'RE-Botswana Programme'. The combination of electrified and non-electrified villages in the fieldwork provided data for both the grid and off-grid objectives of the Gender Mainstreaming Project. A total of 130 households were interviewed,94 female-headed and 36 male-headed. A combination of data collection methods were used in this study: structured and semi-structured interviews, focus group discussions, and in-depth interviews. Structured interviews were conducted with a selected number of households, and semi-structured interviews with focus groups, which included various village committees and groups. In-depth interviews with key informants were also undertaken. This approach was important for gathering information from key stakeholders on issues pertaining to their local livelihoods and collecting critical baseline data on gender and energy.

Since the interviews were conducted mainly during working hours, one of the primary challenges encountered during the fieldwork was to ensure that people were available at their homes. Therefore, it was important to secure a time for the interview, as people had busy schedules. Arranging interviews with households in the off-grid programme was fairly simple since both the household names and contact numbers already existed on the BPC database. Interviewing electrified households, however, was more of a challenge as contact information was unavailable at BPC to make prior arrangements and agree on interview times. As a result, it was difficult to find people to interview in certain electrified households. Additionally, difficulties were encountered in locating people in their houses for interviews in the peri-urban areas, such as in Lentsweletau.

The findings of the diagnostic steps were instrumental in forming the Gender Action Plan (GAP), which was developed at a workshop held on 25 February 2010. The following Strategic Business Units were represented at this workshop: Rural Electrification, Marketing, and Customer Services. The main elements of the GAP were later presented to BPC staff and ENERGIA at a two-day workshop (27-28 April 2010) for finalisation. The final GAP was presented by the Project Sponsor to the BPC Executive Committee at a meeting held on 26th November 2010. A second presentation was made to the BPC Executive Committee in February 2011 so that members could engage more fully with the gender team and pose questions if required. That meeting resulted in the endorsement of the GAP in March 2011. The final GAP (Annex 1) resulted in a five-year plan (2010-2015) intended to achieve strengthened gender capacity at BPC and a deeper understanding and consideration of gender during energy project and programme planning, implementation, monitoring and evaluation.

3. Gender and Energy Challenges in Botswana

Botswana is a landlocked semi-arid country in southern Africa with a population of 1.68 million and an estimated growth rate of 1.2% per year. Fifty-five percent of the population resides in urban areas; the rest live in rural areas (CSO, 2001a). Botswana's economy has enjoyed rapid growth based on exploitation of minerals, and the use of revenues derived from mineral production for investment in economic and social infrastructure. Over the past 40 years, the economy and society have been transformed from those of a very poor country based on cattle rearing and subsistence agriculture to a country now considered within the middle income bracket. The economy is dominated by the diamond mining industry, which has been the largest contributor to its Gross Domestic Product (GDP) for the past thirty years. Botswana's major challenge, however, is to diversify its economy and reduce reliance on diamonds (World Bank, 2008). Despite Botswana's many achievements, both poverty and inequality remain high for a country that is considered in the middle income category, and the benefits of rapid economic growth have been spread unevenly across the population. The highest incomes are enjoyed by those in formal sector employment, which includes less than half the population. The rest are engaged in agriculture and informal sector activities, or are unemployed (CSO, 2004b). Female-headed households and people in rural areas have the lowest incomes. The advent of HIV/AIDS has further complicated Botswana's development challenges.

3.1 The Situation of Men and Women in Botswana

Botswana has one of the highest percentages of female-headed households worldwide; approximately 46.4% of total households in the period 2002/2003 were female-headed (CSO, 2004b). During that period, approximately 34% of female-headed households lived below the Poverty Datum Line (PDL), in comparison to 27% of male-headed households (CSO, 2008b). Unemployment, is about 23%in Botswana. Women constitute the majority of the unemployed in both rural and urban areas. According to the 2004 Household Income and Expenditure Survey, the unemployment rate for women was higher than that of men (26.3% and 21.4% respectively).

The majority of female-headed households are economically inactive (63.87%) and do not engage in productive activities (CSO, 2001a). Most female-headed households are poor because they do not have access to or control over productive resources. Women play a predominant role in subsistence agriculture, whereas men dominate in the formal employment sector (CSO, 2004b) where they receive higher pay and greater social protection. Ironically, despite their important role in agricultural production, most women do not have control over land, and lack access to agricultural extension services and credit. Most of women's work is unpaid work in subsistence production, part-time and seasonal work, which is difficult to categorise and is generally labelled as 'housework'. In addition to the agricultural sector, women are found mainly engaged in self-employment in non-agricultural activities where labour is poorly remunerated or unpaid, insecure, and lacks legal and social protections (Lambrou and Laub, 2004).

The informal sector plays a critical role in the economic structure of Botswana. Informal sector enterprises are important providers of employment and income opportunities in both rural and urban areas, particularly for women. Women dominate the informal sector, which is unstable and limits their chances of economic empowerment. The 2007 Informal Sector Survey estimated that 67.6% of all informal businesses were owned and operated by women and 32.4% by men. There were more female-owned informal businesses in retail, real estate, hotels and restaurants. Men, however, dominated in construction, health and social services. According to the 2004 Household Income and Expenditure Survey, brewing and selling of traditional beer (chibuku) was the most common enterprise for women in rural areas, followed by street vending, property rentals, manufacture and sale of garments and food. Many of these enterprises require a reliable source of energy.

The general gender situation in Botswana in terms of statistics is summarised in Table 1. Despite some advancement, women in Botswana still have less access to, and control over, productive resources than men. For example, more land is owned by men than by women (53.87% and 46.13% respectively). This can be attributed to the fact that under customary law, inheritance of the land is

through the man and unmarried women have limited direct access to land, cattle or other productive resources. The situation is different under the Common Law, where the right to land for women is secured. This was introduced after the review of all discriminatory laws in 1998.

Politically, women are poorly represented at the decision-making level, and there are no legislated quotas in place to increase women's participation. According to the Southern Africa Gender Protocol Barometer of 2010, only 11% of parliamentarians were women. Very few political parties have voluntary quotas, and in those that do, they are not implemented effectively.

Table 1: Botswana gender statistics

	Female (%)	Male (%)
Households	46.4	53.6
Unemployment	26.3 (56%)	21.4 (44%)
Literacy rate	81.87	79.8
Representation parliament	11	89
Number of Councillors	19.4	80.6
Representation in local government	15	85
Land ownership	46.13	53.87
Informal sector business	67.6	32.4
HIV AIDS (of total population)	19.8	13.9

Source: Southern Africa Gender Protocol 2010 Barometer - Botswana

3.2 Gender Policy and Institutional Framework in Botswana

Despite the inequalities, gender equity and equality has been on Botswana's development agenda since 1981, when it signed the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and established a Women's Affairs Unit. This led to Botswana aligning its national policies and legislation with regional and international obligations on gender equity and equality, and in 1995 Botswana developed a policy on women and development. This policy aims to achieve effective integration and empowerment of women in order to improve their status, enhance their participation in decision-making, and augment their role in development activities. In 1996, the Women's Affairs Unit was elevated to a department and became the Women's Affairs Department (WAD), which coordinates and provides policy directions on gender mainstreaming in Botswana.

