Ministry of Energy

GENDER AUDIT OF ENERGY POLICY AND PROGRAMMES IN KENYA.

FINAL REPORT

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Abbreviations and acronyms

AFREPREN	-	African Energy Policy Research Network
AGEN	-	African Gender and Energy Network
AIDS	-	Acquired Immunity Deficiency Syndrome
CBS	-	Central Buraeu of Statistics
CEDAW	-	Convention on Elimination of Discrimination Against Women
CSOs	-	Civil society Organizations Development
DFID	-	Department of Foreign International Development
DGIS	-	Dutch Ministry of Foreign Affairs
EAETDN	-	East African Energy Technology Development Network
EIA	-	Environmental Impact Assessment
ENERGIA	-	International Network on Gender & Sustainable
EPCM	-	Energy Project Cycle Management
ERB	-	Electricity Regulatory Board
ESDA	-	Energy for Sustainable Development, Africa
GFPs	-	Gender Focal points
GOK	-	Government of Kenya
GWh	-	Gigawatt hours
HIV	-	Human Immunodeficiency Virus
HRD	-	Human Resource Development
JICA	-	Japanese International Cooperation Agency
KenGen	-	Kenya Electricity Generation Company
KIPPRA	-	Kenya Institute of Public Policy Research Agency
KNBS	-	Kenya National Bureau of Statistics
KPLC	-	Kenya Power and Lighting Company
KPRL	-	Kenya Petroleum Refineries Limited
LCPDP	-	Least Cost Power Development Plan
LPG	-	Liquid Petroleum Gas
M&E	-	Monitoring and Evaluation
MDGs	-	Millennium Development Goals
MENR	-	Ministry of Environment & Natural resources
MGS&SS	-	Ministry of Gender, Sports, Culture & Social Services
MoA	-	Ministry of Agriculture
MOE	-	Ministry of Energy
MoEd	-	Ministry of Education
MoF	-	Ministry of Finance
MOH	-	Ministry of Health
MTEF	-	Medium Term Expenditure framework
MW	-	Megawatt
NEMA	-	National Environment Management Authority
NGOs	-	Non governmental Organizations
NOCK	-	National Oil Corporation
PIEA	-	Petroleum Institute of East Africa
PRSP	-	Poverty Reduction Strategy Paper
PV	-	Photovoltaic
REA	-	Rural Electrification Authority
REP	-	Rural Electrification Programme
SCODE	-	
Sida	-	Swedish International Development Agency
TIE ENERGIA	-	Turning Information to empowerment
TOR	-	Terms of Reference
UNDP	-	United Nations Development Programme

Executive summary

The Gender audit of energy policies and programmes is one of the outputs of Work Package 3 of the activities undertaken within the programme of ENERGIA[5] called 'Turning Information into Empowerment: Strengthening Gender and Energy Networking in Africa' (TIE-ENERGIA programme). The programme is implemented by members of the Africa chapter of ENERGIA called the Africa Gender and Energy Network (AGEN). The project is funded by the European Union under the COOPENER. COOPENER is a funding window under the European Union Energy Initiative for Poverty Eradication and Sustainable Development.

As part of this programme, the gender audit exercise aimed at identifying gender gaps in energy and poverty policies through making gender and energy issues visible to a wide audience. It was envisaged that such action would support national and international networking as well as advocacy initiatives to influence energy policies and programmes. The Audit exercise included training of the team members as well as stakeholders who participated in the exercise. Such training contributed to building capacity of women and men in ways that could enable them to acquire skills and information on how to advise policy planners towards making gender responsive policies and programmes.

The gender Audit is thus part of collaborative activities between International Network on Gender and Sustainable Energy (ENERGIA), East African Energy technology Development Network (EAETDN), Practical Action East Africa and the Ministry of Energy, Kenya. Similar studies have been carried out in Botswana and Senegal.

The report is organized into eight chapters. Chapter 1 provides an introduction and background to the study, while chapter 2 documents the process and methodology used to generate data and information. Chapters 3 and 4 provide the situational analysis of the energy sector and the policy framework for gender mainstreaming in Kenya, respectively. Chapter 5 covers the organizational management and programme level issues. Further, chapters 6 and 7 deal with the role of energy and gender in achieving the Millennium Development Goals and resource mobilization for addressing gender and poverty concerns. Finally, chapter 8 documents the key findings of the study, recommendations and action plans. The study was undertaken by a team of four persons, three from the Ministry of Energy and one from University of Nairobi. The following is a summary of the report.

1. Background and Methodology of the Study

1.1 Background of the study

ETC Foundation, on behalf of consortium partners[6]- signed a contract with the "Intelligent Energy – Europe" Programme of the European Commission and with co-funding from the Directorate General of International Co-operation of the Dutch Ministry of Foreign Affairs

[5] International Network on Gender and Sustainable Energy

[6] ETC Foundation, Eco Limited UK, East Africa Energy Technology and Development Network (EAETDN) as the Africa Regional Network Coordinator (RNC), Intermediary Technology Development Group for Eastern Africa (ITDG EA) and KuSiNi Centre for Knowledge and Sustainable Governance and Natural Resources Management.

(DGIS) and the Swedish International Development Cooperation Agency (Sida). This funding is for implementation of the programme 'Turning Information into Empowerment: Strengthening Gender and Energy Networking in Africa' (referred to as 'TIE-ENERGIA programme').

The TIE-ENERGIA programme builds on the existing Africa Gender and Energy Network (AGEN), which was established in 2000, through a recognized regional consultative process facilitated by ENERGIA. AGEN exists as an informal network based on organizations working on energy and sustainable development issues in Africa, who share agreed principles on gender, women's empowerment and sustainable development. AGEN has national focal points in 13 countries: Kenya, Tanzania, Uganda, Lesotho, Swaziland, Zimbabwe, Botswana, Nigeria, Ghana, Mali, Senegal, Zambia and South Africa

The TIE-ENERGIA programme started in January 2005 as part of the activities implemented within ENERGIA, an International Network on Gender and Sustainable Development that is formally hosted by ETC Foundation. The programme aims at increasing awareness, knowledge, and skills of a selected group of development practitioners – planners, policy makers, project implementers – to integrate gender and energy concerns into sustainable development and poverty reduction programmes. The Gender Audit exercise is one of the components of the TIE-ENERGIA programme. This Gender Audit of the Energy related Policies and Programmes is therefore part of collaborative activities between International Network on Gender and Sustainable Energy (ENERGIA), East African Energy technology Development Network (EATDN), Practical Action East Africa and the Ministry of Energy, Kenya. Similar studies have been carried out in Botswana and Senegal. The Kenyan Gender Audit of energy policy and related projects and programmes was coordinated by Practical Action East Africa, which is also the ENERGIA's national focal point.

1.2 Methodology of the study

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

In carrying out the gender audit of the energy policy, a detailed content analysis of the Sessional Paper No. 4 of 2004 on Energy was undertaken. This was facilitated by use of pre-set audit guidelines, checklists of questions and some specific gender analytic tools. The tools included: (i) Quickscan, (ii) Indicators of Gender Goals tool and (iii) Policy assessment tool. In addition, structured data collection questionnaires were prepared and administered using face-to-face interviews with key stakeholders with view to eliciting institutional perspectives of the gender dimensions embodied in their respective institutional or sectoral policies and activities.

2. Summary of findings from the audit exercise

The gender audit analysis was undertaken within the context of the situation of gender and energy in Kenya. The findings are summarized below under the five broad themes adopted by

the study. These are (i) Organizational, Management and Programme or Project Level Issues; (ii) Gender and Energy Situation In Kenya; (iii) Energy Policy and contribution to gender goals and motivation; (iv) Role of Energy and Gender in Achieving the Millennium Development Goals; and (v) Resource mobilization for gender and poverty related policies and programmes. The key messages and findings from the audit exercise are summarized below.

2.1 Situational analysis of Gender Perspectives in the Energy Sector

i) The situation of the Energy Sector

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

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

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

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

recognize the key role of women in production and marketing of agricultural products. Part of the agriculture Policy states that the Ministry of Agriculture will promote gender sensitive practices and culture within its staff and within the wider stakeholders in Agriculture"

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

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

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

ii) Gender and Energy Situation in Kenya

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

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

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

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

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

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

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

Historically, the efforts to mainstream gender into the government budget began in the 1990s with a three-year initiative (Institute of Development Studies, 2003). This initiative culminated into incorporation of social issues into the 1998 budget. With regard to the Energy budget, it is noted that the 1998 budget (Public Investment Programme, 1998) contained some projects

classified as having a "social dimension". Such projects were "ring-fenced" to ensure that they remained at the top priority. Most of such projects are still continuing.

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

2.2 Organizational, Management and Programme or Project Level Issues

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

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

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

2.4 Energy Policy and contribution to gender goals and motivation

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

- The Gender perspectives are not articulated in the policy document. This means that it would be unlikely that gender issues would be considered relevant when planning small-scale rural and urban energy projects;

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

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

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

MDG 1: Eradicate extreme poverty and hunger

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

MDG 2: Achieving Universal Primary Education

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

MDG 3: Promote Gender Equality and Empower Women

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

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

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

MDG 7: Ensure Environmental Sustainability

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

MDG 8: Develop Global Partnerships

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

2.6 Resource mobilization for gender and poverty related policies and programmes

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

3. Conclusions

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

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

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

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

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

4. Recommendations

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

1. Advocacy organizations - Advocacy strategy

   Formulate innovative advocacy strategy to identify and Influence policy actions to ensure gender mainstreaming in policy objectives, actions and strategies

2. Data custodians, Data users and other concerned organizations - Gender disaggregated data:

   i) Use of gender tools in planning and data collection,
   ii) Establish data needs,
   iii) Establish linkages with relevant institutions on data requirement, timelines and accessibility,
   iv) Regular monitoring and validation of gender disaggregated data.

3. Public, Private and NGO organizations - Gender awareness and sensitization:

i) Organization of awareness campaigns to make gender more visible targeting institution top management to ensure mainstreaming in projects and programmes,
ii) create partnerships to facilitate awareness and information sharing,
iii) raise the profile of gender through the ministry of energy newsletter and website in order to create awareness,
iv) develop cross issue/sectoral linkages on role of gender and energy on addressing issues like HIV/AIDS, Home economics,
v) improve advocacy skills on gender and energy.

4. Public, Private and NGO organizations - Gender structures and mainstreaming in institutions:

i) develop guidelines and briefs for gender roles /mandates,
ii) lobby for gender desks in institutions,

5. All players - Capacity building for gender mainstreaming:

i) at individual and institutional levels,

6. Project Developers and implementers, Development Partners - Impact assessment:

i) need to understudy the gender related impacts of the projects and programmes,
ii) develop a criteria for impact assessment for all gender groups ,
iii) need to correlate energy end uses and practices to identify existing gaps, and ,
iv) relevant institutions to undertake regular reviews on progress on impacts.

7. Planner, Budget personnel, Policymakers - Budget and Resources:

i. Utilize gender budgeting tools in energy and other sectors across the planning activities,
ii. mobilize resources including budgetary allocations especially for the more vulnerable gender groups

Main Report

1.0 Introduction and Background to the study

1.1 Introduction

This chapter introduces the gender audit of energy policy and related programmes and projects. It starts by a brief of the audit study and the Audit study team. Finally, a background to the study in terms of context within which the gender audit exercise was conceived.

1.1.2 The gender audit study

This report concerns gender audit of energy policy and related programmes. This report follows to document the situational analysis of energy sector, gender and poverty. This is followed by a description of the methodology adopted for the study and the key findings of the audit analysis on the basis of the targeted themes of the study. Finally, conclusions and recommendations on what should be done to ensure energy policy and programme of activities embraced the gender perspectives, are made.

The gender audit was carried by a team of four comprising: (i) Dr. Mumbi Machera, a gender specialist (University of Nairobi), (ii) Joel Imitira, a Senior Energy planner-cum budget analyst (Ministry of Energy), (iii) Paul Mbuthi, an energy Researcher/Statistician (Ministry of Energy) and (iv) Faith Odongo, a Renewable Energy specialist (Ministry of Energy) .

1.2 Background the study

ETC Foundation, on behalf of consortium partners[7]- signed a contract with the "Intelligent Energy – Europe" Programme of the European Commission and with co-funding from the Directorate General of International Co-operation of the Dutch Ministry of Foreign Affairs (DGIS) and the Swedish International Development Cooperation Agency (Sida). This funding is for implementation of the programme 'Turning Information into Empowerment: Strengthening Gender and Energy Networking in Africa' (referred to as 'TIE-ENERGIA programme').

The TIE-ENERGIA programme builds on the existing Africa Gender and Energy Network (AGEN), which was established in 2000, through a recognized regional consultative process facilitated by ENERGIA. AGEN exists as an informal network based on organizations working on energy and sustainable development issues in Africa, who share agreed principles on gender, women's empowerment and sustainable development. AGEN has national focal points in 13 countries: Kenya, Tanzania, Uganda, Lesotho, Swaziland, Zimbabwe, Botswana, Nigeria, Ghana, Mali, Senegal, Zambia and South Africa

[7]ETC Foundation, Eco Limited UK, East Africa Energy Technology and Development Network (EAETDN) as the Africa Regional Network Coordinator (RNC), Intermediary Technology Development Group for Eastern Africa (ITDG EA) and KuSiNi Centre for Knowledge and Sustainable Governance and Natural Resources Management.

The TIE-ENERGIA programme started in January 2005 as part of the activities implemented within ENERGIA, an International Network on Gender and Sustainable Development that is formally hosted by ETC Foundation. The programme aims at increasing awareness, knowledge, and skills of a selected group of development practitioners – planners, policy makers, project implementers – to integrate gender and energy concerns into sustainable development and poverty reduction programmes. The Gender Audit exercise is one of the components of the TIE-ENERGIA programme.

This Gender Audit of the Energy related Policies and Programmes is therefore part of collaborative activities between International Network on Gender and Sustainable Energy (ENERGIA), East African Energy technology Development Network (EATDN), Practical Action East Africa and the Ministry of Energy, Kenya. Similar studies have been carried out in Botswana and Senegal.

