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MISSION TO AFRICAN DEVELOPMENT BANK (ADB)

11 - 14 NOVEMBER 1996

by

**Christine Zumkeller
OIC. Energy Resources Unit**

**Addis Ababa
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I. Mission Purpose and Programme

1. The mission to Abidjan had two major purposes:
 - (i) to participate in the workshop on "Women and Sustainable Energy Development" (14-16 October 1996), sponsored by the African Development Bank (ADB) and the United Nations Department for Development Support and Management Services (UN/DDSMS), Energy Branch, and
 - (ii) to participate in the meeting scheduled for 17 October 1996 on collaborative arrangements between OAU, ADB and ECA in promoting the establishment of the African Energy Commission (AEC).
2. The mission further used the opportunity to obtain updated information on the state of the African Energy Programme (AEP) of ADB and to collect relevant documentation (**Annex III**). Consultations on the follow-up to the recently held "Ad Hoc Expert Group Meeting on Guidelines for Natural Resources and Energy Development in Africa with Special Emphasis on Privatization and Deregulation" (14-16/10/1996) were also held with Dr. Yed Angoran, Senior Advisor, Presidency of the Republic of Cote d'Ivoire, who had chaired the meeting.
3. Discussions with Mr. Mohan Peck of the Energy Branch (DDSMS) focussed on the future collaboration between ECA and DDSMS in the field of energy, notably the follow-up to this Workshop and activities related to the establishment of the African Energy Commission. This included, in particular, the need of 'mainstreaming' gender and energy issues within the respective regular work programmes, as well as technical support - in close collaboration with OAU and ADB - for assessing AEC's feasibility and modalities of operation.

II. Workshop on "Women and Sustainable Energy Development" (14-16 October 1996).

- Objectives

4. UN/DDSMS and ADB had set the following objectives for the Workshop:
 - to promote a change in attitudes and perceptions, contributing to a new approach in development, management and utilization of energy, whereby women's needs and interests are taken into account, their role fully recognized, and their participation enhanced;*
 - to identify those energy technologies mainly used by women and those which could contribute to the improvement of their condition;*
 - to identify ways in which the participation of women in development, management and utilization of energy, particularly NRSE, could be improved;*
 - to better understand the role of women in the management and sustainable use of biomass;*
 - to discuss the importance of financing schemes and credit mechanisms in providing women with access to capital for the development of sustainable energy systems.*

- **Programme and Attendance**

5. The Workshop was held at the Headquarters of ADB which hosted the meeting. The Agenda is attached as **Annex I**. The Workshop brought together participants, mainly women, from all over Africa who are working as professionals in various institutional and functional contexts in the field of energy: engineers, economists, forestry and household energy specialists - occupying posts ranging from junior technical to senior managerial levels. Altogether 20 African countries were represented and presentations on the respective national energy situations, and on the specific role of women played therein, were made by the country representatives (**Annex II**). In addition, the sponsors had invited several resource persons (see **presenters and moderators listed in Annex I**) to complement country-specific contributions and to facilitate the discussions on strategic and policy issues. In this context, the ECA representative had been asked to moderate, jointly with June Budhooam (Ministry of Energy, Trinidad and Tobago), two Round Table Discussions: (i) "Constraints to the Participation of Women in Energy Development Programmes", and (ii) "Promoting TCDC and Networking of Gender and Energy Programmes".

- **Proceedings**

6. The Workshop was opened by Mr. Fikru, Coordinator of the AEP of ADB. He spelled out that this meeting was the seventh in a series of Workshops held in the context of the AEP. In elaborating on the current status of the AEP, he stated that a Synthesis Report was under preparation which would be finalized by the end of November 1996 and presented for comments to partners, in particular OAU and ECA. In February 1997, a meeting of senior energy policy-makers was to convene and it was planned to include participants of the "Women and Energy" workshop in the meeting.

7. There was unanimity among the participants that the workshop had been extremely useful and inspiring as a wide range of concerns related to women and sustainable energy development in Africa had been covered. Two principal, mutually reinforcing, streams of concern were pursued throughout the discussions: one related to the need of including the gender dimension in energy development, i.e. to reflect on the specific energy needs which arose from socially-determined (but thus also changeable) gender roles. The second one dealt with women in national and international energy institutions and research environments, their special contribution, challenges and specific support and additional training needs.