In addition to the above-mentioned policies that explicitly and unambiguously address gender issues, Botswana has other policies that consider gender issues. The National Population Policy (1997), for instance, recognises that female-headed households are more vulnerable to poverty, and targets programmes towards vulnerable female-headed households to enhance their participation in economic activities. The 2003 Revised National Policy for Rural Development observed that access to economic and productive resources, employment and other opportunities was unequally distributed in the rural areas, that women had less access to and control over resources such as land and cattle, and that women also had limited access to employment and economic opportunities. The Revised National Policy for Rural Development recognized that women constitute the majority of the rural population and are the backbone of the rural economy, As a result, it paid particular attention to gender issues, leading to a strategy that addresses the development of activities that are geared towards improving women's livelihoods and legal rights to property and other productive resources.

The National Gender Programme Framework, which is the main document guiding all gender mainstreaming activities in Botswana, aims at translating national gender priorities into programmes for all sectors.

The National Energy Policy, which is at a draft stage, recognises the different energy needs of men and women. The policy calls for the inclusion and consideration of these gender differences into energy strategies and programmes during formulation and implementation. It states "Policies have

been found to be 'gender blind' i.e. not taking gender differences in energy needs into account when formulating policies and programmes". As a result, the policy has included a specific gender goal on "Gender, age and socio-economic status being mainstreamed in all energy policies and programmes".

3.3 Energy Situation in Botswana

Botswana's policy on energy provision has in the past relied heavily on low cost energy sources from South Africa. Recently, the global and regional energy crisis, and climate change, compelled the Government of Botswana to focus on more sustainable and local energy sources and to change their policy. In addition, the Government of Botswana intends to improve the access and affordability of energy services for its citizens. The ultimate goal is to ensure security of and diversified supply of energy sources (Government of Botswana, 2002). It is expected that these goals on energy provision will contribute to the national goals of sustainable rapid economic development and safeguarding the environment.

Energy planning in Botswana is guided by the Botswana Energy Master Plan developed in 1966. This plan commits the government to provide universal access to basic energy services (cooking, heating and lighting). The Botswana Government, through the parastatal BPC, aims to achieve this objective through the integration of grid and off-grid technologies in its rural electrification programme. Initiated in 1975, the Grid-based Rural Electrification Programme has an objective to promote the productive use of electricity in rural areas in order to facilitate economic development and alleviate poverty through electrifying selected villages in Botswana.

Due to high electricity connection costs, the access rate in rural areas was only 55% in 2009. Despite the high investment made in infrastructure in rural areas, the connection rate remains low.

The government, aware of this challenge, initiated the off-grid programme in 1991 to complement grid services, and introduced a National Electrification Standard Cost (NESC) to reduce the connection cost and thereby increase access for rural households. NESC commenced in October 2010 in an effort to reduce connection costs from as high as Botswana Pula (BWP) 17,000 (US$2,800) to BWP 5,000 (US$840) for all households in rural and urban areas. NESC is funded by the National Electrification Fund for which a levy is charged to all customers at BWP 0.05 per kilowatt consumed. The introduction of NESC had increased the access rate to 65% as of August 2011.

To meet the national electricity demand of 500MW, Botswana operates the Morupule Power Station, which contributes only 20% (120MW) of the total demand. The balance is imported, mainly from ESKOM in South Africa, Hydroelectrica de Cahora Bassa (HCB), Electricidade de Mocambique of Mozambique, and the Namibia Power Corporation. Botswana is currently pursuing the Morupule B Power Project to achieve self-sufficiency in energy generation and establish substitutes for rapidly declining electricity imports, thereby enhancing economic competitiveness, fuelling economic growth and diversification, and contributing to the government's poverty reduction objectives. The Morupule B Project commenced in February 2010 with a planned installed capacity of 600MW, of which the first phase of 400MW was expected to be completed by February 2012 and the last phase (200MW) concluded by October 2012. The project will increase availability of electricity but this does not necessarily imply that tariffs will be reduced. Reduced connection costs would depend on the availability of funds in the NEF. Besides Morupule B, there are plans to rehabilitate Morupule A in an effort to ensure that at least the minimum national electricity demand is consistently met.

To date, only 221,800 households are connected to the grid out of a possible 261,017 households (Mmegi, 13 August 2010). Access to electricity has increased from approximately 25% to approximately 43% of the rural population in Botswana, according to 2008 statistics from the Energy Affairs Division. Nationally, electricity access in 2010 was 60.7% (Mmegi, 13 August 2010). Figure 1 indicates electrification of rural and urban areas from 1996 to 2007. The number of cities electrified did not change over the 11 years, but the number of household connections in both rural and urban areas increased significantly. As of April 2010, access to electricity in the rural areas increased to 50.55%, according to BPC's latest customer data.