1.3 Objectives of the study

The objectives of the audit for each of countries involved are to:

- identify gender gaps in energy-relayed policies and to formulate strategies that can address those gaps at the national level;
- make gender and energy issues visible to wide audience in ways that support the national and international networking and advocacy initiatives to influence energy policies and programmes.

The study is premised on the strong belief that there are consequential benefits of undertaking a gender analysis of the energy policy and related projects. For example, an analysis of the gender relations can tell who has access, who has control, who is likely to benefit or lose from what initiative. Also, gender analysis asks questions that can lead to the search for information to enhance the understanding of why a situation has developed the way it has. The questions further enable one to explore assumptions about issues such as the distribution of energy resources and impact of culture and traditions on the gender roles and responsibilities. Furthermore it can provide information on the inherent potential direct or indirect benefits of a development initiative on women and men and thus help determine suitable entry points while formulating measures to promote equality or maintain existing gender division of labour. The above questions are thus fundamental to the gender audit.

2.0 The Audit Methodology

The methodology used in the study entailed a multi-prong process involving desk study, use of checklists, structured interviews, literature review and focus group discussions and workshops. Also specific gender assessment tools some of which were developed as part of TIE-ENERGIA were used. Both the process and details of the methodologies in the collection and analysis of data and information are described below.

2.1 The Process

The gender audit activity for Kenya was preceded by a regional training of trainers workshop on gender and energy planning, held in November 2005 in Nairobi. The two participants in this training, were included on the team of the Gender Audit exercise. These were joined by two other team members. The team was trained during the gender audit workshop in August 2006. Preparations for the activity were undertaken for one month including outlining the roles of the team members, formulation of contracts by Practical Action. One of the team members doubles up as the team leader whose additional role is to coordinate and guide the implementation of the audit exercise, make workplans, ensure all components are worked on, guide report writing and ensure that the report components from each team members are timely provided and incorporated into the final report. Finally, the team leader had the task to compile a final report that incorporated the different components as submitted by the team members.

The activities and process included the following as outlined in Box 1 below.

Box 1: Timeline of the Gender Audit Process

Month 1: Preparation for the gender audit exercise by Practical Action and Energy Network; Recruitment of team members, training, exposure of the team to the methodology and in-put on content of the tools , from the team members

Month 2
- Identification of the key primary sources of literature review;
- Initial literature review;
- Identification and listing of stakeholder institutions to be targeted for analysis
- Preparation of data collection instruments (making reference to the guideline, the team developed structured questionnaires and used checklists);
- Compilation of initial literature review based on individual team member's literature review;

Month 3 and 4
- Data collection
- Assignment of tasks for data collection from stakeholders through administration of tools and guideline
- Data analysis;
- Assignment of tasks to team members for critical review of the zero draft document; Preparation of first progress report (zero draft);
- Compilation of synthesis report based on the review of zero draft and incorporating the results of data analysis;

Month 5
- Pre-validation workshop involving senior officials of Ministry of Energy
- Obtaining further guidance and comments from TIE-ENERGIA group and the Leader of the Work package
- Gender Audit team used the guidance and comments to make revisions in the report; prepare for validation workshop
- Validation workshop to solicit comments from Ministry of Energy and other stakeholders

Month 6
- Compilation of the final report incorporating comments from the pre-validation and validation workshops respectively.
- Incorporation of second set of comments and further guidance from TIE-ENERGIA group, and the Leader of the Work package

- Draft Final Report
- Incorporation of additional Comments on the draft final report
- National Dissemination Workshop

From Box 1, the chronology of the key activities during the gender audit exercise, is clearly outlined. The work lasted about six months.

2.2 Methodology

To obtain the necessary information relevant to the study at hand, various methods of data and information collection were used to capture information based on five pre-selected themes, namely: (i) Organizational, Management and Programme/ project level energy concerns, (ii) Energy Policy and its contribution to gender goals and motivations, (iii) Gender and Energy Situation in Kenya, (iv). The role of gender and energy in achieving the MDGs and (v) Resource mobilisation for gender, energy and poverty policies and programmes. The tools used are outlined below.

2.2.1 Literature Review

The purpose of the literature review was to gather data and facts to explain the situation of the gender dimension of the energy sector in Kenya with respect to policies and programmes in the energy and related sectors. Literature review provided the context with which the gender mainstreaming into energy policy programmes and projects were to be assessed. Government documents formed the primary source of data. The review entailed identification, location and analysis of documents containing information related to the subject under investigation. Literature available was reviewed and enabled an assessment of the variations and similarities in what is written on the theory and practice of gender mainstreaming in energy policies and programmes, and what happens in real action. A summary of the literature review is presented as Appendix 1 to this report.

The 1992 UN Conference on Environment and Development (UNCED), also called the Earth Summit, led to international consensus on the need for sustainable development that balances economic growth with concerns for social equity and environmental protection. Extension of the benefits of development to all people, men and women, is fundamental to the fulfillment of the social equity objectives of sustainable development.

In 1995, the UN's Fourth World Conference on Women, held in Beijing, concluded that throughout the world women continue to have fewer options and opportunities than men. Unequal treatment of men and women, and their differentiated social and economic roles, has also led in many countries to higher levels of poverty for women than for men.

Achieving gender equity is an important reason for attention to women's needs. Improving the effectiveness of poverty alleviation programs is another relevant consideration. The Millennium Development Goals adopted by the UN General Assembly include a target of reducing by half

the number of people living in poverty by 2015. Access to affordable energy services is an essential prerequisite to achieving economic growth and poverty reduction. In order to achieve the global poverty reduction target, the distinct energy concerns of women need to be addressed through gender sensitive policies and programmes.

Approximately 30 million Kenyans (85 % of the population) do not have electricity. About the same number rely on traditional fuels, such as wood, charcoal, dung, and agricultural residues, for cooking and heating. Grid-based electrical power does not reach many rural and poor urban areas in developing countries, nor is there adequate distribution of gas or other cooking and heating fuels.

Increased access to electricity is needed, through extension of power grids as well as installation of decentralized small-scale energy systems powered by diesel fuel or by renewable technologies using solar, micro-hydro, wind, or biomass resources. Distribution and marketing of energy-efficient end-use technologies is also important for reducing overall fuel and electricity requirements. In addition, wider availability of liquefied petroleum gas (LPG) and other cleaner fuels is needed to provide affordable alternatives to traditional biomass-based cooking and heating fuels.

In order to lift the income levels of poor families and communities, energy policies and projects must be targeted to reach those who are most in need. In many contexts, it is women who suffer the most from conditions of extreme poverty. Of the 1.2 billion people living on the equivalent of one dollar a day, 70 percent are women. Because of their traditional responsibilities for collecting fuel and water, in many developing countries women and girls would benefit the most from access to improved energy services. The time and physical effort expended by women and girls in gathering fuel and carrying water seriously limits their ability to engage in educational and income-generating activities. Literacy rates and school enrolment levels are dramatically different for men and women in many developing countries. Much of women's time is taken up with difficult and time-consuming chores related to producing and processing food without mechanical or electrical equipment and to cooking without clean-burning fuels and energy-efficient appliances.

Many women and girls also suffer from health problems related to gathering and using traditional fuels. In addition to the time and physical burdens involved in gathering fuel, women suffer serious long-term physical damage from strenuous work without sufficient recuperation time. Women must worry about falls, threats of assault, and snake bites during fuel gathering. They are also exposed to a variety of health hazards from cooking over poorly ventilated indoor fires, including respiratory infections, cancers, and eye diseases. Smoke from poorly ventilated indoor fires accounts for close to 2 million premature deaths per year.

Reduced drudgery for women and increased access to non-polluting power for lighting, cooking, and other household and productive purposes can have dramatic effects on women's levels of empowerment, education, literacy, nutrition, health, economic opportunities, and involvement in community activities. These improvements in women's lives can, in turn, have significant beneficial consequences for their families and communities.

In the traditional society, production and use of biomass fuels is the responsibility of women and children. Men only get involved when these activities get commercialized. Due to diminishing biomass energy supplies, women and children in some parts of the country are spending increasing amount of time fetching firewood and other biomass fuels leaving little time for other productive activities for women; and limited study-time particularly for the girl child. The prevailing social structures including the land tenure system in some situation also inhibit access to biomass fuel by women. In addition, the use of low quality energy supplies and inefficient conversion devices poses health risks to women due to indoor air pollution.

The challenges are therefore to mainstream gender issues in policies formulation and in energy planning, production and use, undertake public education and awareness creation on the cultural structures and practices hindering the access by women to biomass fuels resources, undertake public health education on appropriate use of biomass fuels and promote the use of fuel efficient biomass cook stoves.

In terms of gender disparities, available literature, for examples indicates that female heads of households constitute a higher proportion of the poor both in the rural (54.1% female vis-à-vis 52.5% for male heads) and urban areas (63.0% female vis-à-vis 45.9% for male heads). Also, female headed households rely more on the fuelwood than the male headed households. For instance, 81 percent of all female headed households used firewood compared to 68.1 percent for males.

2.2.2 Data Collection

Two data collection instruments, namely structured questionnaires were developed. One was used to collect data from the Ministry of Energy and associated parastatals (Appendix 2). The other was used to collect data from other key informants drawn from line government ministries, NGOs and Private sector (Appendix 3). At the planning stage of the audit exercise, the target institutions and other stakeholders to be interviewed were listed and included: Ministry of Energy, Kenya Power and Lighting Company (KPLC), Kenya Electricity Generation Company (KenGen), Electricity Regulatory Board (ERB), National oil Corporation of Kenya (NOCK), Ministry of Agriculture, Ministry of Gender, Sports, Culture and Social Services, Ministry of education, Kenya Institute of Policy Research Agency (KIPPRA), Petroleum Institute of East Africa, Solagen, Chloride Exide, ESDA, AFREPREN, Practical Action and Heinrich Boll Foundation.

The data collected from the above stakeholders provided deeper insights on the level and integration of energy gender perspectives in the respective sectoral or institutional policies and programmes.

The general issues of the gender situation in the country were captured through the literature review of key government documents. Furthermore, a detailed content analysis of the Sessional Paper No. 4 of 2004 on Energy was undertaken. This was facilitated by use of pre-set audit guidelines, checklists of questions and some specific gender analytic tools. These tools included: (i) Quickscan, (ii) Indicators of Gender Goals tool and (iii) Policy assessment tool. In addition, structured data collection questionnaires were prepared and administered using face-to-face

interviews with key stakeholders with view to eliciting their perspectives of the gender dimensions embodied in respective institutional or sectoral policies and activities. The tools are further described below.

2.2.3 Tools used[8]

The first tool used is the quick scan. This tool helped to identify which issues can be analyzed as part of the policy analysis. Specifically, it enabled for the analysis of policy statements, measures, policy processes in addition to identifying the policy actors. In analyzing the policy, both macro and micro contexts within which the policy formulation took place was borne in mind.

The second tool in the study is the indicator for gender goals. The tool helped to answer the questions such as: "What impacts should be expected from the gender goals of the energy policy and what indicators should be used to measure the achievements of reaching these goals?" This tool was useful in the analysis of the existing energy policy, both in terms of content and for monitoring policy achievements. The process of identifying the indicators of gender goals entails consultations with the various key stakeholders. Against each gender goal, the expected development impacts were identified and corresponding indicators selected. Further, the analysis attempted to identify whose gender goal the energy policy is actually serving.

The final tool used was the policy assessment tool, which was geared to assessing the policy content. For this tool, the macro-policy goals were assessed in terms of policy options for achieving these goals. The options were set out in the form of a ladder ranked in terms of moving from worst case to most desired situation. Each rung on the ladder represented one option and is represented by a score. The scales generally ranged from zero to four, indicating low, medium and high scores. An assessment of the position of the current policy on the ladder was thus made.

2.2.4 Organizational, Management and Programme/ project level energy concerns.

The organizational level checklist tool was used. The checklists of questions were incorporated in the data collection questionnaire form key informants, government Ministries, NGOs and Private sector (Appendix 3).

2.2.5 Contribution to gender goals and motivations

In order to isolate the gender goals served by various energy policy objectives and interventions, a gender goal identifying tool was used. This tool is in the form a matrix with key questions. By appropriately answering the questions, the gender goals served became clear.

2.2.6 Gender and Energy Situation in the country

[8] The tools can be found at http://www.energia.org/resources

The information on the energy situation in the country was obtained through review of key government publications, particularly, the economic survey, the energy policy document and the strategic plan of the Ministry of energy, among other documents. The gender perspectives of the energy supply through various sources was indicated by the census report of 1999, the poverty reduction strategy Paper and the demographic and health study carried out by the Central bureau of statistics in 2003.

2.2.7 Role of gender and energy in achieving the MDGs.

The insights into the role of gender and energy towards the achievement of the Millennium Development Goals (MDGs) were captured through the literature review and checklist of guiding questions.

2.2.8 Resource mobilisation for gender, energy and poverty policies and programmes.

The resource mobilisation for gender, energy and poverty policies and programmes was examined through the literature review, review of budget allocations to energy and gender mainstreaming activities and checklist of guiding questions. The guiding questions are contained in the data collection tool (Appendix III).

2.2.9 Gender sensitization activities

Gender sensitization objectives of the exercise were achieved through a half-day pre-validation mini workshop held on 20th April 2007 at the Ministry of Energy boardroom, focused group discussion and a two day validation workshop held on 25 and 26th April 2007 at Silver Springs Hotel, Nairobi. Details of those who attended workshops and the respective workshop proceedings are attached at the end of this report as Appendices IV and V respectively. The foregoing fora provided opportunity for the stakeholders to validate the accuracy and adequacy of the information documented in the draft audit report. As part of the wider dissemination of the findings of the gender audit study, an information flyer is under preparation and will be distributed widely. Furthermore, a national dissemination workshop is envisaged as the final activity within the framework of the gender audit exercise.