8. It was, however, emphasized that the two aspects of the theme "women in energy" were closely interlinked. Women in positions of technical and managerial responsibility would more likely be sensitive to including the gender dimension in energy strategies, policies, programmes and projects at national and local levels. And once the gender perspective was becoming integrated into the energy sub-sectors at all levels, it would be all the more logical for qualified women to be on an equal footing at the decision-making levels.

9. Strong need was expressed for establishing networks of 'women in energy', from local to international levels. The enthusiasm and expectations which participants brought to the Workshop, the first of its kind, were sufficient testimony to the need for a systematic follow-up to the body of recommendations agreed upon.

10. Apart from presentations and round-table discussions in the Plenary, two parallel workshops were organized on (i) *Strategies and Policies for Women's Participation in Energy Development* and (ii) *Institution- and Capacity-building: Training, Financing, Credit Schemes, Legal and Regulatory Issues*. The proposals for action contained in the ECA paper **Building Capacities for the African Energy Transition - Promoting Training and Research Centres for Human Resource Development in Energy Technologies and Management** (with special emphasis on increasing the number of women receiving training in science & technology, economics, medium-level engineering and extension work related to energy) were presented in the context of the latter workshop.

11. The recommendations emanating from the three days of discussions were adopted by the final Plenary and are as follows:

- **Recommendations**

1. *The United Nations "Special Initiative on Africa" should be expanded to include the promotion of girls and women in science and technology through education (all levels) and private sector initiatives.*
2. *National energy plans/strategies/policies should include gender issues as they relate to women in energy development. This can be extended to include appointment of women as project leaders, members of boards, etc.*
3. *An inventory of training opportunities in the energy field should be compiled and disseminated to women working in the sector.*
4. *Women energy professionals should be provided with training in energy planning and management, biomass technologies, and new and renewable sources of energy through new course offerings and scholarships.*
5. *Gender issues should be integrated into existing training courses through a) the provision of gender training modules, b) the targeting of gender articles to professional journals, and c) the sending of gender/energy newsletters to training institutions.*
6. *In-country workshops on gender and energy should be organized to maximize short-term sensitization, including training of trainers.*
7. *Personal links should be employed to establish both in-country and inter-country networks, utilizing wherever possible existing networks (such as ENDA, SADC, etc.) and piggy-backing on any energy fora which network members attend.*
8. *Lobbying campaigns should be mounted for gender issues at senior policy-making levels (OAU, ADB, ECA, Conferences of Ministers,...) a) at programmatic levels by preparing a memorandum on women and energy which should go to Ministers and Heads of State, and b) at representational levels, including women candidates for heading the African Energy Commission.*

9. *Efforts should be made to tap multiple sources of funding for gender and energy programmes (UNDP, development banks, bilateral agencies, GEF, national energy levies, private sector (utilities)).*
 10. *A roster of female consultants should be established and widely circulated among international, regional, sub-regional and national organizations for their consideration as possible candidates for permanent and temporary assignments.*
 11. *Gender analysis tools (Harvard Analytical Framework, Gender Analysis Matrix, Forcefield Analysis, Socio-political Profile Analysis, etc) should be more widely employed to assist in the design, monitoring and evaluation of energy projects.*
 12. *Gender and energy issues should be viewed in a participatory, cross-sectoral and multi-institutional approach to ensure coherence and continuity of projects; it is especially valid that gender issues be integrated with environmental aspects.*
 13. *Gender issues are particularly relevant to energy projects and programmes focusing on a) rural electrification, b) solar and wind energy applications, and c) biomass technologies.*
 14. *Appropriate credit systems should be made available to women in rural areas for the acquisition of energy services, both production and end-use.*
 15. *Rural electrification projects should include evaluation of women's technical assistance requirements and provision of technical services, as appropriate for training, operations and maintenance, marketing, transport, and manufacturing.*
 16. *Finally, it was recommended that the proceedings of the workshop a) be incorporated in the Synthesis Report on the African Energy Programme of ADB and b) be presented to the next session of the United Nations Committee on New and Renewable Sources of Energy and on Energy for Development.*
12. The Proceedings of the Workshop will be published by the African Development Bank. The Proceedings will include the country papers that were prepared for 20 African countries by the participants, describing national energy programmes and their relation to gender issues.