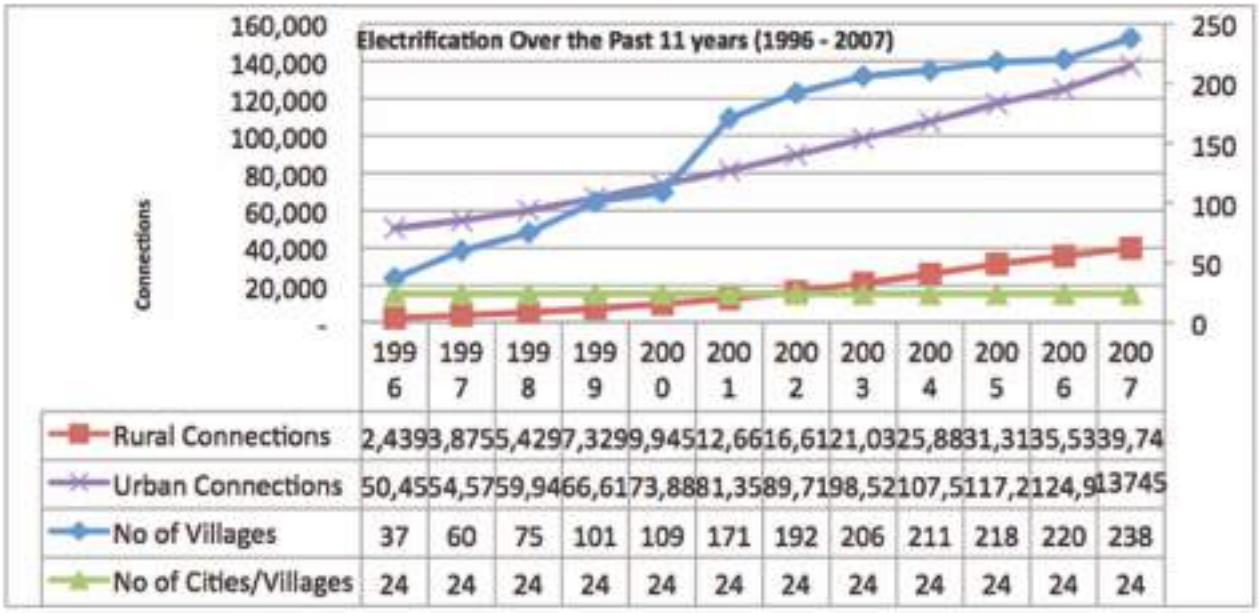

Figure 1: Household connections 1996-2007

3.4 Gender and Energy

Income and poverty levels affect the affordability of energy services. Female-headed households tend to be poorer and are less likely to have access to energy services, which is an important energy and gender-related issue. The high connection rate for households is considered to be the main barrier for connecting to the grid. According to an analysis of an Energy Affairs Department survey of ten villages, a higher percentage of male-headed households in rural areas in 1999 were connected to electricity (15.2%) than female-headed households (7.7%) (Ditlhale and Wright, 2003).

Gender disparity also exists in access to biomass energy. According to the pilot study on gender and energy in the village of Oodi in Botswana (EECG, 2009), women use more laborious methods than men do to collect fuelwood, such as head loading and wheelbarrows. As a consequence, women can only collect small quantities of fuelwood, have to make frequent trips and cannot travel far. Where fuelwood is depleted, women collect poor quality fuelwood, which in some cases is unhealthy to use and produces smoke. Men on the other hand, use donkey carts and vans to collect fuelwood, which enables them to collect larger loads less frequently. Having access to vans and donkey carts, men are able to travel longer distances to collect better quality fuelwood, which they in turn sell to both men and women. On decision-making for procurement of energy sources, the study revealed that women were more amenable to adopting energy efficient technologies, especially if the technologies could assist in reducing the drudgery of household chores.

A gender audit of the energy sector carried out in 2005 and 2006 in Botswana identified gender gaps in energy policies and programmes. The following were the findings of the audit:

- Data on energy and gender - albeit limited - do exist. The data clearly exposed the disparity between female and male energy needs and showed how the two gender groups performed in terms of accessing the different energy sources and making decisions about energy services. However, there were data gaps on gender and energy. There is, therefore, a lack of gender-disaggregated information/data on energy needs and consumption.
- The Government of Botswana has made a deliberate effort to mainstream gender issues in its policies, programmes and departments, but progress has been very slow, in particular within energy-related organisations. Most of the organisations did not have gender structures in place. The number of female professionals in energy-related organisations was negligible: less than 5% (BOTEC 2006). The energy planning officials in energy-related organisations had limited knowledge on gender-related issues and its links to energy and poverty, and most lacked the skills required to mainstream gender.

- Financial resource data was not disaggregated by gender at the highest levels of decision-making, and there was a lack of availability and allocation of financial resources to support gender programmes and policies.
- The inter-linkages between energy services and the attainment of the Millennium Development Goals (MDGs) were not well understood and as a result, not suitably articulated in national poverty reduction strategies and other national policies.

As a sphere related to technology, the energy sector is mainly male-dominated; however, rural women are still largely responsible for gathering and securing energy for cooking and heating. Additionally, women use energy differently from men. Field surveys that were undertaken in off-grid pilot project areas (Dikgatlong, Kgope, Lentsweletau and Medie) in Kweneng District in Botswana showed that female-headed households were poorer, with less access to modern energy services but the greatest demand for income-generating activities that required an affordable source of modern energy. Meanwhile, due to low levels of employment and income, the main energy need in the study area for women was to support ways to increase household income.

4. Gender in the Botswana Power Company

The following sections provide a summary of the findings of the project document review and the institutional analysis – an integral part of the diagnostic steps. The main findings of the literature review have been described in Chapter 3.

4.1 Project Document Review

In an attempt to understand BPC's operational activities and the gender mainstreaming entry points, a gender analysis of BPC's grid and off-grid project documents was carried out. The documents reviewed include:

- RE Botswana Project Document
- RE Botswana Inception Report
- RE Botswana Quarterly Progress Reports
- RE Botswana Terms of Reference for the development of the Monitoring and Evaluation Framework
- Application forms for the supply of electricity
- Advertisements and marketing documents for BPC products
- Monthly, quarterly and annual reports by the Rural Electrification Strategic Business Unit

The analysis revealed that BPC's programmes did not make a deliberate attempt to target the energy needs of men and women separately. Specifically, the project document analysis revealed that:

- Both grid and off-grid rural electrification services and products have not been packaged as part of rural development but rather as a service that delivers a stand-alone benefit, which is electricity. It does not target women or men specifically, but targets all citizens.
- The Ready-Box, a BPC product, provides an affordable way of connecting to the grid by reducing the cost of wiring. However, the marketing and promotion of this product is not targeted at rural households with low incomes. As female-headed households are generally poorer than male-headed households, and some evidence in the literature review shows that female-headed households have lower connection rates than male-headed households, targeted marketing of the Ready-Box to women may increase the connection rates within the economically disadvantaged group.

Figure 2: A woman in Lentsweletau demonstrating off-grid products from BPC

- While there is no specific mention of gender, women, or female-headed households in the RE Botswana off-grid project documents, or of a particular goal or target on the different gender groups, gender is an implied factor in both the objectives and activities of the project. The first objective 'to provide cleaner and efficient alternative sources of energy to fossil fuels' addresses the health and environmental impact of fossil fuels by way of cleaner and efficient energy sources. As women make up the majority of fossil fuel users at household level (e.g. LPG for cooking and paraffin for lighting), the first objective therefore has a gender dimension. Similarly, the second objective 'to improve access and affordability of modern energy services' has an implied gender dimension, which is to increase accessibility to and affordability of modern energy services. Literature highlights that female-headed households are economically disadvantaged and therefore find the connection cost to electricity prohibitive. Making modern energy services cheaper will, therefore, increase access to modern energy services for the economically disadvantaged groups, including female-headed households.

4.2 Institutional Analysis

The institutional analysis was a crucial step in the gender mainstreaming process. The primary objective of the institutional analysis was to identify the main actors involved in the Rural Electrification Programme and their respective capacities, along with their values and understanding of gender-related issues. This provided valuable insights into the institution's capabilities and revealed the capacities - and gaps in capacities - required to integrate gender in energy project design and implementation. Further, the analysis was utilised to identify potential risks associated with gender mainstreaming within the institution. The findings of the analysis contributed to improvements in BPC's organisational capacity and performance through ongoing critical self-analysis. The institutional exercise was carried out using structured and semi-structured interviews with BPC management, including the Manager of Projects for Rural Electrification and the Rural Electrification Coordinator.