3.0 Situation analysis of the Energy Sector

This chapter documents the baseline data and current information on the energy sector, gender and poverty in Kenya. It will include some of the findings on thematic area 1 *(organizational, management and programme or project level issues)* and thematic area 3 *(Energy Policy and its contribution to gender goals and motivations)*. The material touching on these two themes presented in this section will therefore not be repeated in section 4 that deals with the key findings by themes. Section 4 will deal with the rest of the details in thematic area 1, 2, 3, 4 and 5. The chapter contains six sections. Section 3.1 presents the historical energy situation whiles 3.2 documents the current energy supply situation. Sections 3.3 and 3.4 discuss the gender perspectives of the energy supply options and analysis of gender perspectives of the energy policy respectively. Finally, sections 3.5 and 3.6 deal with limitations to gender-sensitive energy planning and energy and poverty linkages respectively.

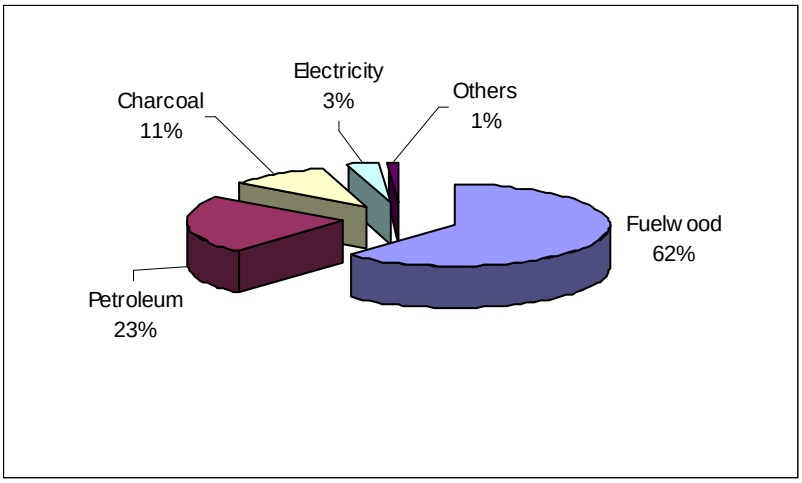
3.1 Historical Energy Supply Situation

About 5-20 years ago the level of gender awareness in the energy sector was low, there was no gender related energy policy, and project implementation experienced mixed levels of success. There was also a general lack of gender perspectives in the energy policy. Gender issues were handled on ad-hoc basis if they were ever handled at all and development interventions were not particular about achieving a gender balance in the sharing of benefits from projects. The traditional approach to energy planning and development assumed gender neutrality in the sense that it would benefit all community members regardless of whether they were male or female. In the conventional energy paradigm, women have neither been excluded intentionally nor their energy related needs overlooked but they have simply been left out.

The main energy problem of the 1980s was defined by various parameters namely: increasing shortage of woodfuel and the attendant undesirable effects on the environment and productive sectors of the economy; inadequate supply and distribution of petroleum products and inadequate distribution of electricity to the rural areas and small towns (MOE, 1991). The corresponding intervening policy objectives of the 1980s contained in draft Energy policy of 1987(MOE, 1987) were more or less a mirror image of those contained in the current energy policy.

In the 1980s, the district energy planning strategy emphasized the integrated approach targeting people and their energy needs and purposes as the basis for the supply options selected. The contribution of energy types to national consumption then was as shown in Figure 1.

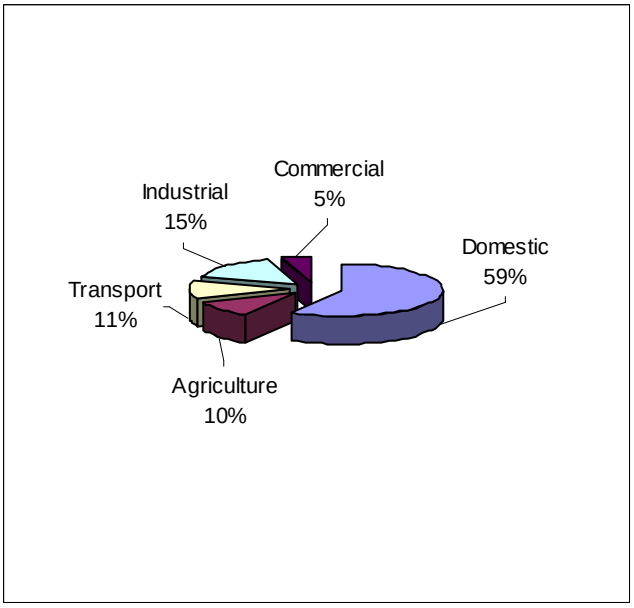
Figure 1: Energy demand by energy types



Source: Beijer Institute, 1980

The national energy demand according to sector in 1980 was: Domestic (household) 59 %, Industrial 15 %, Transport 11 %, Agriculture 10 % and Commercial 5 % as shown in Figure 2

Figure 2: Energy Demand by sector, 1980

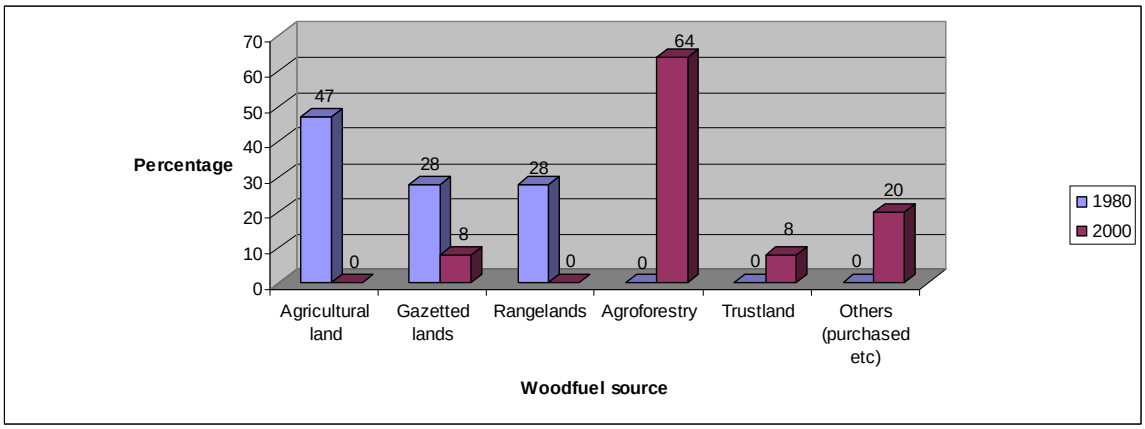


Source: Kamfor report, 2002

The study could not obtain disaggregated employment data in the energy sector in terms of male and females by energy suppliers and thus the same could not be analysed. The same applied for information on the levels of energy used by different gender groups.

A comparison of the sources of fuelwood for household consumption in 1980 and 2000 shows that in 1980s, the main sources were agricultural land 47 %, gazetted forests 25 % and rangelands 28 % , while in 2000, the main sources were agroforestry 64 %, trustland 8 %, gazetted lands 8 % and purchased outside the household 20 % . The woodfuel supply according to source in 1980 and 2000 was as shown in Figure 3

Figure 3: Woodfuel Supply by source 1980 and 2000



3.2 Current Energy Supply Situation

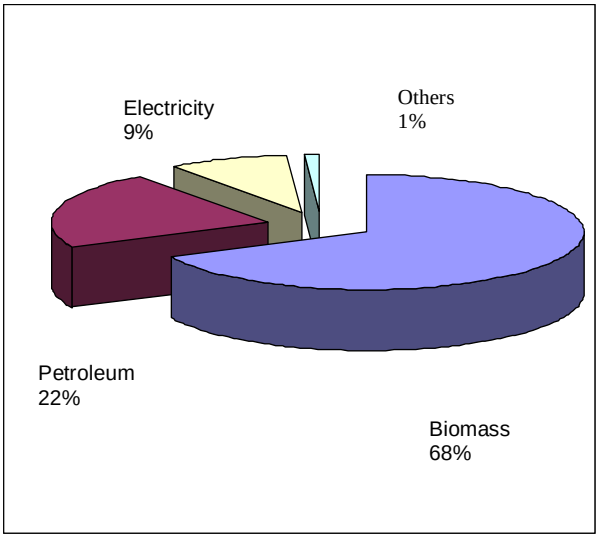
Energy supply statistics, especially those to deal with biomass and renewable energy sources in general are not available on year-to-year basis. As such, the use of the term “current” energy supply refers to the most recent available data, which may date as far back as 2002.

The energy demand sectors are broadly categorized as: (i) Commercial, (ii) Industrial, (iii) Household, (iv) Agricultural, (v) Transport, (vi) Service sectors.

As shown by Figure 4 below, the principal forms of energy used in Kenya are Biomass (68%), Petroleum fuels (22%) and electricity (9%) (Republic of Kenya, 2004). Biomass energy is the largest source of primary energy in the country, and particularly for rural households and cottage industries. In the modern economic sector, petroleum is the dominant form of energy followed by electricity. The renewable forms of energy (except for biomass) currently play an insignificant role in terms of the overall national energy supply. However, they have the potential of contributing a much bigger percentage to the future energy supply.

The current biomass demand is estimated at 40.5 million tonnes against a sustainable supply of 16 million tonnes ((NEMA, 2005), This is mainly used by rural households and peri urban

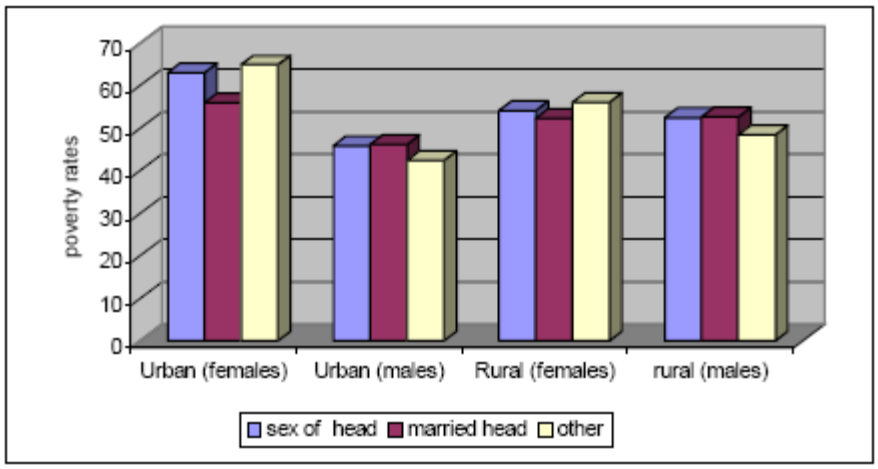
Figure 4: Principal Sources of Energy, 2005



populations. Also, the rural-based cottage industries and service sector consumed 8.3% of the total firewood and 17.3 % of the total charcoal produced. The rural cottage industry entails a range of production and processing activities including: brick making, tobacco curing, milk processing, fish smoking, jaggeries, posho mills and bakeries, among others, while the services include hotels and restaurants. With regard to the use of firewood and charcoal in small scale establishments, gender differentiation in terms of respective gender levels of involvement is more apparent in the cottage industry activities. This is because women form the majority of the rural population. As a result, they operate most of the rural cottage informal businesses. Parallels can also be drawn from the conclusion of Atieno and Teal's study (Atieno and Teal, 2006), who in their inquiry as to whether education enabled women access better paid jobs concluded that women are more likely to find jobs as unpaid family workers. They observed that across a large range of educational outcomes, up to 10 years of education, the gap between women and men widens as education increases such that at eight years of education (the end of primary school in Kenya), women are 10 percentage points less likely to have an informal private sector job than are men and are 22 percentage points more likely to be an unpaid family worker. Cottage informal businesses are in many instances an extension of unpaid family responsibility or a desperate attempt to address the practical needs of the family. Moreover, based on 1997 welfare monitoring survey data, it was observed that for the urban sector only 42.1 per cent of men and 17.8 per cent of women had wage jobs with the public and formal private sectors. This further reinforces the fact that most women are to be found in the informal low-wage jobs in rural and urban areas across Kenya.

The *1997 Welfare Monitoring Survey*, further revealed that female heads of households constitute a higher proportion of the poor both in the rural (54.1% vis-à-vis 52.5% for male heads) and urban areas (63.0% vis-à-vis 45.9%). In general, the prevalence of poverty among female-headed households is relatively higher than maleheaded, being slightly more severe for female-headed households whose husbands are away as illustrated in Figure 5 below.

Figure 5: Prevalence of Poverty by sex of household head, 1997



Source: Were and Kiringai, Undated.

Note: 'other' for female refers to household who is female and married but husband away for over 3 months. 'Other' for male –single, divorced/widowed.

At the commercial sector, petroleum fuels and electricity are the major sources of energy as illustrated in Table 1. Whereas petroleum fuels are needed for mechanized agricultural operations, industrial manufacturing and other services it is noteworthy that the transport sector is the major consumer of petroleum fuels. The demand for petroleum fuels in 2004 was 2,374.6 million tonnes. On the other hand, electricity is needed in virtually all sectors of the economy. In 2004, the electricity consumption was in excess of 4200 gigawatt hours(GWh). Furthermore, electricity demand is projected to grow at about 6% every year (KPLC, 2005).

Table 1: Energy Consumption by sector

Sector/Energy type	**Biomass (million tonnes)**	**Petroleum fuels (000 Tonnes)**	**Electricity (GWh)**	**Coal (000 Tonnes)**
Agriculture		58.1	45	
Industrial	1.3	291.2[9]	1778	108.0
Commercial			1362	
Household	39.2		956	
Transport		1289.8		
Services		8.5		
Others		727.0[10]	60	
Total demand	**39.2**	**2374.6**	**4201.7**	**108.0**

Source: Adapted from Economic survey, 2005; NEMA, 2005; KPLC, 2005

[9] In the current data reporting format, industrial and commercial sectors are combined. This figure therefore represents both.