III. Establishment of the African Energy Commission

13. After the Workshop, a meeting was held on Thursday 14 November 1996 to discuss ways and means to support the establishment of the African Energy Commission (AEC). The meeting was attended by Mr. L. Buzingo of OAU, Messrs. B. Fikru and A. Ndyeshobola of AEP/ADB, Mr. Mohan Peck of DDSMS, Ms. J. Budhooram (former staff of the Latin American Energy Organisation (OLADE) as expert on Latin American cooperation process) and the author.
14. Mr. Buzingo informed the meeting that a letter had been received from the Government of Egypt offering to host the headquarters of the AEC. He indicated that a similar request was expected from South Africa. The OAU was currently updating a

feasibility study for the establishment of the AEC that had previously been prepared by ECA. Mr. Mothlahedi, the former Head of the Department of Energy of Botswana, had just been recruited by OAU to steer the programme related to the establishment of the AEC. The OAU document would be circulated to ADB, ECA and DDSMS for comments in December 1996/January 1997.

15. OAU would organize an interagency meeting in February 1997 (probably linked to the above mentioned ADB high-level Think Tank meeting on the AEP) to address the following AEC-related issues: constitution, interim structure, long-term structure, and proposed financial resources. The final report would be sent to OAU member States in March 1997 and discussed at the OAU Meeting of Ministers in Harare, Zimbabwe in June 1997. OAU informed the meeting that it would have a budget of \$20,000 to support this effort. It was further mentioned that resistance to the establishment of the AEC from some member States, namely Algeria, Nigeria and Angola, had in the meantime subsided. In fact, Nigeria and Angola had recently indicated their support.

16. All participants expressed their readiness to collaborate with OAU in the review of the feasibility study. The author stressed that better communication was needed between the principal entities (OAU, ADB, ECA, UN/DDSMS) and proposed that, regardless of the AEC establishment, collaboration on regional energy projects was essential. Three such projects, for which support was being sought (e.g. from the World Energy Council), were recommended: (1) an African energy information system, (2) a framework for rural electrification, and (3) support to regional capacity-building, with a special gender component. It was also mentioned that member States were seeking assistance in instituting legal frameworks for governance of the energy sector (including aspects like efficiency, environmental regulations).

17. The representative of DDSMS offered assistance to the AEC process within the limits of DDSMS' mandate as a technical agency with broad experience in institution-building. He reiterated that a DDSMS study in 1994/95 on the interim structure for the AEC recommended that it should be (1) small in size, (2) technical in nature (and staffing), and (3) have a narrowly defined initial scope of activity comprising of (i) technical advisory services for energy strategies and policies, (ii) a training centre for energy planning, and (iii) establishment of a regional energy information system. It was also stated that the AEC should have clearly measurable outputs that are of strategic value to countries, and that it should strive to make a positive contribution to capacity building in the region.

18. It was agreed that the agencies involved would be kept informed by OAU on the progress made on the feasibility study as well as by ADB on its Synthesis Report concerning the AEP.

Workshop on the Role of Women in Sustainable Energy Development
AGENDA

Monday, 11 November
Morning Session

Chairperson: **Z. El-Bakri**

Opening

A.R. Awl, Chairman, African Energy Programme (AEP)

Welcome

B. Fikru, Coordinator, AEP

Welcome and Introduction

Tsu-wei Chang, Coordinator, UN/DDSMS Task Force on Women and Development

The African Energy Programme: .

A. Ndyeshobola, Deputy Coordinator, AEP

Action Oriented Proposals for Gender and Energy: . . .