An institutional exercise was carried out with BPC management, through the Manager of Projects for Rural Electrification and the Rural Electrification Coordinator, to establish the level of gender capacity within the institution. The questions posed were as follows:

1. Is there a sex disaggregated planning and monitoring system in operation at BPC?
2. What is the gender expertise within BPC?
   - Expertise of agencies involved
   - Expertise of field teams
   - Gender balance in the Rural Electrification Programme
3. What is the organisational climate?
   - Capacity building initiatives by BPC staff
   - Support from management
   - Incentives

An institutional assessment that is conducted in partnership with individuals having intimate, day-to-day knowledge of the institution and the programme will develop a more accurate profile of an organisation. With this in mind, BPC staff members involved in rural electrification and those who would be involved in the gender mainstreaming process were identified, in close consultation with BPC management. The following units were identified and interviews with the staff members of these units were conducted.

Staff interviewed:

1. Field staff: four Electrification Officers
2. Marketing Unit: two Marketing Officers
3. Rural Electrification Management: one Rural Electrification Coordinator and one Manager (Acting Director)

4. Rural Electrification Finance Unit: two Financial Controllers
5. Wellness Unit: one Wellness Coordinator
6. BPC Lesedi: one Biomass Officer

The interviews revealed that BPC currently has no gender-disaggregated planning and monitoring system in place. Besides the Rural Electrification Coordinator, who is also the GENBO contact person within the corporation, BPC has very little gender expertise. Although limited, capacity building initiatives with a focus on gender have been implemented, such as the informal gender training and awareness workshops conducted by the Rural Electrification Coordinator for field staff. These types of initiatives are, however, random and done on an as-needed basis. Despite the gender gaps in BPC, the Rural Electrification Management is in support of the Gender Mainstreaming Project and they remain positive that the project will devise solutions that will increase connections and access rates for both women and men.

5. Gender and Energy Situation in the Project Area: Fieldwork Results

All four villages where fieldwork was conducted were in rural areas, with high levels of poverty. Unemployment is rife in the study areas, with more than 50% of both men and women unemployed. Women, however, seem to have a higher unemployment rate in comparison to men. In Medie, for instance, all 16 female heads of households interviewed were unemployed. Household income was also higher for male-headed households. A breakdown of the incomes for those interviewed revealed that there are more female-headed households in the lower income bracket (less than BWP 1,000). However, as income increases, the number of female-headed households is lower. The BWP 3,000 monthly income bracket, which was the highest income level earned in the study area, included four male-headed and no female-headed households. The sources of income in the project area ranged from drought relief programmes, payment for de-bushing fields, old age pension schemes, thatching houses, plaiting hair, owning a 'tuck' shop, brewing traditional beer, domestic work, arable farming, livestock farming and temporary jobs commonly referred to as piece jobs. All these generate a certain income, but they are seasonal and cannot be relied on for sustenance as a livelihood strategy.

Figure 3: A woman in Medie village cooking using fuelwood

Income levels affect the choice of energy used at household level. Although electricity is the preferred source of energy, it is the most expensive, making it inaccessible to most poor households. The initial connection fee is considered the most prohibitive factor. According to the National Development Plan 10 analysis, the average cost of connection per household is presently BWP 30,608 (approximately US$4,373). The government subsidises BWP 24,000 (approximately US$3,516) and individuals are expected to pay BWP 6,000 (approximately US$857). Owing to the sample size in the project area, it could not be established if connection rates differ per gender. This seemed to be true, though, with a larger sample size in a study by Ditlhale and Wright (2003), which demonstrated that female-headed households do have lower connection rates than male-headed households.

The Ready-Box reduces the cost of wiring a house and ultimately reduces the initial cost of connection. Despite the reduced cost of wiring, only a few people in the villages were aware of the Ready-Box. In

Lentsweletau, only four people in the village had purchased a Ready-Box. The majority of the people interviewed did not understand the technology and did not realise the considerable savings that could be achieved. The majority of the women interviewed were of the view that it was a cheaper way of connecting to the grid and indicated their interest in purchasing it. The women were especially interested in electricity for cooking, ironing, and household chores.

Fuelwood seemed to be the most widely used source of energy for every household in the study area. All households reported to be using fuelwood, regardless of whether the house was electrified or not. The respondents stated that fuelwood is the cheapest and most readily available source of energy. In cases where there are fuelwood shortages, respondents mentioned they reverted back to using the shavings of the Monato tree, which was used for cooking in the past. However, using the wood of this tree as fuelwood is considered unhealthy, as it produces considerable smoke. Additionally, women are also known to use cow dung as an alternative cooking fuel, which also produces a lot of smoke, causing eye and respiratory problems.

Both men and women have access to fuelwood, however their manner of collecting it differs, as discussed previously. It was reported that the fuelwood collected by men is mainly for sale, whereas women collect fuelwood for household consumption. It was also reported that when the fuelwood for cooking was used up, the woman was not permitted by the male head of the household to use fuelwood he had collected for sale.

Figure 4: A woman boiling maize using fuelwood in Medie village

LPG (liquefied petroleum gas) is used for cooking, but only by households earning slightly more than average. However, despite the presence of a LPG stove in the household, most residents still prefer to use fuelwood for cooking in order to save the cost of LPG. Households that have LPG cooking stoves also use a variety of energy sources. These households tend to occasionally use LPG for cooking, but only when either fuelwood is not readily available, or it is damp due to rain. Households that have connected to the grid also use other cheaper sources of energy when available, such as fuelwood, paraffin and candles, in order to reduce the cost of electricity.

Solar home systems (SHSs) are available through the RE Botswana off-grid project. It was reported that this technology did not meet the energy requirements of women. There is also a great misconception that if households purchase off-grid products such as the SHS and solar lanterns, the government will fail to perceive the need to electrify the village, and they will remain without electricity for years to come. In addition, the villagers are of the view that the off-grid programme does not meet their energy requirements for cooking, watching television, ironing and income-generating activities and therefore off-grid facilities are not popular in villages that are not electrified.

Many respondents however, acknowledge that electricity could improve their lives, either by enabling income-generating activities or by improving welfare. With electricity, women could engage in small businesses, such as poultry farming, sewing and tailoring and opening a tuck shop to sell soft drinks, and men could engage in welding and repairing electronic appliances. Some other economic activities associated with access to electricity include opening a restaurant, selling frozen chicken pieces, and producing ice lollies. These interventions would increase household income, improve the local economy and address poverty. These findings demonstrate the potential role of the informal sector in relation to increasing household income and benefiting the local economy, particularly for female-headed households.