[10] Others comprise: power generation, aviation and Government

3.3 The gender perspective of Energy supply options

From a national point of view, four major energy supplies options can be identified within the country namely; (i) Conventional (ii) Traditional biomass (iii) Renewable energy and (iv)Modern biomass. Ideally, the above supply options should be able to conveniently meet the practical, strategic and productive energy needs of men and women. Each of the supply options above is briefly scrutinized with a view to eliciting the inherent gender dimensions. Examples of the practical gender needs that can be addressed by adequate supply of energy services include: water pumping, grain milling, lighting to improve working conditions. On the other hand, adequate energy supply services helps to address the productive gender needs such as increasing income generating activities, refrigeration of food for own consumption and sale. The strategic needs addressed when energy is supplied makes streets safer (street lighting) to allow women to participate more and in greater numbers in evening activities, for example evening classes and social activities, among many others. The form and type of energy services available leads to differentiated gender impacts and outcomes. In the following subsections, the gender perspectives of conventional energy supply options, traditional biomass supply options, renewable energy supply options and modern biomass energy supply options are discussed.

3.3.1 Conventional Energy Options

The conventional energy supply options entail the supply from conventional sources of energy, mainly petroleum and electricity. Petroleum fuels are used in various ways including transportation, farming (fuel for farm machinery), household cooking (kerosene and liquid petroleum gas) and for lighting (kerosene), among other applications.

Access to electricity nationally is estimated at 15 % of all households. But for the rural areas, the access is a dismal 5 %, meaning that electricity is largely unavailable to most men and women. However, women are disproportionately disadvantaged because they dominate in terms of numbers in rural areas. An analysis of households by type of lighting (National Census, 1999) indicated that the main type of lighting at national level was paraffin lamps. The statistics as shown in Table 2 revealed that more than three-quarters of households in Kenya used paraffin lamps for lighting and only about 14% used electricity. In the urban areas, electricity was more common (42%), although the lantern/ paraffin lamp still remained the main source of lighting for 55% of households. The lack of electricity for lighting has serious gender-related dimensions: The continued exposure to kerosene fumes in the kitchen while cooking leads to disproportionate vulnerability of women to associated indoor pollution. Also, the fact that women and girls spent longer times in the kitchen means that they are unable to follow up news and information from the media. This makes them less informed about important matter that would otherwise better their lives.

Table 2: Percentage Distribution of by main type of lighting

Type of lighting	Kenya	Rural	Urban
Total	100.0	100.0	100.0
Electricity	13.6	4.2	42.1
Lantern/Paraffin Lamps	79.1	87.0	55.3
Other	7.3	8.8	2.6

Source: Kenya population census 1999

Furthermore, Table 3 shows that when the analysis was made by gender of the households head, there were some disparities between female- headed and male- headed households. About 15% of male-headed households compared to 11% of the female-headed ones used electricity for lighting, but a larger proportion of female-headed households (81%) used paraffin lamps or other unspecified sources as compared to male-headed (78%). A larger proportion of female-headed than male-headed households were therefore unable to afford expensive forms of lighting. Generally, lantern/ paraffin lamps were the main sources of lighting for both female and male headed households. It is also saddening to note that the number of female-headed households is increasing.

Table 3: Distribution of households by gender of household head and type of lighting

Gender	Electricity	Lantern/paraffin lamps	other
Male	15.2	77.9	6.9
Female	10.8	81.2	8

Source: Kenya population census 1999

The adequate transport infrastructure and efficient transport systems are important prerequisites for accessing medical care and providing commercial opportunities for men, women, boys and girls. The extent, to which conventional energy supplies are inaccessible to the rural population, means that women are more adversely impacted than men owing to being the majority residents of rural areas. Diesel is the main fuel grain milling. The ever increasing cost of diesel means that a significant number of women who cannot afford to pay for milling have to turn into using physical energy to grind grains for household consumption, with consequent health hazards.

The rural electrification strategy has been in place since 1974. Enormous financial resources have been sunk into the rural electrification Projects. Over 33 years down the line, the access of electricity in the rural areas has hardly gone beyond 5 % of the rural households. This raises more questions than answers as to whether this is the ultimate route to go, and if so, after how long will the rural electrification cover at least 50 % of the rural households. In trying to increase the rate of electricity penetration to rural areas, the government has mooted a number of remedial strategies. This new development notwithstanding, the lack of gender mainstreaming into the rural energization projects remains a major point of concern. It has been vividly shown that the extension of energy services without paying attention to the provision of modern cooking fuels or appliances has resulted in rural electrification increasing the hardship on women when the working day is prolonged while traditional fuel use patterns remain. For instance, since Solar

Home Systems cannot supply the energy needed for cooking. The failure to understand the gender differences in the use of services that electricity provides can result in the failure of the specific energy intervention to improve the lives of women and men in comparable ways. In other words, the intervention results in a lack of gender equity or fairness.

3.3.2 Traditional biomass supply option

Traditional biomass energy sources continue to dominate the rural energy supply, now and in the foreseeable future. The resource is fast diminishing and thus precipitating a growing demand supply imbalance. The continued dependence on traditional biomass is not without considerable social and health implications. There is drudgery as well as intensifying cases of indoor air pollution-related morbidity. The biomass supply deficit further leads to women and girls having to travel longer distances to collect firewood or turn into using lower grade fuels, further impoverishing their health. To redress the situation, a two-prong strategy has been used by the Government and collaborating organizations to address the foregoing biomass energy supply-demand imbalance. These are: (1) Expanding the biomass supply through on-farm tree planting; and (2) biomass substitution and improvement of conversion and end-use efficiencies. The demand side management strategies pursued in the past and present, namely improved efficiency stoves and energy conservation are not able to keep pace with the depletion rate of the sustainable supply. Some of the energy programmes implemented are geared towards shifting energy consumption away from traditional biomass to modern energy carriers including modern biomass fuels. While the strategies may ultimately, help, their formulation and implementation are not engendered, meaning that the specific gender needs are not properly focused on. This may inherently constrain the achievement of full benefits envisaged. Moreover, there are unresolved issues in many cultures about the decision making regarding the use of family land as well as tree tenure issues, which have a gender dimension.

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The sustainable use of cooking fuels is essential for balanced development both in rural and urban areas. The results of the 1999 census revealed that firewood, paraffin and charcoal continued to be the main sources of cooking fuel in Kenya (see Table 4). At national level, 68.6 percent of the households use firewood as the main cooking fuel with significant portion 88.4 per cent in the rural areas. This represents a drop from 73.0 percent recorded during the 1989 census. A high proportion of households using firewood and charcoal have serious effects on the country's forest cover, leading to de-forestation and degradation of the environment. Between 1989 and 1999 more households shifted to paraffin and charcoal as main sources of cooking especially in urban areas. Slightly over a half of the urban households depended on paraffin as their main sources of cooking fuel. Insignificant proportion (less than 4 percent) of households in the country used gas and electricity for cooking. The low level use of the two sources can be explained by high cost and inadequate supply to most households.

Table 4: Distribution of households by main type of cooking fuel 1989 and 1999

Region	**Firewood**		**Paraffin**		**Charcoal**		**Other**	
	1989	1999	1989	1999	1989	1999	1989	1999
Kenya	**73.0**	**68.6**	**15.5**	**17.1**	**7.2**	**9.6**	**4.3**	**4.7**

Rural	90.1	88.4	4.2	4.0	3.6	5.8	2.1	1.8
Urban	13.1	10.0	54.9	56.0	19.8	20.8	12.2	13.2
Nairobi	2.9	1.8	68.4	75.5	8.7	4.0	20.0	18.7
Central	78.5	69.3	12.5	17.1	4.9	8.9	11.6	4.7
Coast	67.2	53.5	18.3	29.9	9.5	10.4	10.9	6.2
Eastern	84.8	83.7	6.6	6.8	6.1	7.1	8.2	2.4
North-Eastern	88.9	90.4	4.8	1.3	4.8	6.5	1.8	1.8
Nyanza	83.2	81.6	7.2	5.7	7.1	10.5	7.9	2.3
Rift Valley	79.3	73.3	8.4	9.1	9.3	14.6	7.9	3.0
Western	86.8	87.2	5.0	4.2	6.2	7.3	6.4	1.3

Source: Kenya population census 1999

Usage of firewood at provincial level displayed the same trends as shown in Table 5, that is, higher proportions of female-headed households using firewood than those headed by men. An exception was North Eastern province where proportions were higher for households headed by women. The majority of the communities in this province were nomadic, and women are often left at home as household heads. In Nairobi province, as expected, firewood was rarely used; hence, paraffin/ charcoal were the most common, with households headed by men reporting higher proportions used than those headed by women.

Table 5: Distribution of households by type of cooking fuel, gender of household head and Province of residence

Region/province	**Male Headed Households**			**Female Headed Households**		
	Electricity/Gas	**Charcoal**	**Firewood**	**Electricity/Gas**	**Charcoal**	**Firewood**
Kenya	4.2	31.3	63.7	2.9	21.5	74.9
Nairobi	16.3	80.6	1.6	18.9	77.9	2.2
Central	3.8	28.3	67.0	3.1	23.3	73.0
Coast	5.0	43.1	50.7	4.6	36.4	58.3
Eastern	1.4	15.0	83.0	1.1	13.2	84.8
North/Eastern	0.7	6.9	91.6	0.6	9.3	89.5
Nyanza	1.6	21.1	76.9	0.8	12.1	86.4
Rift valley	2.4	27.7	69.4	1.6	19.2	78.7
Western	1.0	12.9	85.7	0.6	9.4	89.8

Source: Kenya population census 1999. *NB: percentages exclude other forms of fuel.*

A closer scrutiny of gender disparities within the household on the basis of who heads the household reveals that female headed households rely more on the fuelwood than the male headed households. Table 6, for instance shows that 81 percent of all female headed households used firewood at the national level compared to 68.1 percent for males. The same trend was evident in all the Provinces. This implies that the increasing biomass supply deficits is impacting much more adversely on female headed households and is likely further deepen their poverty situation.

Table 6: Percentage Distribution of households by main cooking fuel, sex of the household head and Province

Province	Paraffin			Firewood			Charcoal			Other		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Kenya	18.7	9.7	15.5	68.1	81.0	73.0	7.9	5.7	7.2	5.3	3.6	4.3
Nairobi	69.8	62.1	68.4	2.4	5.1	2.9	8.2	10.8	8.7	19.6	22.0	20.0
Central	14.3	9.8	12.5	76.0	82.8	78.5	5.1	3.2	4.9	4.6	4.2	4.1
Coast	21.8	12.6	18.3	63.5	75.4	67.2	10.2	8.5	9.5	4.5	3.5	5.0
Eastern	8.0	4.6	6.6	83.0	87.9	84.8	6.6	4.9	6.1	2.4	2.6	2.5
N/Eastern	5.6	3.0	4.8	87.4	90.4	88.9	4.8	5.1	4.8	2.3	1.5	1.5
Nyanza	9.2	4.2	7.2	78.2	89.7	83.2	9.1	4.7	7.1	3.5	1.4	2.5
R-Valley	9.6	5.3	8.4	72.3	84.7	79.3	9.9	7.2	9.3	8.2	2.8	3.0
Western	6.8	3.4	5.0	84.8	89.3	86.8	6.8	5.2	6.2	1.6	2.1	2.0

Source: The 1999 population and Housing Census the Popular Report Aug 2002

Traditional biomass energy is associated with indoor air pollution and its increasing shortage causes drudgery to women owing to their traditional role as providers of household energy. This means that policies that enable households to move away from dependence on traditional biomass help reduce the associated drudgery and health hazards on women. [findings of the smoke project?]

3.3.3 Renewable energy supply options

Many official documents (MOE, 2004, Republic of Kenya, 2005, 2006) indicate that Kenya is endowed with vast renewable energy resources. These resources include solar, wind and geothermal, among others. Whereas about 6 % (128 MW) of the geothermal resource potential has been exploited, the rest of the renewables remains largely unexploited for electricity generation. In the case of solar energy, an estimated 25,000 solar home systems are installed every year. By year 2000, the cumulative dissemination of solar home systems was estimated to be 220,000. A simple solar cooking technology namely solar cookit is gaining some popularity ground among households in Nyanza Province, in particular and in the refugee camps, thanks to the efforts of Solar Cooker International. The diffusion of solar hot water systems on the other hand have been observed to be more inclined to institutions and business establishments. Limited application of active solar drying of vegetables was observed around Nakuru owing to the extension efforts of SCODE (See National gender and Energy Training Workshop Report – Appendix IX).

Biogas technology diffusion has been slow over the years. From early 1980s, the number installed todate with assistance of the Ministry of energy is below 1500 units (NEMA, 2005). The major barrier to the diffusion of biogas technology is the high investment cost and inadequate awareness of potential beneficiaries.

Since 2004, the Government through the Ministry of Energy initiated an ambitious project to electrify all secondary schools and health centres in the arid and semi-arid districts of Kenya using solar PV. So far, over sixty schools have been electrified. This electrification gives opportunity for more boys and girls to receive better quality education and thus prepare them better for their future. However, the gender perspectives in terms of who among the boys and girls is benefiting has not been evaluated.

The small and micro-hydro power resource in the country is estimated to be in the region of 3000 MW (MOE, 2004). The resource remains largely unexploited. Some three pilot projects were implemented in Meru and Kirinyaga Districts in the late 1990s. These are Tungu Kabiri Community Microhydro power project, Thiba and Kathamba community pico hydro schemes. Useful lessons were learned from the implementation of above schemes. For instance, in the case of Tungu Kabiri, the intial plan was to pool the power generated into a centrally run community facilities including welding , barber shop, salon and information services. Later, a sustainable livelihood survey was carried out only to discover that women's priority was water pumping services, while men wanted the power to be distributed to the respective homes. The foregoing information, in simple terms points to the need to mainstream gender perspectives in the project formulation and implementation. Further analysis of the gender dimensions associated with renewable energy supply provides further evidence of the need to engender the processes.