Mohan Peck, Energy Management Branch, UN/DDSMS

The African Energy Situation and Role of Women in Household Energy

I. Kendel, AEP

Round Table Discussion

Constraints to the Participation of Women in Energy Development Programmes

Moderators: **June Budhooram** and **Christine Zumkeller**

Afternoon Session

Chairperson: **M. Doumbia**

Women and Energy Management for Household and Non-Household Uses:
technical, economic, environmental and related health issues

Margaret Skutsch, Technology Development Group, University of Twente,
Netherlands

Presentation of selected country papers

Continuation of Round Table Discussion from morning session

Tuesday, 12 November

Morning Session

Chairperson: **A. Beileh**

Policies and Strategies for Women's Participation in Sustainable Energy Development

Martha Dueñas-Loza, Acting-Director, United Nations International Research & Training Institute for the Advancement of Women

Discussion

Chairperson: **Tsu-wei Chang**

Human Resource Development: Training, Education, Public Awareness.

Margaret Skutsch, TDG, University of Twente

Discussion

Presentation of selected country papers

Afternoon Session

Chairperson: **Martha Dueñas-Loza**

Financing and Women's Access to Credit - the ADB Experience

Almaz Amine, ADB

Presentation of selected country papers

Discussion

Private Sector Initiatives for Sustainable Energy Development

P. Rwelamira, ADB

Discussion

Round Table Discussion:

Promoting TCDC and networking of gender and energy programmes.

Moderators: **June Budhooram** and **Christine Zumkeller**

Wednesday, 13 November

Morning Session

Parallel Workshops

Workshop I: Policies and Strategies for the Participation of Women in Energy Development

Chairperson: **Martha Dueñas-Loza**

Workshop II: Institutional issues and capacity building: training, finance, credit schemes, legal and regulatory issues

Chairperson: **M. Skutsch**

Afternoon Session

Parallel Workshops

Preparation of conclusions and recommendations

Plenary Session

Chairperson: **B. Fikru**

Presentation of Workshop reports

Closing statements

B. Fikru, AEP

M. Peck, UN/DDSMS

Reception

LIST OF PARTICIPANTS

Workshop 2

Mmes. Rose Mensah-Kutin
Josephine L. Bekong
Diana L. C. Shamu
Christine N. Maphorisa
Flora Mosaka-Wright
Touria Dafralla
Assiatou Gueye
Assiatou Koné

Mr. Ansumana Kunjo

Mmes. Kadiatou Ndiaye

Beatrix Westhoff
Somé Cecilia

Mr. Mohan Peck

Mmes. Margaret Skutsch
Christine Zumkeller
Yvette Kouamé

Mr. Ahmed Ndyeshobola

Workshop 1

Mmes. Esther M. Noah Obono Moto
Muluemebet Chekol
Mongaye Rachel Djimrarai
Peggie Liswani Chiwele
Lahja Amaambo

Mr. Libère Buzingo

Mmes. June Natasha Budhooram
Ndeye Khady Cissé
Kadiatou Bagayoko
Mariatou Kasim Loum
Aissatou Billy Sow
Sawadogo Armande
Elizabeth Muguti
Thiombiano Paguedamba Katambe
Tsu-Wei Chang
Marthe Duenas Loza

Mm. Niek Hoek
B. Fikru
I. Kendel

DDSMS SUMMARY ON ISSUES DISCUSSED AT THE WORKSHOP

Gender for efficiency

For a number of years it has been generally accepted that a participatory approach to project design and implementation is a requirement for success, because it is understood that a proper understanding of people's needs and priorities can only be gained through their participation. Similar to this is the notion that each gender has its own requirements and its own constraints which need to be taken into consideration. A gender approach ensures that these needs and constraints are at least understood by the planners, which should enable them to design better project and programme interventions. This approach to gender makes no attempt to change the basic roles which men and women play. It accepts the status quo and maximizes project efficiency and effectiveness by ensuring the project is sensitive to these roles.

Gender for equity

At the other end of the scale are energy planners who see the gender approach primarily as one which highlights inequalities in society, and which stresses the fact that in almost all societies women are subordinate to men in most respects. The purpose of applying gender analysis is, in this view, not to increase the success of projects by fitting them more closely to people's current needs, but to change the status quo: to meet not just the practical needs of women but to help them meet their strategic needs and to give them more power relative to men. The gender analysis is used to identify the most serious blockages to women's control over resources, to document the conditions under which women work relative to men, and to propose changes to this.