Box 1: Life profile of Bagago Khutswane

Bagago Khutswane is an unmarried woman, 35 years of age and a mother of three children. She lives in a small village called Kopong, in Kweneng District in Botswana, with her children. Having lost her job as a cleaner due to retrenchment, she currently earns an income by selling frozen chicken pieces, mostly to elderly pensioners at Lentsweletau, a village about 20km from Kopong. She wakes up early in the morning and travels by bus to Kopong to sell chicken pieces, and returns home in the evening, sometimes not having sold any of her produce. She admits the distance from Kopong to Letsweletau is a challenge to her, as it affects her business and the freshness of her products.

The lack of electricity in her household has affected her business as it does not allow her to stock as much as she would like. She used to have electricity in her house but was disconnected when she lost her job along with her monthly income. Botswana Power Corporation disconnected her electricity since she could not afford to pay the monthly instalment for her connection fees. The lack of electricity in her home has forced her to use her neighbour's refrigerator to store the chicken. As it is not her refrigerator she is unable to store large amounts of chicken. Unlike before, when she could store three boxes, she can now only store one box. She buys her mixed chicken pieces at Notwane Poultry Farm in Gaborone (30km from Kopong) and collects it twice a week. She stores and sells the chicken pieces in an old cooler box, which does not maintain the adequate temperature required for keeping the chicken fresh, and sometimes results in emitting a bad smell, which prevents people from buying her chicken.

In a good month, she makes a profit of BWP 500 to BWP 700. She uses the money to take care of her family, pay school fees, buy food, pay for transportation; the rest is spent on the purchase of chicken. Before BPC disconnected her electricity, she used to make a maximum of BWP 1,800; she had her own big deep freezer and she used to stock full chickens, and would restock every week.

She suggested that BPC should not disconnect customers just because they were unemployed. Rather, BPC should discuss with its customers how the payment will be made or even reduce the tariff for low-income earners like her.

6. The Gender Action Plan

Informed by the findings of the diagnostic steps, the following sections provide an analysis of the experiences, best practices and challenges encountered during the Gender Mainstreaming Project. It is worthwhile addressing the fact that a Gender Action Plan has been developed (Annex 1) as a tool that aids the organisation in the implementation of the gender mainstreaming activities. It builds upon the findings and lessons learned which are outlined in the sections below, and ensures that gender mainstreaming is effective. The overall objective of the Gender Mainstreaming Project is to improve the livelihoods of men and women through improved access to affordable and efficient energy services and the specific objective of the GAP is to advance women's empowerment and equality in BPC's operations and at the institutional level.

6.1 The Process of Gender Mainstreaming: Experiences, Lessons Learned and Challenges

The process of gender mainstreaming at BPC was consultative, participatory and inclusive. However, working with staff members who did not possess a gender-sensitive attitude was a great challenge, which was later overcome. The project was met with some level of resistance, particularly from men. Initially, it was perceived as 'yet another' initiative that provided an advantage to women at the expense of men. The majority of the men did not foresee the value of implementing such a process and, therefore, opposed the project at first. With time however, when awareness was created that gender was not only a woman's issue, there was general acceptance and support for the project.

The GAP, developed with full support from BPC staff, was finalised in early 2011, and presented to BPC's Executive Management and endorsed in March 2011. Although implementation has not yet fully commenced, some initial results are noticeable. The first, and perhaps most notable result, was the greater understanding of gender and its links to energy by BPC staff at various levels. The extensive consultation process that continued for a year not only served as an information gathering exercise, it also created awareness within the staff members and an appreciation of gender issues, as well as a realisation that energy is not gender-neutral. This exercise also exposed, and brought to the attention of senior management, the gender disparities and inequalities that existed in the workplace in terms of the Conditions of Service.

Acknowledging this, BPC senior management took a decision to review the draft Conditions of Service (CS),align it with national gender obligations, and address the gender inequalities and discrimination that existed. To date, the following have been included in the draft CS:

- Paternity leave – only maternity leave was previously included.
- Sexual harassment - although not widespread, it must be prevented where possible.
- HIV/AIDS policy, including close relative counselling.
- Consideration of gender issues when scheduling shifts for employees - this was a major concern for many single mothers working at BPC. Employees who had small babies were not redeployed to positions that would permit them to go home and take care of their babies at night, including employees who worked day and night shifts. BPC now allows a lactating mother to work during normal working hours, and enables her to breastfeed her child more regularly, and during the night.

Another important initial result was the identification of a Gender Champion who would lead the institutionalisation of gender at the level of BPC's Executive Committee. Although a gender unit has not been established, the Gender Champion, working closely with the ENERGIA/GENBO focal point, is taking any given opportunity to further the cause of gender issues.

BPC will soon establish a Gender Working Group (GWG), with representatives from all Strategic Business Units of BPC. This group will oversee the implementation of the Gender Action Plan by the Gender Focal Point.

6.2 Institutionalisation of Gender in BPC

The institutional analysis revealed that a gender policy promoting equity and equality for men and women did not exist at the workplace. As a result, there was no deliberate effort to ensure that gender equity and equality were achieved both at an institutional and operational level. There were gender-sensitive activities that were undertaken by BPC, such as offering and providing full coverage of maternity leave, but these activities were unsystematic, not planned, and not guided by a gender policy.

Interviews revealed that certain women employees experienced little professional growth and felt unmotivated at the workplace, as they did not see career progression. Naturally, female single parents find working conditions difficult, as they are constantly challenged to balance work, home and sometimes schooling. On the other hand, men also experienced gender 'discrimination'. For instance, the BPC medical insurance excluded children of unmarried men, while children of unmarried women were given full medical coverage.

At the operational level, certain unconfirmed reports indicated that contractors engaged by BPC for infrastructure activities did not employ women. It was reported that some contractors allegedly had a policy against the employment of women in the field of construction, claiming that women worked at a slower pace than men did. Furthermore, a few cases of improper conduct, particularly by male contractors towards village women, were reported to village leadership. These reports, although unconfirmed, stress the urgent need for a gender policy to be in place at the institutional and operational level to guard against such conduct.

BPC has not institutionalised gender through the establishment of a fully resourced gender unit. The GENBO/ENERGIA contact person in the Rural Electrification Unit undertakes the role of a Gender Focal Point from time to time. Meanwhile all gender-related work and queries have been directed to this contact person. It was through this designated contact person that the Gender Mainstreaming Project for BPC was initiated. The GENBO contact person was also a part of the national gender team that contributed to the National Energy Policy (NEP) to include a gender perspective. The NEP was revised to reflect the gender input and the current draft NEP has included a gender objective.