Renewable energies have a great potential to contribute to gender equity so that women and men benefit fairly from access to energy services. This is especially when bearing in mind that renewable energy options closely matches the rural energy demand characteristic of being low and dispersed. Exploitation of renewable energy can potentially increase access to modern energy services resulting in various positive impacts such as: freeing the woman's time from domestic tasks, permitting home study and reading, enabling access to educational media and communications in schools and at home, mitigating the impacts of indoor air pollution on women, allowing access to better medical facilities for maternal care including refrigeration and sterilization, and enhancing income generation activities. All these activities contribute to improving gender equity. By taking a gender approach, renewable energy suppliers can increase their potential client base and the sustainability in the use of their technologies (Clancy et al, 2004).

However, while the potential of renewable energy technologies to reduce drudgery, freeing time and increasing productivity are well known, the accruing benefits are not necessarily evenly distributed. For example, there is merit in Denton's argument that solar home systems fit well with meeting men's needs for entertainment but not at all with women's cooking needs. Even biogas systems have often not lightened women's work load, and in some cases have increased it, by the need for a daily addition of dung and water which have to be headloaded (Denton, 2002). In a nutshell, this study agrees with Clancy et al (2004) that if the renewable energy sector wishes to contribute to development, it has to take a more holistic view and a good starting point would be to use gender analysis to gain an understanding of energy needs and the context in which they are operating.

3.3.4 Modern biomass energy supply options

In theory, the future outlook of energy supply is gravitating towards renewable forms of energy. In the biomass sub-sector, there is widespread drive towards the modern biomass fuels including biodiesel, ethanol, biogas, cogeneration, and electricity from biomass gasification, among many others. If successfully tapped, these emerging biomass fuels will form an important key to future biomass utilization for energy. The current energy policy has expressed support of the efforts towards realizing the potential benefits. Table 7 summarizes the envisaged future energy supply options for various sectors.

On the other hand, the Government is promoting cogeneration in the sugar industries with a view to enhancing overall power supply. The existing electricity co-generation potential of 3000 MW is still virtually untapped, with only 36.5 MW generated and consumed in-situ by the sugar factories. A new enthusiasm and interest by the sugar factories to invest in cogeneration currently high.

Table 7: Current and Future energy supply options by sector

Sector	Current supply sources	Future supply options
Commercial	Petroleum fuels, electricity, LPG, Wood fuel,	Petroleum fuels, electricity, LPG, modern biomass fuels
Industrial	Petroleum fuels, electricity, wood fuel	Petroleum fuels, electricity, LPG, modern biomass fuels
Household	Wood fuel, LPG, Kerosene, Electricity, candles, dry and wet cell batteries, biogas,	LPG, woodfuel, renewable energy
Agricultural	Petroleum products,	Petroleum, electricity, biofuels
Transport	Petroleum fuels	Petroleum Biofuels
Services	Grid electricity, LPG,	Grid Electricity, Renewable energy?

According to republic of Kenya, (2005), the lack of electricity in rural areas where most women live is an added hindrance to access of useful information which can help them know where to sell their produce, market prices for various products, among others. Furthermore, credit schemes to enable women engage in productive enterprises are also still quite limited and especially for poor rural women.

3.4 Energy Policy and its contribution to gender goals and motivations

In order to establish the salient issues between energy and its contribution to gender goals and motivation, a review of the energy policy was undertaken. The review begun analyzing the policy formulation process, followed by a detailed content analysis f the policy document. The purpose of the textual content analysis of the policy document was to identify specific paragraphs where gender perspectives explicitly were incorporated. Ultimately, the analysis helped to assess the level of gender sensitivity by evaluating the policy against some preset standard indicator criteria. These criteria will be discussed shortly.

3.4.1 The policy formulation process

The Ministry of energy holds the functional mandate to take lead in the formulation of energy policy. The principal policy makers are thus the Minister for Energy, Permanent Secretary, Heads of Departments and Heads of Energy parastatals and energy utilities. While formulating the policy, the ministry is expected to consult all the key stakeholders who would be affected

ether positively or negatively by the policies by effectively engaging them and coordinating their inputs into the process.

To obtain insights into the gender perspectives of the policy making process, a quickscan tool was used. In the first step, the tool was used to identify the key policy issues and their corresponding gender dimensions. Table 8 below summarizes the results of the quickscan.

Table 8: Key Policy issues of the energy Policy and Possible gender dimensions

Issue	Gender dimensions
1. Investment decisions The commercial and economic sectors receive the bulk of investment funding (conventional[11] energy sources) compared to non-conventional[12] energy sources.	Policy determines which energy sectors receive attention and support. Poor women are unlikely to benefit from the large-scale commercial energy expansion programmes, especially if the expansion programmes do not support connections to households. Poor women derive their energy services from non-conventional energy sources including renewable energy. Support to local level if focused on renewable energy may provide women with both employment and new energy services.
2. Access to affordability clean energy	The rural poor including women do not have access to modern energy. Continued dependence on biomass for cooking and lighting disproportionately predispose women and children to health hazards of indoor air pollution, drudgery
3. Energy pricing	Income disparities between men and women; men control household income; Decisions about access to energy supply are male dominated. This means that energy pricing will impact men and women differently.
4. Infrastructure construction	Men benefit more than women in terms of employment opportunities. Also large scale energy projects raise gender equality issues related to differentiated impact on women and men
5. Community participation strategies	Men and women's concerns are not explicitly included in energy programme implementation. Neither is gender approach emphasized during the pre-development Environmental Impact Assessment (EIA). Gender inequalities exist in various aspects of community participation
6. Human resource planning	Women's specific contribution in energy decision making is not explicitly recognized. Males at policy and technical and professional levels also dominate energy sector. For example in the renewable energy Department of Ministry of Energy, there is only one female professional against 20.
7. Energy related health hazards	Women and children are more exposed to biomas based indoor air pollution.
8. Access to electricity	Most rural women have no access to electricity.

[11] Conventional energy sources include grid electricity and petroleum fuels
[12] Non-conventional energy sources include biomass and other renewables (solar, wind etc)

	Even when connected through rural electrification, they lack finances to engage in income generating enterprises.
9 Dwindling biomass energy supply	Biomass shortage increases drudgery for women. There are health implications on women walking long distances to collect firewood.

Box 1: The Policy Making Process, Kenya

1. Identification and recognition of need for energy policy
2. Constitution of internal policy development committee
3. Identification of key stakeholders
4. Constitution of an inter-ministerial committee
5. Identification of drafting team
6. Drafting process
7. Review of first draft
8. National stakeholder consultation workshop
9. Subsequent and final review of the draft policy document
10. Cabinet approval
11. Conversion of the draft policy document into Sessional paper
12. Parliamentary approval

Source: Mbuthi, 2004.

Box 1 shows the process followed in the formulation of the energy policy. The best opportunity and timing to incorporate gender considerations into the formal policy process should have been step 1. That would help determine what gender goals are to be served by the policy objectives ultimately formulated. The next possible opportune time to incorporate the gender dimension is the strategy formulation stage. Unfortunately, during the preparation of the strategic plan, gender considerations also missed out. The final stage bringing the gender dimension is the project or activity level planning. This gender audit seeks to influence the project or activity level plans to be engendered.

The energy policy formulation process started in 2001. However, in 2002, the activity slowed down owing to the political events preceding the general elections at the end of the year. In 2003, the formulation process kicked off with renewed zeal to finish the exercise. First, a ministerial committee was appointed to coordinate the process. It was later expanded to include key stakeholders, especially from the line ministries.

A number of drafting sessions were held before the draft policy document could subsequently be subjected to stakeholder scrutiny. The policy document was drafted by a team of professionals from the energy sector that comprised of the Ministry of Energy, Electricity Regulatory Board (ERB), Kenya Power and Lighting Company (KPLC), Kenya Electricity Generating Company (KenGen). The draft document was laid before key stakeholders at three levels.

Firstly, the document was subjected to scrutiny by energy sector actors and civil society organizations at a seminar convened jointly by the Ministry of Energy and the United Nations Development Programme (UNDP) at the Mount Kenya Safari Club. At the end of the seminar,

the draft proposals arising therefrom were submitted to the secretariat based at the Ministry of Energy for consideration. It is however noteworthy that most of the suggestions were disregarded by the drafting committee as they were found to based on considerations that did not reflect a sound understanding of the energy sector in Kenya.

Upon review of the draft policy paper, a two-day stakeholder conference was held at the Kenya School of Monetary Studies. The participants, mainly energy sector actors, researchers, universities and civil society organizations were taken through the draft document and valuable comments and suggestions were made. The drafting committee held a one-week retreat in Mombasa to incorporate the comments made by the stakeholders and also to fine-tune the document, after which the document was submitted to the Attorney General for drafting.

Finally, the draft paper was submitted to the National Assembly for discussions and adoption during at which period substantial amendments were suggested and finally adopted in October 7, 2004. Thereafter, draft legislation (Sessional Paper No. 4 of 2004 on Energy) was prepared and tabled before the national Assembly for enactment. The draft bill was ultimately enacted in December 2006.

A closer look at the policy formulation process indicated that there had been wide consultation and participation of many stakeholders. However, the participation of women professionals was low. Moreover, there was no evidence of gender considerations while inviting stakeholders participation in the policy process. In addition, there is no evidence that pro-gender lobbies and advocacy did anything to ensure that gender aspects were brought into the fore. While it can be argued that gender concerns were implicitly addressed, the study finds that gender question was merely glossed over. One would thus be persuaded to conclude that the energy policy formulation process was gender neutral.. The lists of participants in the stakeholder consultation meetings showed a clear gender numerical imbalance. There was also no specific agenda on gender and energy. As such gender considerations were not focused on as core issues. The overall conclusion is that the issues discussed were thus believed to take care of all gender interests, thus assuming gender neutrality.

Unlike the energy policy, the gender policies spelt out for Agriculture, health, administration of law and justice, education and information communication technology are elaborate and reflect active input and collaboration with the pro-gender institutions during the respective policy and strategy formulation. However, the sections on gender related environmental policies under which energy is mentioned does not bring out the core issues of gender in relation to energy development. The challenge recognized is in the development and acquiring of energy efficient stoves and modernization of power systems. These are not the only challenges relating to gender mainstreaming in the energy sector as indicated in the analysis elsewhere in this report.

3.4.1.2 Stakeholder Analysis

A stakeholder analysis showed a wide range of stake holding in the energy sector. They can be categorized as line government agencies, private companies, no-governmental organizations, academia and energy consumers. The energy policy formulation process would thus need to

ensure that the interests of all the above stakeholder groups are articulated and taken into account. In a similar fashion, the policy formulation process would also provide an opportunity to incorporate gender concerns. However, the latter is depended on whether there was active participation of pro-gender experts during the policy process in order to flag out the concerns.

The stakeholder analysis found the key actors in the energy sector to include the Ministry of Energy which is responsible for i) Formulation and articulation of policies that provide an enabling environment to all economic operators and other stakeholders; ii) Training of manpower; iii) Preparing the 20 year Least Cost Electric Power Development Plan (LCPDP); iv) Mobilization of financial resources; v) Regulation; vi) the Ministry is a co-owner in the Kenya Petroleum refineries Ltd (KPRL). The Electricity Regulatory Board is an autonomous independent sub-sector regulator. It sets, reviews and adjusts consumer tariffs; approves power purchase agreements; promotes competition where possible and resolves consumer complaints. The Kenya electricity generating company (KenGen) is almost a wholly state owned agency. It generates power and raises funds for generation system expansion. Kenya power and lighting company (KPLC) has a monopoly in power transmission and distribution. It is the only licensed public electricity supplier. It raises funds for distribution system expansion.

The Ministry of Environment and Natural resources collaborates in policy implementation in terms of promoting tree planting. The Ministry of Agriculture collaborates in promoting energy supply and conservation technologies.

The private sector undertakes commercial power production and promotion of renewable energy technologies such as solar, wind, and micro hydro power. Shell, Beyond Petroleum (BP), Caltex, Total, Mobil, Kenol, Kobil are oil companies that ensure a steady supply of oil products. Kenya Pipeline Company has a 100% Government equity. It is involved in the construction and maintenance of the petroleum products distribution pipeline. The National Oil Corporation of Kenya is involved in oil supply and distribution as well as oil exploration on behalf of the government. Petroleum Institute of East Africa (PIEA) is a voluntary membership institution patronized by the major oil companies. It is involved in capacity building and awareness creation. Kenya Railways Corporation (KR) is involved in the transportation of Petroleum fuel, primary LPG, heavy diesel oil, fuel oil, kerosene, petrol and automotive gas oil principally to areas not served by the grid. It is fully state owned.

As noted earlier, the draft energy policy document was presented to stakeholders in a conference situation. However, not all the comments made were ultimately factored into the final document for reason stated earlier.

The development partners are involved in funding for different sub-sectors in the energy sector while international Organizations give support for energy development programmes.

The Provincial administration and the Local Authorities perform regulatory functions. Non-Governmental organizations complement government efforts mainly in the promotion of renewable energy technologies and advocacy in the energy sector.

The linkages and networks between the key actors revolve around information exchange through training workshops, implementation of energy programmes, policy review, demonstrations and field days. Sometimes there are intermediaries such as Non Governmental Organizations involved in advocacy as well as international Organizations who finance some of the projects.

The key actors support programmes that enhance the lives of Kenyans who are yet to receive the full benefits of successful energy development and therefore they are on the same side as government. It is however noted that gender is not a core objective in many of these organizations and that their influence on policy is driven by their own agenda as opposed to the need to engender energy programmes. For example whereas there are many lobby groups that could lobby for engendering energy programmes, they have not been doing so because they were more preoccupied with other agenda that are considered of higher priority. Whereas there should be strong linkages between the Ministry of Education, Ministry of Planning and National Development and the higher institutions of learning the current linkages are weak and need to be strengthened with a view to engendering the education programmes related to energy, data collection and analysis and generating the critical mass required for gender balance in the management of the energy sector.