Most energy planners find themselves somewhere in between these two positions. The point is that awareness of gender and use of gender based planning procedures, can help the planner whether the aim is efficiency or equity: and in most cases, the aim in fact is somewhere in the middle.

Several issues need to be pointed out. First of all women's energy needs may be different from men's energy needs. Most importantly these needs are not limited to biomass fuel for cooking. If one looks at statements in planning reports and at projects designed to improve the energy situation for women one finds that they are all curiously lopsided. They consist almost entirely of either *improved cookstove projects* or *tree planting projects*, both designed with cooking in mind. But while it is undoubtedly true that cooking is a major responsibility for most women still, there are numerous other areas in which women expend energy, which are ignored. Beer (pombe) production is a case in point. This is a self-employment activity carried out widely in Africa and exclusively by women, and is one of the very few ways in which women can win back some of the cash they helped to generate by physical labour on the family maize, millet and banana fields, since most of the drinkers are menfolks. It is also an enormous user of wood energy. Most rural energy surveys have failed to take account of it, possibly because of prudery about alcohol production, or because it is semi-illegal in many places, but what studies there are, indicate that a quarter to a third of all village firewood in Africa is burned under the pombe barrels.

The impacts of energy interventions may be different for men and for women. All energy interventions affect people, sometimes in positive ways, sometimes in negative ways. Rarely are the effects on women and on men separately distinguished. There have not been many studies assessing the impact of electricity on women, but at least in middle class homes, male respondents seem to see the benefits of electricity mainly in terms of kitchen appliances (irons, fridges) which ease the work of their womenfolk. A USAID study in Bolivia however found that lighting itself was an enormous boon to women, enabling them to see properly in the evenings in work such as sorting seeds and cleaning agricultural produce, spinning, repairing clothes etc. The cleanliness of electric light compared to dripping candles and sooty kerosine wick lamps which need constant scrubbing was mentioned by these women too, also peace of mind that the children would not get burned: besides the electric light worked out three or four times cheaper than the candles or kerosine, which enabled the women to use their budgets for other basics. In Malaysia a similar study showed that it was the convenience of electricity that was valued by women: it saved time in cooking, ironing and shopping (fewer trips to market as result of fridge), and these findings are not unlike those in some of the Indonesian islands. We are not familiar with any studies of this kind from Africa.

One of the energy interventions often forgotten about is kerosine prices. Under structural adjustment many countries have been forced to reduce the rate of subsidy they offered on kerosine. Rapidly rising kerosine prices may have a disproportionately negative effect on women, particularly in the urban areas where people are very dependent on this fuel both for lighting and in some cases for cooking. Working women who use kerosine because it is a faster and cleaner fuel may face serious budgetary problems when the price rises, as it is often the women's responsibility to provide such household fuels. As far as we know, no gender differentiated studies on the impact of fuel prices rises have been made in Africa.

Women's potential to contribute the solution of energy problems may be different from men's. Women are heavily involved in wood energy, of that there can be no doubt. In most countries, at least in the rural areas, it is fully known that it is women who are responsible for gathering firewood or crop residues for household fuel use, and certainly it is they who do the cooking. This fact is known to all in the business of energy planning in Africa.

But the truth is that the majority of energy planners (and the overwhelming majority of them are men) rarely really sit down with the women for whom they are planning and discuss the problems from their angle. Too often, the assumption is made that, for example, a new type of stove that has been shown to use less firewood will be readily be adopted by women because it saves them time in fuel gathering. In reality, women have many criteria in assessing the utility of stoves, of which fuel economy may be only one. These criteria are not universal and may need to be carefully investigated in the early stages of planning, if the stove project is to be a success.

But not all is negative as regards the potential of women to take on a special role in energy. There are plenty of examples in Africa of active women's movements taking on environmental issues, in particular tree planting (e.g. the Green Belt Movement). These cases need to be brought to the attention of policy and decision makers. Two new areas in which women might play a stronger role: firstly in management of natural forest which

could result in a more sustained firewood supply as well as other benefits, and second as energy entrepreneurs.