As outlined in the Gender Action Plan, BPC plans to institutionalise gender in the organisation, through the establishment of a fully resourced gender unit. Institutionalising gender through the development of a gender policy for the organisation will create a healthier working environment for men and women, taking into consideration their productive and reproductive responsibilities. This will result in the establishment of a dedicated Gender Focal Point to coordinate and facilitate a gender programme for BPC. Among other tasks, the Gender Focal Point will develop a gender policy for BPC, carry out gender-sensitisation activities for staff, develop a programme to train staff on gender-disaggregated data collection pertaining to the organisation and the energy sector, and develop a code of conduct for BPC contractors that includes a gender equity principle. These activities will be undertaken with the aim of systematically addressing and eradicating the gender disparities and imbalances that exist in the organisation, and eliminating discrimination against employees based on gender. It will be important to have the GENBO contact person involved in the establishment of the gender unit to share the experiences and replicate some of the lessons learned in dealing with gender in the organisation.

6.3 Income Generation, Productive Uses and the Informal Sector

Many women work in the informal sector and could benefit from the increased access to modern and affordable energy services. This calls for strengthened partnerships with informal sector players in order to promote the development of small, medium and micro enterprises (SMMEs) in Botswana. BPC could partner with institutions such as the Local Enterprise Authority and the Women's Affairs Department in order to effectively mainstream gender by promoting SMMEs for women and men in Botswana, thereby addressing poverty and inequity.

6.4 Marketing and Improving Energy Access

Women's productive and reproductive roles make them responsible for activities that require energy. While men need energy for lighting, reading and to power radios and other domestic electrical equipment, women are mostly involved in fuelwood collection for cooking and heating. Mostly women are involved in fuelwood collection in Botswana's rural areas, spending over three hours a day on average to secure the energy required for cooking and heating (BOTEC, 2006). Owing to their reproductive roles, women have the added responsibility of taking care of children, farming and preparing food for the household, and collecting water and fuel. In addition, women are the most affected by HIV/AIDS, as it is their responsibility to take care of the sick. Women are apt to use modern and efficient technologies, especially when this saves time on labour-intensive household chores, such as cooking, and collecting fuelwood and water.

By understanding the different energy needs of men and women, one seeks to ensure that energy services and products are designed to meet these varying needs and for their increased uptake. Field experiences show that energy products not designed to meet the specific needs of men and women may result in low uptake of the product. For instance, cooking products and services will need to be designed while taking into consideration women's energy needs, cultural norms and traditions.

It is also important to review the marketing strategies and products of BPC in order to ensure that they are gender-sensitive and target both women and men. As female-headed households are generally poorer, and certain evidence in the literature indicates that they have lower connection rates, targeted marketing of the BPC products such as the Ready-Box to women, may increase connection rates of this economically disadvantaged group. The Ready-Box is the cheapest option of wiring a house before connecting electricity and has the potential to increase connection rates for poor households, including female-headed households.

6.5 Stakeholder Participation and Decision-Making Regarding Energy

Women make up the largest percentage of attendees at BPC electrification announcement meetings in many villages. Women also tend to ask most questions at these meetings. But when confronted with the realities of connecting to electricity, it is mostly male-headed households that have the required financial resources to connect. Women, and particularly female-headed households, are seen to be unable to connect due to their low incomes. Cost is therefore a great obstacle to grid connection for most female-headed and generally poor households. However, BPC has developed payment packages to reduce the burden. For instance, the Rural Collective Scheme, a government initiative administered by BPC, aims to support communities in rural areas to connect to electricity by advancing 95% of the costs through deferred repayments over a period of 18, 60 and 180 months. Customers pay a 5% deposit, plus an additional 10% Value Added Tax (VAT). This scheme is open to all citizens in rural areas, but there is no special provision for women or disadvantaged groups who are unable to pay the initial cost. It was observed that these different payment options were hardly explored by the poorer households, as the general perception was that they could not afford the connection fees.

6.6 Monitoring System for the Gender Mainstreaming Process and the GAP

During the commencement of the Gender Mainstreaming Project, BPC commissioned the development of a performance and monitoring framework for the RE Botswana Project. BPC decided this would be a good opportunity for including gender goals and indicators into the framework. The development of the monitoring and evaluation (M&E) framework was implemented following a balanced scorecard approach, which focussed on the goal, and the development and strategic objectives. These were taken from the original logical framework of the RE Botswana project and input was given by various project partners, including ENERGIA, the Energy Affairs Division and UNDP. As a result of this inclusion of gender in the M&E framework, the goals of the RE Botswana Project were rephrased to read 'to reduce Botswana's energy-related carbon emissions, to improve the quality of life for women, men

and children and to reduce poverty'. This goal fits into the broader programme goals, which can be achieved by increasing the access to affordable, reliable, clean and safe energy service and by increasing the income-generating opportunities for women and men. The inclusion of gender aspects in the M&E framework of the RE Botswana project is one of the main achievements of this Gender Mainstreaming Project.

7. Implementation of the Gender Action Plan

In order to effectively mainstream gender, a Gender Action Plan (GAP) was developed. The implementation of the GAP requires the involvement and partnership of external organisations, as well as business units within BPC. The specific roles and relationships of all the partners in the GAP implementation are shown in the diagram below.

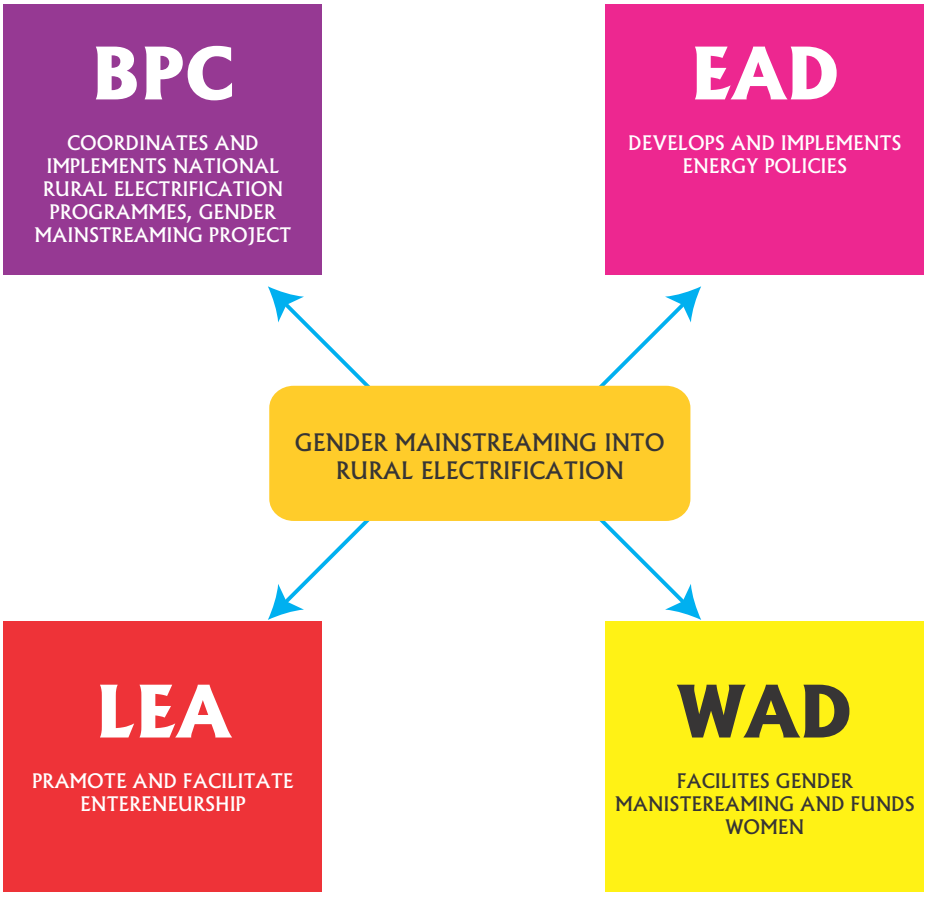

Figure 5: Roles of partner institutions in the Gender Mainstreaming Project

The following sections describe the different partners and the roles that each partner will play in the implementation of the Gender Action Plan of BPC's RE Botswana Project.