Collaborators like Practical Action have been at the forefront in sensitizing the Ministry regarding gender mainstreaming in energy policy formulation, planning, implementation monitoring and evaluation of energy programmes. There has been good collaboration in capacity building in the Ministry and the undertaking of this audit is one of the fruits of such collaboration. There has been collaboration in energy project implementation with gender dimensions such as the Tungu Kabiiri Micro hydro power project in Meru District, central Province. This was implemented with support from UNDP.

Collaborators like the Ministry of Agriculture have been significantly successful in incorporating gender concerns, not only in energy programmes but also in all extension activities undertaken at the grass roots. The Ministry of Agriculture has a guiding informal framework for implementing energy programmes.

3.4.2 Content analysis of the energy policy document

The content analysis of the energy policy document (Sessional Paper No. 4 of 2004 on Energy) sought to identify gender-related policy statements. Also, it attempted to discern the degree to which the intentions of the Sessional Paper address the gender concerns implicit in statements, phrases and texts used in the paper as embodied in the policy objectives as well as the vision and mission statements. The quickscan tool, which contains a set of pertinent questions was used to help capture key indicators of gender sensitivity or insensitivity. The findings of the analysis are discussed below.

3.4.2.1 Vision Statement

The vision of the energy sector is defined the Sessional Paper thus: "**To promote equitable access to quality energy services at least cost while protecting the environment**". In analyzing the gender intent of this vision, the operative words are **equitable access, least cost**

and **protecting the environment**. The term equitable access to energy services has non-trivial gender connotations in the energy sector in Kenya because access to energy cannot be seen to be just and fair if a large constituency, such as represented by women (about 51% of the population), is either excluded or marginalized relative to male gender. In a patriarchal society such as we have in Kenya, the property rights system is discriminatory to women. This has adverse implications on access and control of productive economic resources, including energy, by women. For instance, while traditional societies "expect" women to fetch energy for household cooking, drying and heating, women have no control on energy resources such as firewood and charcoal because land "belongs" to men. The Sessional Paper therefore opens, at least in context, a window of opportunity for redressing gender and other biases in the provision of quality energy services in the country. But this only if it spelt explicitly the intention to actively address gender equity.

The term least cost could have adverse gender biased implications on energy access. Least cost energy supply is underpinned on economic and financial viability of energy supply options and delivery technologies that could marginalize the economically underprivileged. Due to historical biases in access to economic and other resources, women are economically less endowed than men and therefore technologies that emphasize economic and financial sustainability are less accessible to women. In addition, due to the settlement characteristics of rural domestic households in Kenya, most of the energy supply options that would best address energy access challenges facing women are not financially and economically competitive. Consequently, strict emphasis on a least cost approach to energy supply while ignoring the socio-cultural dynamics could exacerbate the incidence of energy poverty already experienced by women.

The emphasis on environmental protection in the production and use of energy resources has gender connotations. Women, on account of their lowly socio-economic status due to skewed distribution of economic opportunities use lower end of the value chain energy supply options that have adverse implications on the environment. This emphasis therefore gives significant policy impetus for the scaling of access to efficient and environmentally benign energy supply and end-use technologies that would greatly improve quality and quantity of energy available to women.

3.4.1.2 Mission Statement

The Mission statement for the energy sector is defined as " To facilitate provision of clean, sustainable, affordable, reliable and secure energy services for national development". The term "affordable" is important because access to energy services is a function of the ability to pay. Consequently, pricing of energy services in a manner that disregards the socio-economic characteristics of target users is likely to marginalize economically susceptible constituencies such as women.

In conclusion, the thrust of the vision and mission statements as articulated in the Sessional Paper provides substantial policy latitude for the Government and other actors to correct gender based and other historical biases in the supply of energy services in Kenya. However, the core gender energy issues are not at all mentioned or articulated in the energy policy objectives

outlined in chapter 6 of the Sessional Paper or the plans of action in the short, medium or long term as contained in chapter 7 of the Sessional Paper.

With respect to energy policies and strategies as outlined in chapter six of the Sessional Paper No. 4 of 2004 on Energy, a content analysis revealed that the term "gender" is never explicitly mentioned at all. The second level of the analysis looked at the implicit gender-relevant statements based on the likelihood of impacting differently on men and women. Six aspects were which may embody gender dimensions were noted and are outlined below as illustration of implicit gender impacts of the plicy and consequential actions.

i. Implementation of multipurpose power projects

Under **section 6.1.1** on hydropower, sub-paragraph 2, the government pledges to develop hydropower sites that are proved to be economically marginal and thus unattractive to private sector, as multipurpose projects. The multipurpose aspect implies addressing the multiple needs of consumers, who implicitly will include women. However, the extent to which the differentiated gender needs could be addressed cannot be discerned.

ii. Expansion of rural electrification

The government set a goal to provide electricity connections from 4 % in 2004 to 20 % by 2010 (**section 6.1.3 paragraph 1**). This is to be achieved through electricity grid extension and off-grid projects targeting rural communities. While the policy objective will certainly impact on men and women differently, it implicitly assumes a neutral gender implications.

iii. Rural electrification to be cost-shared with communities.

Under **section 6.1.3 paragraph 3**, the Government undertakes to fund rural electrification activities on a cost-sharing basis with communities. It goes further to indicate that the funds will be administered based on an equitable formula that reflects economic, financial and social development criteria. Communities comprise of men and women who have different energy needs. It is not clear how what will constitute the equitable funds allocation criteria between and within communities. This is where gender concerns reside.

iv. Promotion of wider use of kerosene and LPG

The energy policy contains an objective to promote wider use of kerosene and liquid petroleum gas (**section 6.2.1.2(xii)**) as an alternative fuel to improve the quality of household energy and mitigate demand on woodfuel. The implication of this policy objective is that it will address practical gender needs, among others.

v. Pro-poor electricity tariff

Part of the enegy pricing policy objectives states that … "consumer tariffs must also meet the social equity objective of affordability for the underprivileged members of the population" (**section 6.6.5 paragraph 4**). It goes further to state that "lifeline tariff that currently applies to

the first 50 kWh will be continued, but the consumers will be expected to pay a tariff that at least covers the cost of power generation". While the import of the above policy objectives may be supportive of the poor, majority of who happen to be women, it seems to contradict itself. All in all, the objective implicitly gears to address some gender perspectives in terms of practical needs associated with lighting. Generally, energy pricing affects women directly because of their responsibility for household energy provision. However, the lifeline tariff threshold can only apply to electricity for household lighting only. In reality, the policy objective may not address the salient energy concerns of men and/or women.

vi. Taxation of transport fuel

In **section 6.6.6 paragraph 2 (i)a**, the Government pledges to continue using taxation as the only instrument available to it to choke off wasteful consumption of motor fuels. The implementation of the above policy objective leads to far reaching gender outcomes. Transport has a strong energy linkage in the sense that addressing the transport of agricultural produce and household fuels in the rural areas could do much to reduce women's burden. It therefore follows that as the Government implements the policy every year, the cost of transport and transportation becomes higher and higher. This means that women are unable to afford transport costs of: healthcare services, getting farm produce and other wares. Ultimately, poor people get impoverished and hence poverty intensifies given the gender dimension of poverty resulting in women bearing the brunt of the consequences of poverty.

Apart from chapters six (Energy policies and strategies) and seven (Implementation plan), the other sections of the Sessional Paper were examined to identify the gender dimensions explicitly stated or where the gender dimension is implied.

According to **section 1.2 paragraph 6** of the Sessional Paper, the principal taxation policy pursued by the Government in the energy sector has been based on the need to create a sustainable balance between fiscal revenue generation and ensuring accessibility of energy by the low income categories of the population at reasonable prices. It is recognized that high energy costs impact negatively on domestic wealth creation, and employment creation since consumers opt for cheaper options. It is also recognized that high-energy costs reduce the quantity of exports due to their high costs. However, there is no mention of how different gender groups are affected by the different scenarios of energy pricing.

With regard to electricity, high consumer tariffs have affected affordability and hence accessibility of electricity by consumers. The policy recognizes the need to critically develop strategies for reducing tariffs to spur growth (**section 2.1.5 paragraph 1**). The high poverty incidence in the rural areas which stood at 56% in the year 2000 (republic of Kenya, 2002) and poor entrepreneurship among other factors have prevented rural communities from making economic use of electricity. The policy document does not highlight the relationship between poverty incidence and low connectivity with gender distribution.

In the Biomass energy sub sector, the Sessional Paper (**section 3.5 paragraph 3**) notes that there is a growing active market for fuelwood trading in the urban areas with all the wood consumed being bought while only a small percentage of fuelwood is commercially traded in the rural

areas. The policy does not document how the different gender groups benefit from the fuelwood trade and in terms of pricing, it does not show how the changes in pricing of fuelwood affects gender groups in society. Similarly for charcoal there is a dynamic market throughout the country and its prices vary with ecozone, demand, distance from source and season. The policy does not show how the growth in the trade of charcoal affects gender groups in society. Neither does it show what impact the change in pricing has. While the policy indicates that lack of a favorable legal framework for charcoal production, distribution and marketing is one of the factors affecting development of the woodfuel sector, it does not show how the lack of the presence of the framework would affect the different gender groups involved in the trade.

The potential for installing solar water heaters and solar home systems is indicated to be high (**section 3.6**). It is however noted that high initial costs of the systems relative to consumer incomes has been a constraint to adoption. The policy does not show how the different gender groups are affected in terms of the cost relative to consumer incomes. It is also mentioned that lack of appropriate credit and financing mechanisms is a constraint but there is no analysis to show how different gender groups are affected.

Among the issues arising under energy pricing (**section 5.3**) is the fact that the pricing process is informed by principles of fairness and equity for the benefit of both the producers and consumers. The policy recognizes the importance of stable pricing over time for energy service providers and the basic right of every citizen to be supplied with the minimum energy needs. The proposed policy on pricing of energy includes determination of energy prices by the market mechanism. Regulation will be done where necessary especially for electricity but there is no mention of how the regulation will be designed to benefit different gender groups in society. The pricing policy for woodfuel states that when licensing commences, license fees will reflect the environmental costs associated with woodfuel harvesting to ensure sustainable exploitation. It is not indicated how this measure will take care of gender concerns. The administration of electricity tariffs will be streamlined to achieve better targeting thereby delivering the intended benefits to the needy and vulnerable members of the society. The policy does not indicate who the needy and vulnerable members of the society are and how they will benefit from this policy measure.

The Sessional Paper also documents that only 15% of the population had access to electricity in the country in 2005 while the average electricity access rate in rural areas was estimated at only about 4% (**section 2.1.4 paragraph 2**). This statement confirms that most households both rural and urban areas do not have access to modern, quality and clean energy services such as electricity. Since women undertake most of the household chores requiring energy, lack of adequate quality energy services at the household level has momentous undesirable implications on women development. For instance the need to fetch dwindling firewood resources takes away study times from the girl child, crowds out women from engaging in “rewarding” economic activities and exposes women to high degree of drudgery and disempowerment. In addition, use of these low quality energy resources on inefficient end-use devices and poorly designed and ventilated “kitchens” exposes women to health risks such as respiratory track infections (RTI) due to indoor pollution.

To redress this challenges, the Sessional Paper proposes a number of policy responses that include setting up of a rural electrification authority (**section 6.1.3 paragraph 1**) to develop, funding and execute rural electrification projects using a range of options that include grid extension, decentralized systems comprising of solar, wind, mini-hydro schemes and diesel generators, or hybrid systems. In particular, the Sessional Paper lays particular emphasis on a rural energy model that increasingly uses the renewable energy technologies. Due to their modular quality, and site and need specific attributes, these technologies are the best suited to respond to the energy needs of women. The policy implementation outcome, even though not explicitly stated may be positive in terms of addressing some gender concerns.

The Sessional Paper also notes the utility of an integrated energy planning approach (**section 6.6.4 paragraph 1**) with the national economic, social and environmental policies. For example the paper avers that increased use of Liquefied Petroleum Gas (LPG) would reduce biomass consumption and the attendant health risks to users. In addition, increased use of windmills for water lifting either for domestic or agricultural use would reduce the amount of electricity or petroleum need to undertake these tasks. It is however apparent that this approach to energy planning would substantial improve the quality of life enjoyed by women by lowering the health risks associated with biomass utilization.

In **section 5.4**, the Sessional Paper recognizes that the societal designated role of women as household energy providers has at best entrenched the marginalization of female gender. Due to decreasing quantities of biomass resources, women and children, usually the girl child are spending increasingly longer hours fetching for energy. This leaves limited time for women to engage in commercially rewarding engagements while it denies the girl child study time. As these and most of the other chores performed by poor women are not monitized and rewarded accordingly, this situation has aggravated the economic deprivation of women.

The Sessional Paper also notes that existing cultural structures including the land tenure system in a number of communities inhibit access to biomass and other resources by women. In addition, the use of low quality energy sources coupled with inefficient conversion technologies pose health risks to women. It therefore calls for a deliberate policy to mainstream gender issues in policy formulation, energy planning, energy production and use. Moreover, the paper calls for a review of cultural barriers that hinder access to energy and other economic opportunities by women.

Under **section 5.9** on human resource development and capacity building, the Sessional Paper recognizes an acute gender imbalance in the management of the Energy Sector and calls for redressing of this situation.

Regarding the infrastructure construction, the policy recognizes the need to establish appropriate disaster preparedness and mitigation measures (**section 5.7**). This is because communities are vulnerable to the complex and integrated network of energy infrastructure and its potential to affect a large number of people adversely. Disasters may be natural or man made. Natural disasters occur from freak weather and climate changes, while manmade disasters may occur due to sabotage, human error or technological failure. Natural disasters include droughts, floods, storms, earthquakes, landslides, and volcanic activity. Manmade disasters include accidental

chemical/industrial release, structural or infrastructural systems failure, vandalism and theft of energy installations etc.

In analyzing the effect of infrastructure construction, the policy does not feature any content on how the different gender groups can benefit from the positive aspects and how they are likely to be affected by the negative aspects. For example it does not examine how gender groups are affected by large-scale dislocations during construction of infrastructure.