There is a need for tools to bring gender issues into regular energy planning. Gender analytic tools are systematic frameworks for looking at the existing gender situation in a given community. They are intended firstly to draw attention to gender inequalities in a given community, and secondly to be a early warning system identifying problems that may arise if a project is started within this community. Some are intended also to assess the probable impact of a project on women as distinct from men.

For example, gender analytic tools may identify the fact that women have no say in what types of crops are planted on the family farm, thus the conclusion may be drawn that they are unlikely to be able to chose the species to be planted in a family woodlot. If it is thought that men and women have very different views about what trees are valuable and worth growing, then this is clearly an important piece of information to be considered, but the gender analytic tool itself cannot tell us how to resolve this problem. Or the analysis may show that women's working activities are so heavy during planting season that they will not be able to take on the extra activities involved in planting such a woodlot. It cannot-however tell us what to do about this situation or what the best solution may be. For that, one has to embed the use of the gender tool within a whole planning framework, to ensure that the result of the analysis carried out using the gender tools is carried through and made use of in later decision making.

There is a need to change institutions to adopt such tools and to develop gender consideration as a standard procedure The availability of good tools goes a long way to helping energy planning towards a gender sensitive path. But of course unless agencies adopt these tools nothing will change. However, as we all know bureaucracies are often slow or even unwilling to make changes in procedures and a number of deliberate steps must be taken to prepare the way for the adoption of the gender approach. These include:

1. Ensure that there is visible support from the top
2. Select or design the gender analytical procedures to be used and prepare a manual
3. Decide upon an appropriate structure and location for gender expertise within the organization.
4. Institute an on-going training programme
5. Keep a list of available gender consultants and rewrite standard ToRs.
6. Establish a special fund
7. Network
8. Monitor and evaluate progress

Considering women in energy planning does not necessarily mean special women's projects: quite the contrary in fact. There has been some misunderstanding about what it means to include women in energy planning (which is one of the main reasons for using the gender approach rather than the women's approach). If a gender approach is to be adopted in energy planning, this does not mean setting up a few special projects to try to benefit women. It means that gender analytic tools and procedures need to be integrated into the regular pattern of work as carried out by the organization. Thus the attention given to gender (or to 'women') is not special but a normal planning task institutionalized into the routine of office activity. Just as it is increasingly common these days to carry

out an environmental impact analysis of any proposed project, so it should be standard practice to carry out a gender analysis in addition. While this does of course entail an increase in workload to the planners concerned, the chances are that the effectiveness of wood energy projects will be greatly increased if proper attention is given to gender matters. Therefore in the long run, time (and money) will be saved.

This concept relates to mainstreaming, making sure that women are recognized and catered for in all development projects. The alternative approach, using 'women only projects' is a two edged knife. While specialized projects for women may help women to control the outputs and give them management control (control which they might be denied in a mixed project), it is also true that they tend to get marginalised, shunted off into a corner, handed over to a gender specialist and forgotten about. When it comes to the budget review, they are often the first to get the ax.

Since this was the first regional meeting on gender and energy issues in Africa, perhaps the most important result is the network initiated amongst the participants and resource persons for the exchange of information, experiences and mentoring. The enthusiasm of the participants with respect to establishing this network was very high. It is only hoped that enthusiasm remains high for maintaining and utilizing the network.

Another important result is the proposal to elaborate a regional project to promote better understanding of gender and energy issues through training and other initiatives. The author is now preparing a project proposal for submission to UNDP along the lines of the issues discussed at the workshop.

List of Documents

From African Development Bank

1. Bioenergy and Environment Interactions, African Energy Programme, Energy and Environment Technical Paper Series - Technical Paper No. EE1
2. Forests and Biomass Sub-Sector in Africa, African Energy Programme, Energy Sector Technical Paper Series - Technical Paper No. ES3
3. The Environmental Impacts of Energy Systems in African Countries - Legal and Institutional Strengthening, African Energy Programme, Energy and Environment Technical Paper Series - Technical Paper No. EE3
4. The Electricity Sub-Sector in Africa, African Energy Programme - Energy Sector Technical Paper Series - Technical Paper No. ES1
5. Energy Accounting System for Africa, EDP, Association for Energy Development & Planning, African Energy Programme