7.1 Botswana Power Corporation

Internally, at an institutional level, all BPC Strategic Business Units (SBUs) will have a role to play in implementing the GAP. Initially, the Rural Electrification SBU will coordinate all gender mainstreaming activities. Once a Gender Focal Point and a Gender Office are established, all gender activities will be coordinated by that office. The BPC Workers' Union and the Wellness Unit should also be actively involved in the implementation of the GAP. These two sections already recognise gender in some of their annual activities.

Coordination of GAP implementation will require a full time Gender Focal Point to be based at BPC. This position will need to be financed by BPC for the duration of the GAP implementation (2011-2016). Initial discussions with BPC senior management indicated that the recruitment of a Gender Focal Point was a high possibility, once BPC Executive Committee endorsed the project. Due to current restructuring of the corporation, the timelines and structure for the implementation of the GAP have been revised. Some of the planned activities have been mainstreamed into the Wellness Unit activities, as well as into the Risk and Security (Loss Control) Department so that the GAP is owned by the corporation and not just by one department (Rural Electrification).

7.2 Women's Affairs Department

The Women's Affairs Department (WAD), under the Ministry of Youth, Sports and Culture is mandated to facilitate gender mainstreaming in the development planning processes. The Department gives guidance and leadership on gender and development to government departments, non-governmental organisations and the private sector.

As an approach to empowering women's non-governmental organisations, community-based organisations and non-formalised groups, the Government of Botswana allocates funds to WAD annually in order to assist these organisations. The WAD offers this assistance particularly in the areas of economic empowerment, decision-making, violence against women, and education. Following this, the role of WAD is seen to be as providing technical support during the BPC gender mainstreaming process, as well as being actively involved with women's groups in identifying and supporting income-generating activities.

7.3 Local Enterprise Authority

The Local Enterprise Authority (LEA) is a parastatal under the Ministry of Finance and Development Planning, whose mandate is to promote and facilitate entrepreneurship and the development of SMMEs in pursuit of economic diversification in Botswana. LEA provides a number of SMME development interventions to entrepreneurs. These include identifying business opportunities, providing business development services such as mentoring, facilitating access to finance, and raising awareness. The informal sector can benefit from the increased access to modern and affordable energy services and LEA is seen as an important player in promoting the development of SMMEs for both women and men in Botswana.

7.4 Energy Affairs Division

The Energy Affairs Division (EAD) under the Ministry of Minerals, Energy and Water Resources (MMEWR) was established in 1984. Its mandate is to direct, coordinate and formulate national energy policies and provide leadership in energy issues in Botswana. The overall policy goal for the energy sector is to provide affordable, environmentally friendly and sustainable energy services in order to promote social and economic development. The EAD has the mandate to coordinate the energy policy and ensure access to affordable energy services (grid and off-grid). The draft energy policy has a gender mainstreaming objective and recognises the different energy needs of men and women. The policy calls for the inclusion and consideration of these gender differences into energy strategies and programmes during formulation and implementation. This highlights EAD as an important player in the implementation of the BPC GAP.

8. Conclusion

The initial implementation of the Gender Action Plan at BPC has resulted in various changes at the institutional level. Although the GAP has not been fully implemented, some gender achievements have been observed.

8.1 Achievements

1. The BPC Conditions of Service that guide the environment within which employees work have been reviewed to incorporate some of the gender concerns that were highlighted in the GAP. The current ENERGIA Focal Point, who also serves as the Gender Representative, participated in the review of the BPC Conditions of Service policy. The following changes have been made:
   - Establishment of paternity leave.
   - Special conditions provided for lactating mothers regarding work hours. This consideration would allow them to work during the day, and spend more time at night with their babies.
   - The children of unmarried fathers, just like those of unmarried mothers, can benefit from the medical insurance through the workplace.
2. The Gender Representative participated in the design of the survey instrument of the HIV/AIDS prevalence survey at BPC. This allowed for gender dimensions to be included in the survey. The presentation of gender issues will be introduced in conjunction with the GAP initiatives.
3. The Wellness Office is considering having gender-focussed sessions on staff income sustenance. (There is currently an organisation that holds women's empowerment sessions, and the Wellness Office has motivated a group of BPC women to attend.)
4. Male and female staff will be treated differently with regard to their gender needs, such as empowerment.
5. There is a deliberate move to employ female/male employees in positions that are currently dominated by males/females, considering market availabilities. This will be handled by the Human Resources Office in its efforts to have more gender equality.

8.2 Lessons Learned

There are quite a few lessons to be learned from the Gender Mainstreaming Project. The positive lessons that contributed to the success of the project are as follows:

- Most crucial, and perhaps the key success factor, was the support the project received by BPC staff at various levels, including senior management. The support from the Coordinator of the SBU Rural Electrification was central to the project's success. The Coordinator, who was also the Project Sponsor, provided the link between the project implementers and the senior executive staff of BPC, making political buy-in and ownership of the process at a senior level possible. He also supported the administrative aspects of the project, including setting up meetings and securing an audience with BPC.
- The fact that the BPC GENBO Focal Point, who was also the Project Coordinator for the gender mainstreaming process, was a qualified gender and energy expert also contributed to the success of this project. This meant that her role was not only administrative in nature but also technical. This enabled her to offer technical inputs to the project.
- The technical and administrative support received from ENERGIA was invaluable. The development of key products was not left to the consultant alone; continuous inputs were received from the ENERGIA team.
- While there was a defined approach and methodology for the gender mainstreaming process, different projects could adapt the approach according to their context. In the case of Botswana, additional time was taken to hold meetings at the beginning of the project in order to build trust and familiarise the team with the project, and to define and agree on project expectations. Time was also spent on individual interviews of staff during the institutional analysis and workshops,

which brought together various key stakeholders to deliberate on the expectations and roles of each stakeholder. This time spent on 'building trust' was another key success factor, as it promoted more ownership of the process and project.