The policy on human resource development focuses on capacity building on a continuous basis. Interestingly, Sessional Paper No.4 of 2004 on Energy explicitly asserts in Chapter 6, section 6.6.10(v), that deliberate steps will be taken to integrate female gender in the policy formulation and management of the energy sector. Nonetheless, the policy is silent on how gender balance is to be achieved. According to this analysis, it is not possible to tell from the policy document whether women are given opportunities to move beyond their traditional jobs. Moreover, the fact that there are very few women professionals in the energy sector means that deliberate attempts to enhance women's access to training will not achieve significant results until the number of women professionals in the non traditional fields is substantially increased.

The energy policy recognizes the dynamic nature of technological and policy issues in the energy sector. It notes the need for continuous training and upgrading of the human resource capacity to keep up with the dynamism in the energy sector. It is also apparent that specialized research and consultancy services have largely been internationally sourced due to inadequate capacity to undertake such tasks. There is a glaring domination of the management of the energy sector by men, and an absence of specialized training programmes on energy in the country's institutions of higher learning. The major challenge cited under human resource development is the need to develop dynamic capacity building programmes that can minimize dependency on external expertise, redress the gender imbalance and enhance cooperation with industries, universities and other tertiary institutions of learning. It is worthwhile to note that out of the about 300 employees of the Ministry of Energy, the male gender is overly dominant. This is in the sense that the bulk of women occupy low level secretarial, messengerial or clerical positions while men predominantly occupy the top policy making positions. For instance, out of a workforce of 20 technical and professional staff in the Renewable Energy Department, there is only one female officer. Nonetheless, gender sensitization in men is also important.

It is not clear where the real problem lies: it may be that there are not enough graduates from the institutions of higher learning that graduate with the qualifications that enable them to serve in the energy sector or that there are no energy specific programs that would facilitate the achievement of a numerical gender parity. It is also not clear whether currently, there are insufficient female graduates that can serve in the energy sector, because no research has been conducted. Observations however indicate that even if the required women are available, the upbringing and attitude of decision makers does not allow them to take prudent action that would lead to a gender balance. Whichever the case it is imperative upon the Energy Ministry to explore the possibilities of ensuring a gender balance within the management of the energy sector. It may involve introducing specialized energy courses in the local institutions of higher learning, affirmative action during recruitment of new staff, encouraging women to take up

courses that lead them into the energy field. The only university that has attempted to introduce an energy programme into its prospectus is the University of Nairobi. The university advertised in June 2007 for the first intake of students to under take post graduate diploma in energy programmes and Masters Degree in Energy fields. It is however noted that quality should not be compromised in the name of affirmative action and that the women that succeed in occupying policy making and management positions must be seen to deliver otherwise the gender cause would have been pursued in vain.

In conclusion, while the Sessional Paper lays a firm policy basis for resolving access to energy services, the challenge is on how to tailor-make the interventions to address the specific energy needs of women and men. It is observed that there is no indication that gender issues will be considered or that the various gender groups will be engaged when designing projects. Further, the need to build credible gender disaggregated dataset that could inform the designing of these interventions need not be overemphasized. Also, the neutral stance adopted in the energy policy regarding gender dimensions leaves these very critical concerns to chance and is therefore a serious gap requiring remedial action. Such a remedial actions are easier included at project or proramme activity level planning than reviewing the policy.

3.4.3 Gender perspectives of the policy measures

The energy policy objectives spell out measures to be undertaken in resolving energy supply into the country. These measures are briefly highlighted in the proceeding paragraphs, by energy supply source.

3.4.3.1 Electricity

The policy measures to address the availability of electricity include: a commitment by the Government to avail funds for conducting reconnaissance surveys; develop sites that are unattractive for private sector investment and providing an enabling environment to facilitate private sector investment. In order to increase access to electricity, and accelerate the pace of Rural Electrification through grid extension and off grid projects, the government will streamline the institutional arrangements for implementing the Rural Electrification Programmed. This will be done through the Rural Electrification Agency which will develop a Master Plan encompassing grid and off grid electricity. Implementation of some Rural Electrification activities will be cost shared with communities. The Government will also establish a conducive regulatory framework including cost reflective tariff structures for small power utilities. The issue of energy pricing is important in determining access, availability and affordability of electricity. As earlier indicated, 4.2 % of male-headed households have access to electricity and gas for cooking compared to 2.9 % in the case of female-headed households (see Table 5). This means that if gender approach to electric supply strategy is not used, the disparity is likely to worsen.

The energy policy goes on to state that the power transmission system will be transformed into an open access system, whereby Kenya Power and Lighting Company (KPLC, the current transmission and distribution utility will be restructured in order to create a state owned company and a private sector majority owned Distribution Company. To increase access to

quality electricity services at affordable cost, the government will assist electricity suppliers to establish revolving funds to finance financially viable extensions. The cost of supplying electricity will be recovered from the consumers on a monthly basis and the funds so raised will be used to ensure financial sustainability. The fiscal as well as the regulatory measures likely to be implemented in line with the foregoing, is likely to increase the cost of power thus make it more hard for the poor, particularly women to afford electricity. This can however be mitigated engendering the strategy formulation process in order to capture the salient gender issues that may need attention.

3.4.3.2 Fossil fuels

Regarding the supply and distribution of petroleum products, the government will ensure availability of storage distribution and fuel dispensing facilities to guarantee access to fuel. It will also promote wider use of both kerosene and LPG in households as an alternative fuel to improve the quality of household energy and mitigate demand on woodfuel.

3.4.3.3 Biomass

The policy measures for biomass energy include enhancing research and development, streamlining the production and marketing of charcoal, increasing the rate of adoption of improved stoves, promoting inter-fuel substitution and promoting tree planting for energy production. A closer scrutiny of gender disparities within the household on the basis of who heads the household reveals that female headed households rely more on the fuelwood than the male headed households. For example, it has been noted that 81 percent of all female headed households used firewood at the national level compared to 68.1 percent for males. This implies that the increasing biomass supply deficits is impacting much more adversely on female headed households and is likely further deepen their poverty situation.

Measures to remove barriers and constraints to adoption of energy efficiency and conservation technologies will be instituted. This will include encouraging private sector participation in the provision of technical and financial support for energy conservation and efficiency; enhancing the provision of energy audits; establishment of energy and equipment testing laboratories for efficiency; promotion of cost effective industrial energy efficiency and conservation measures; encouraging demand side management; developing of standards and codes of practice; and establishment of a center of excellence for energy efficiency.

At household level, the promotion of improved efficiency end-use devices, such as improved stoves, will be undertaken. Generally conservation efforts have positive gender impacts. Stove dissemination has also been demonstrated to be an income generation activity. Women groups, in particular have been active in improved stove production and marketing. For, instance, involvement in improved stove production and sale has helped members of Keyo Women group in Kisumu to change their lives economically.

From the quickscan analysis, the key issues, policy response and measures to implement the policies were identified as summarized in Table 9 below.

Table 9: Key issues, Policy response and implementation measures

Issue	Policy response	Measures in place
1. Hydropower i. High costs of undertaking pre- and feasibility studies of potential sites ii. Sites being economically unattractive to private sector iii) Autonomous generation for own consumption and sale of surplus to the grid	(i) Funds will be set aside for resource reconnaissance surveys, pre- and feasibility studies (ii) Gvt to seek external support to augment local resources (iii) Gvt to develop the sites as multipurpose projects (iv) Gvt guarantee of better terms of purchase of surplus power than fossil projects	(i) Budget line already in place for this
2. Geothermal Risks of initial geothermal exploration, drilling and resource assessment	(i) Gvt to take full responsibility of exploration, drilling and resource assessment (ii) Gvt to establish a geothermal company to manage geothermal development	
3. Rural electrification i. Low level of acess to electricity for socio-economic development of rural communities thro' grid extension and off-grid projects ii. Electricity access and consumer connections	(i) Gvt has set a goal to increase access from current 5 % to 20 % by 2010, and 40 % by 2020 (ii) Gvt to establish Rural Electrification Authority to manage rural electrification programme (iii) Gvt to help private sector to mobilize funds to finance viable grid extension programmes	(i) A one-off subsidy to be given in support of community or private sector grid interconnection projects (ii) Cost-reflective tariffs for small scale utilities (iii) Industrial and small-scale service establishments with potential for employment creation and substantial income generation to be give top priority.
4. **Biomass Energy** **Demand-supply imbalance**	Gvt to ensure sufficient and sustainable supplies by: (i) Licensing charcoal production & distributions (ii) Promote private sector participation in biomass energy production, distribution & marketing (iii) Increase rate of adoption of improved efficient wood and charcoal stoves (iv) Promote use of fast maturing tree for bio-energy production	
5. Renewable energy Low uptake of renewable forms of energy despite their abundance	(i) Gvt to continue collecting data & feasibility studies (ii) Promote utilization of municipal waste (iii) Formulate and enforce standards & code of practice (iv) Packaging information for information and	

Issue	Policy response	Measures in place
	awareness raising (v) Establishment of community-based pilot projects (vi) Allow integrated mini-grids using renewable energy technologies (vii) Promotion for energy crops (viii) Promote renewable energy technologies (ix) Research development and demonstration (xi) Develop local capacity for manufacture , installation, maintenance & operation of basic RETs (xii) Waiver of duty and taxes on renewable energy hardware, fiscal incentives to facilitate micro-credits (xiii) Support community-based water lifting (xiv) Encourage other players to intensify efforts on tree planting	
6. Rural energy	(i) Gvt will encourage & promote private sector initiatives to enter clean biomass and other RETs in the market (ii) Promote research into RETs (iii) Promote distribution of LPG	

3.4.3.4 Other Renewable sources of Energy

The Government will continue to promote other renewable energy sources such as solar, wind, small hydro, biogas and municipal waste. This includes availing data for exploitation of these energies; developing standards and codes of practice; review of relevant regulations; building local capacity; promotion of research and development; review of taxes on renewable energy hardware; packaging and dissemination of information and provision of fiscal incentives. The private sector will be encouraged to promote cleaner forms of biomass and promote LPG to stimulate on and off-farm income generating activities.

In formulating implementation strategies for the achievement of the desired energy policy goal and objectives outlined above, the issue of energy pricing, legal and regulatory framework, energy efficiency and conservation and energy supply strategy for informal rural and urban enterprises will be critical a number of issues The critical issues in the energy supply include the following:

Energy supply to informal rural enterprises

The supply of energy to drive the rural informal enterprises has multiplier benefits on men and women. In particular, more women than men find jobs in the informal sector as employees or proprietors. To promote industrial growth, enhanced earnings and increased domestic manufacturing, appropriate fiscal and other incentives will be provided. Technical assistance will be given to industry to conserve energy and conduct energy management programmes. Demonstration projects will be conducted to show the benefits of energy efficiency and conservation.

3.5 Limitations to gender sensitive energy planning

There are various limitations to gender sensitive energy planning. These range from lack of adequate guidelines from the concerned national gender institutions, limited disaggregated data, historical biases, inadequate capacity for gender mainstreaming and inadequate awareness, among other factors. At the macro-political and organizational levels, there appears to be in place an enabling environment for gender mainstreaming. However, there is serious lack of coordination. The earlier strong view that there is lack of disaggregated gender and energy data as the major limitation has been found not to be entirely true, especially with the realization that the Central Bureau of Statistics collects substantial disaggregated data during the national census exercise. The above mentioned limitations are further analyzed and discussed below.

3.5.1 Inadequate guidelines from macro and micro-levels.

In terms of macro-policy environment fro gender mainstreaming, the study found that a Sessional Paper No. 2 of 2006 on Gender equality and Development is already in place. The overall objective of the gender policy is "to facilitate the mainstreaming of the needs and concerns of women, men, girls and boys in all sectors of development initiatives and driven by the focus by all population groups to participate in and benefit equally from the development process". This document goes further to state that the operationalisation of the policy is guided by strategies of implementing programmes within the sectors and prescribes implementation mechanisms in the sectors of: Macroeconomic Framework, Law and Administration of Justice; Education; Health; Agriculture; Environment and Information Technology. However, there is no evidence to confirm that sectors like energy have been properly sensitized and guided so as to embrace the cited framework with view to operationalize the policy. May be this is still coming given that the policy has not been in existence for long.

The recent Presidential directive that one- third of future recruitments in both public and private sectors be reserved for women may not significantly change the gender balance in term of employee numbers, especially in the energy sector as the number of women studying appropriate subjects is probably too small to reach the desired proportion. Moreover, even those doing engineering and sciences may want to do something else other than energy. impact On a closer look, the directive did not specify at what levels of employment this directive was to apply It must be recognized that the critical gender disparity is found at the decision-making levels, where hitherto, the male gender dominates. If the directive was to be implemented, it should be expected that for instance, more Chief Executives of Public institutions, more Heads of Provincial Administration at Province and District levels, more Cabinet Ministers and Permanent Secretaries would be women. Many gender enthusiasts are therefore anxiously waiting to see the the impacts of the said Presidential directive on affirmative action. The major point to note however, is that the directive, just like previous others did not provide concrete actionable guidelines and may suffer similar fate and ultimately not achieve the intended objective.

At the Ministry level, the audit study established that the gender desk is ill-equipped to facilitate and coordinate gender mainstreaming at the project and programme management level. For instance, the desk officer does not have clear terms of reference. Indeed, the gender

responsibility is only an addition to other routine responsibilities and without any budget line or activity targets. This certainly limits the extent to which gender issues may become visible to all implementing department and staff in general. In an ideal situation, t**o** be effective as catalysts for change, the gender focal points must have strengthened capabilities and the support of senior management. Their specific responsibilities which include**:** coordination of work on gender mainstreaming, facilitation of others, collection and dissemination of information, acting as catalysts and connecting people together as they integrate gender into their responsibilities. In the absence of any gender integration framework, the Ministry and allied parastatals will continue treating gender issues as non-issues. No wonder, the generally, the various heads of Department in the Ministry of Energy seemed to perceive gender issues as not being directly relevant to their activities. This explains why some of them did not attach significant importance to attend the pre-validation meeting. This could generally be viewed as having poor perception and inadequate level of awareness.