- Another key success factor for the project was the demonstration to male staff that gender was not only a woman's issue but also affected men.. The project at the beginning was met with some resistance, particularly from male staff members. They perceived gender mainstreaming as a way of advancing women's causes at the expense of men. When examples were provided to demonstrate gender issues from a male perspective, such as paternity leave, male staff members became more receptive and started showing some interest. With the recent inclusion of paternity leave in the revised Conditions of Service, men are becoming increasingly interested in and supportive of the project.
- The tremendous support received from the Botswana Technology Centre (BOTEC) team through the Regional Network Coordinator (RNC) and the director of the department that houses the ENERGIA Africa Regional Secretariat all contributed to the project's success. The director was able to demonstrate to his peers that gender was not just a women's issue, and that the process of gender mainstreaming was also important for a 'technical' organisation.
- The long-term working relationship between the ENERGIA Focal Point in BPC and the ENERGIA Africa Coordinator was extremely valuable. Various gender projects, such as the gender audit, were carried out with their involvement. This relationship building had commenced prior to the Gender Mainstreaming Project.

8.3 Next Steps

A few changes have taken place within the organisational structure of BPC, and this necessitated a review of the GAP against the new mandates of the various SBUs. As a result, a workshop was planned with all relevant SBUs within BPC to re-define the role of each SBU in the implementation of the GAP and revise the timelines. One major change noteworthy is that the Rural Electrification SBU, which was spearheading the gender mainstreaming work, was merged with Customer Service and Supply. Another development within BPC was the introduction of a new position at the office of the CEO, which is currently vacant. This position includes aspects of gender and development, and it is highly likely that under this new portfolio the coordination of the gender mainstreaming activities will take place.

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Annex 1: BPC Gender Action Plan- Developed April 2010

EXPECTED OUTCOMES	ACTIVITIES	INDICATOR	RESPONSIBILITY	TIME LINE	BUDGET (BWP)
Gender is Institutionalised at BPC	Identify gender champion(s). Suggestions are Chief Financial Officer and Strategic Planning Director.	Gender Champion identified	BPC Rural SBU	Oct 2010	0[4]
	Establish a gender committee where all Strategic Business Units in BPC are represented.	Gender Committee established	BPC Rural SBU	Oct 2010	0
	Develop a Gender Policy for BPC's planning, operating, monitoring, reporting and quality assurance functions.	Gender Policy developed	BPC Rural SBU	April 2011	20,000 for the consultant facilitating the development of the BPC Gender Policy process. Internal resources will be used to develop the policy.
	Establish a gender office/unit housed within the CEO's Office (decision to establish this office will be made at Board level) • Identify a gender coordinator who has authority and influence • Formulate a gender team from the different SBUs • Develop a budget for the office and for gender mainstreaming activities • Develop a gender training programme • Develop a monitoring tool specifically for implementation of gender-related activities. • Solicit alternative funding for gender activities.	Gender office established	BPC	October 2011	Salary for Gender Coordinator: 180,000 per annum x 5years
	Develop an awareness programme (to create awareness and build capacity of staff to deal with gender issues within BPC). The awareness programme, which would include a detailed budget, should be developed in-house.	Awareness programme developed	BPC Rural SBU, GENBO, WAD	November 2010 to May 2011	
	Engender the RE Botswana Impact assessment Report and Performance Monitoring Framework.	A gender goal and gender indicators included in the M&E framework	BPC Rural	COMPLETED	

EXPECTED OUTCOMES	ACTIVITIES	INDICATOR	RESPONSIBILITY	TIME LINE	BUDGET (BWP)
	Monitor the gender aspects of the RE Botswana Performance Monitoring Framework.	Gender aspects of M&E framework are monitored and analysed	BPC Rural.	2010-2015	
	Develop and implement a gender monitoring plan for all activities of BPC. To be undertaken by the Gender Coordinator	Monitoring plan developed		2011-2012	
	Review draft BPC Corporate Social Responsibility policy to include gender aspects.	BPC Corporate Social Responsibility Reviewed	Corporate Services – Marketing SBU	From November 2010 to July 2011	
Women and men's energy needs understood and met to increase household connection and access rates.	Contribute to engendering the methodology and content of future national energy needs surveys planned by the Energy Affairs Division, to include information relevant for BPC planning, such as: • Connection and access rates of female and male headed households • Electricity and other energy uses impact on women and men • Obstacles to connection and energy access for women and men • Actual and potential energy uses by women and men.	Gender Disaggregated data available	Energy Affairs Division	2011	500,000
	Review and revise the marketing strategies and products in order to make them gender sensitive (e.g. use pictures of women on some flyers, make publications more attractive towards women, use simple language)	1. Promotional strategies and materials are gender sensitive 2. Promotional strategies revised to better enable electrification officers to inform both women and men	BPC Marketing SBU	ONGOING	0
	Capture and analyse gender disaggregated data of women and men's connection rates.	Gender disaggregated data on women and men's connection rates	Rural SBU	Nov 2010	0

EXPECTED OUTCOMES	ACTIVITIES	INDICATOR	RESPONSIBILITY	TIME LINE	BUDGET (BWP)
	Restock and intensify marketing of the Ready-Box	Sales of Ready-Box increase for female headed households	Rural SBU	Oct 2010	0
	Invite and involve stakeholders such as Land Board, District Councils, social workers to discuss electricity application procedures	Land boards, District Councils, Social workers attend BPC meetings to assist female and male headed households connection	Rural SBU	Nov 2010	0
	Monitor the implementation of the government program to provide electricity connections for destitute, beginning with Kgatleng District, and assess its impact on FHH/MHH and how this model could assist BPC meet its gender goal. (Kgatleng District Council is already connecting destitute houses to the grid. This can be replicated to other districts. Rural SBU to establish how the Kgatleng District is carrying out this process.)	Destitute programme includes connections to electricity for female and male headed households	Rural SBU	Jan 2011	
Increased income through entrepreneurship for poor and female headed households	In collaboration with LEA, CEDA, Young Farmers Fund, National Development Bank, identify Income Generating Activities (IGAs) for female and male headed households that can be promoted through the use of electricity.	IGAs identified and female and male headed households assisted in starting up the IGAs.	Rural SBU	February 2011	0
	Work in partnership with business financiers such as CEDA, Young Farmers Fund and National Development Bank to expedite connection process for female and male entrepreneurs (e.g. if a business requires connection to electricity, the financier should notify BPC immediately to enable BPC to start connection procedures)	Connection process for businesses fast tracked for female and male entrepreneurs	Rural SBU	February 2011	0
	BPC Lesedi to obtain regular feedback from customers to use in improving products for female and male headed households (using customer satisfaction forms that already exist)	BPC Lesedi services and products improved and used by female and male headed households.	BPC Lesedi	2010 to 2015	0

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PRACTICAL ACTION
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