According to Republic of Kenya, (2005), there is not sufficient appreciation of the need for use of gender responsive budgeting as a tool for planning to ensure that civil society needs and concerns are incorporated in the budget and to achieve economic and financial governance and improve transparency and equality. In 2003, 13 ministries failed to make budgetary allocations for gender activities and 10 ministries did not allocate staff to be responsible for gender units. Ministry of Agriculture and Livestock Development made substantial progress in this respect.

According to republic of Kenya, (2005), the Women's Bureau, a division within the Ministry of Gender, Sports, Culture and Social Services was the National machinery for the advancement of women. Among its mandates was the coordination of gender related activities and collection, analysis and dissemination of gender disaggregated data. This activity and that of developing mechanisms for monitoring systematic gender mainstreaming were not implemented due to understaffing, limited financial resources and equipment, and limited authority over other departments at inter-ministerial level.

The gender desks were reported to be either ineffective or non functional due to lack of support from their hosting ministries. They also lack capacity and resources to supervise and coordinate activities.

3.5.2 Lack of Gender Disaggregated energy Data

While to some significant extent, there is a general lack of gender disaggregated data, the study has revealed that there exists substantial amount of disaggregated data. The study established that the Ministry of Planning and National Development has endeavoured to collect gender disaggregated data which is presented in national census reports. As demonstrated in earlier sections, there are numerous gender disaggregated household energy data contained in the 1999 national census report as well as the 2003 demographic and health survey. To this extent, the lack of gender mainstreaming into energy policy and related programmes and project implementation activities cannot therefore be blamed on absolute lack of gender disaggregated data, but may be attributed to interplay of other additional factors. There is disaggregated data to indicate the inherent energy access disparities between female and male headed households. The

question to ask is "why have the policymakers not responded to the gender indicators contained in the above cited documents? Can the policymakers say that there are unaware of the inherent gender disparities within household energy access? Chances are that the available disaggregated energy data was most unlikely not collected at the request of the Ministry of Energy and hence the Ministry is not conscious of the data. The study thus went forth to analyze the question of gender and energy data disaggregation vis a vis energy planning.

The challenges of collecting and analyzing gender statistics the Energy Sector include the fact that energy planning has never been done purposely to address gender needs in communities. It has always assumed that communities exist as entities and that any energy project that is implemented meets the needs of the targeted community. It was not found necessary to disaggregate community needs in terms of gender. Furthermore studies conducted on energy since the 1980s (Beijer Institute, District household energy surveys in the 1986 and the Household Energy Study of 2002) did not reflect their findings in terms of gender groups and how they are affected by the different interventions and thus it is difficult to analyze such data for gender sensitivity.

Current energy planning and budgeting still assumes the attitude that all projects are intended for the communities and all members are expected to benefit equally. The above studies and current energy planning recognize the role played by women in collecting energy for household needs, the health implications on women and children of using firewood as the primary source of energy. Indeed past programmes to address the woodfuel shortage have centred on promoting fuel efficient stoves to reduce the drudgery experienced by women and the in-door air pollution to which they are exposed but that is as far as it goes. There is very little monitoring and evaluation to assess the impact of the energy programmes on the health and drudgery issues being addressed.

The study established from the Central Bureau of Statistics that gender disaggregated data collection can be done every year, 2 years or 5 years according to need but the cost involved is enormous. Data collection for the Rural Electrification programme can also be disaggregated in terms of gender. Indeed many of the studies undertaken with an energy content can disaggregate data on the basis of gender to a certain extent. The main issue is that the objectives of the study determine the manner of analysis and unless the objectives have a gender focus it is usually unlikely that the analysis will bring out the gender issues in the desired way. The other issue is that the questionnaire design may not bring out gender issues unless it is tailor-made for the purpose, for example the gender groups to focus on during data collection. This calls for guidance from the user department on what aspects of gender to focus on during data collection.

According to Republic of Kenya, (2005), the KNBS has embarked on developing measures to capture data on women's contribution to Gross domestic Product (GDP) into the National accounts. KNBS is already incorporating sex disaggregation in its major surveys. It is however constrained by inadequate staff and capacity. The staff lack skills in gender analysis and hence work in this area is reduced to information by sex.

It was reported that data obtained from periodical surveys such as the recent survey on improved cook stoves can be used on annual publications such as the Economic survey. The practicality of

doing this on yearly basis is constrained by the fact that surveys are expensive. Furthermore it is not possible to generate data on biomass and renewable energy technologies on a daily basis the way it happens for conventional energy forms. This situation is further compounded by the past and current low status accorded to biomass and other renewable energy sub-sectors in terms of budget allocations compared the convention energy sub-sectors.

Furthermore, it was also noted that the energy services focused on in the population census surveys are cooking and lighting, because these are considered part of the housing conditions. This notwithstanding, the main focus of the census report is not gender and therefore it is not possible to include many variables on gender and energy. According to the central bureau of statistics (CBS), it is possible to design tailor made surveys with a view to collecting gender disaggregated data. While the Kenya Integrated household Budget survey (KIBHS) included energy as a component, the analysis of the data did not provide gender disaggregated information simply because the same had not been incorporated in the original plan.

In view of the foregoing, it was also noted that there is need to sensitize CBS through the energy statistics desk officer on Gender mainstreaming in energy data collection. This would enable the collaboration between the Ministry of energy and the CBS to be implemented without major hitches. The onus of defining the required data lies squarely with the Ministry of Energy as a user.

The other challenges are that there has been limited awareness in the energy sector on how to undertake gender sensitive planning, budgeting, monitoring and evaluation. The awareness is limited at all levels in the energy sector, from management to support services. The problem is compounded by the fact that appointed gender desks cannot easily access the top management of institutions to sensitize them on what needs to be done. Some of them even lack the skills of implementing gender related programmes because they have not been exposed to the necessary capacity building. Without the necessary awareness to create the necessary impact, gender mainstreaming remains lip service until the relevant people are in the frame of putting what they know into action. This calls for sensitization of the policy makers in the sector on the need to make gender issues part and parcel of energy programmes. The gender desk officers need to be empowered to know their role and to lobby for funds in the MTEF system. The gender desks are usually peripheral assignments that depend on how much time and resources are available. As noted earlier, the gender desk office should be a substantive office with full responsibility and without other distractions that negatively affect performance.

Another challenge is that knowledge regarding the available gender disaggregated data such as that presented in the subsequent section is limited among policy makers and managers in the energy sector. This is evident from the fact that this data was collected in 1999 and was therefore available at the time the Energy Policy was written in 2004 but it was not utilized, let alone mentioned. This also lends credence to the allusion that gender mainstreaming has not been a priority to energy planning in the past, and such data would have been sought if at all it was needed. The fact that it was not sought implies that need for it may not have been there in the first place.

The analysis revealed that there has been a lack of progressive changes towards gender mainstreaming in the energy sector. This can be attributed to inadequate awareness and inconsistent focus on gender perspectives of energy project planning. The situation is however changing in the sense that with the increasing gender awareness at the policy and operational levels, there is greater likelihood that a requisite enabling impetus for engendering energy programmes and projects will yield positive change. This awareness is demonstrated by among other factors, the recognition of several gender mainstreaming challenges as outlined in Chapter Five of the Sessional Paper No. 4 of 2004 on Energy. The chapter recognizes the fact that "in the traditional society, production and use of biomass fuels is the responsibility of women and children. Men only get involved when these activities get commercialized. Due to diminishing biomass energy supplies, women and children in some parts of the country are spending increasing amount of time fetching firewood and other biomass fuels leaving little time for other productive activities for women; and limited study-time particularly for the girl child. The prevailing social structures including the land tenure system in some situations also inhibit access to biomass fuel by women. In addition, the use of low quality energy supplies and inefficient conversion devices poses health risks to women due to indoor air pollution".

The challenges identified under the chapter include the need to: mainstream gender issues in policy formulation and energy planning, production and use; undertake public education and awareness creation on the cultural structures and practices hindering the access by women to biomass fuels resources; undertake public health education on appropriate use of biomass fuels; and promote the use of fuel efficient biomass cook stoves.

This recognition alone is not sufficient to bring about gender mainstreaming in the energy sector. This is evident from the fact that there have been no gender related energy programmes and/or projects that emanated from this recognition since the policy became available in the year 2004. There was a major omission in defining what actions would be incorporated in the strategic plan to address the gender concerns. Similarly there were no corresponding budgets to facilitate implementation of programmes. It is important to note that even before the actions are incorporated in the strategic plan and budgets they first have to be recognized by the respective sub-sectors in the energy sector, which must define specific actions to be undertaken.

The efforts by the Ministry of Planning and National Development through the Kenya National Bureau of Statistics (KNBS) (formerly Central Bureau of Statistics, CBS) to capture energy data through census reports are really commendable. The data is useful in providing a baseline when planning for interventions and being gender disaggregated, it can provide a starting point for gender sensitive energy planning. It is however worthwhile to note that the data available does not cover other renewable forms of energy such as micro hydro power, biogas, solar, wind, etc. As a result it would be very difficult to plan for these forms of energy using this data. It is also noted that the main energy services addressed are cooking and lighting because of the fact that in the population census reports, cooking and lighting are considered as part of the housing conditions. There are many other energy needs in communities other than cooking and lighting and gender sensitive energy planning has to zero in on these needs if significant mileage is to be achieved. It is further noted that population census is undertaken over 10 year periods which is a long time to wait before assessing the impact of implemented projects as then other factors come to play. For any meaningful energy development impact assessment, at 2-year intervals would be

appropriate. This means that there is need to strengthen the data collection system within the energy sector with a view to generating usable data at regular intervals. The data does not indicate the division of roles/tasks in acquisition and use between the men and women. It is therefore not possible to state which task is performed by which gender group within the society.

3.5.3 Historical Biases

The current gender disparities in terms of employment ratios of men and women, educational attainment, dominance of men certain professional disciplines and unbalanced gender representation at decision making positions, among other factors, can be traced back to historical biases against the female gender. For instance, over twenty years ago, illiterate parents seemed to preferred their sons pursuing further education and not so much for daughters. The thinking to some extent was that daughters were in any case destined to be married off and wherever they would go, the husband would be at hand to fend for her. At the school level, a number of female students still held the mistaken belief that they are not meant to take such hard subjects like mathematics, chemistry, physics and so on. These historical biases may contribute significantly to the current levels of gender inequality. Nonetheless, the affirmative action is but a short term remedial measure to bridge the apparent gender gaps. Nevertheless, with increased awareness and improved self-esteem and confidence among the girls, the gender gap is quickly closing up.

3.5.4 Inadequate capacity for gender mainstreaming

The study noted that the capacity to mainstream gender in both the public and private sectors is quite low. Few (and in some institutions no) staff have in-depth knowledge on gender, gender training and mainstreaming. As a result, advocacy for mainstreaming gender issues in energy policy and planning is minimal. Gender sensitive budgeting in the energy sector is also lacking. Combinations of these factors have disabled active integration of gender issues into the energy sector.

3.5.5 Inadequate awareness

At the various hierarchical levels within the Energy sector's organizational management, the level of awareness and sensitization on the accruing benefits of gender mainstreaming is insufficient. The policymakers need further sensitization, advocacy and lobbying in order to be able to accept and internalize the critical awareness information in order to freely allow officers at the implementation levels to adopt gender approaches to their day to day action plans. The benefits that would accrue as a result of such level of awareness cannot be gainsaid.

3.6 Gender, Energy and Poverty Linkages

The purpose of this sub-section is to highlight the general linkages between energy and poverty to enable a clear understanding of how energy impacts on poverty incidence and vice versa.

Energy poverty, a situation where energy service is not available to a household or any other consumer in the desired form and quantity is a problem that has a disproportionate effect on women and girls, especially in rural areas. The most obvious factors relate to time and physical

effort, where long hours are spent while gathering fuel. As fuel becomes scarce due to over-harvesting, land clearing or environmental degradation, many women in fulfillment of their reproductive gender roles, are forced to travel farther and spend more time and physical energy in search of fuel.

The limitations on the availability of energy services create barriers to socio-economic development. Without access to modern forms of energy for lighting, cooking, heating and cooling, refrigeration, pumping, transporting, communication and productive purposes, people must spend much of their time and physical energy on basic subsistence activities. The lack of energy services is correlated with many of the elements of poverty such as low education levels, inadequate healthcare and limited employment possibilities. At the local and national levels, a reliable energy supply is essential for economic stability and growth, jobs, and improved living standards.

Extension of the benefits of development to all people, men and women, is a fundamental fulfillment of the social equity objectives of sustainable development. With regard to energy, the Beijing Platform of Action called on governments to support development of equal access for women to sustainable and affordable energy technologies. The traditional role of women in household energy acquisition makes them most vulnerable to the effects of environmental damage and increasing scarcities of traditional fuels. Furthermore, the deterioration of natural resources reduces opportunities for income-earning activities and greatly increases women's unpaid work.

It is noted that current trends of affirmative action have concentrated on bringing more women on board for example the move to achieve the 30% representation by women as directed by the head of state in 2006. This has led to the mistaken belief that gender issues are only about women. There is need to continue creating awareness on the fact that concentration on women has been driven by the fact that women have been the disadvantaged group in many aspects and therefore this focus is meant to bring about the necessary balance between men and women. This approach does not make gender a women alone issue. The other way of addressing the problem would be to target the 70% men and use them to turn tables in favour of women. It is also noted that some directives are blanket in the sense that they lack guidelines on implementation. A case in point is the directive to ensure 30% representation of women in employment. It was not clear at which levels the 30% would be targeted (top, middle or lower cadre). An institution that can achieve that level of representation at the lower cadre level can still claim to have implemented the directive. It is important that such directives should be accompanied by clear guidelines that leave no questions in the mind of the implementer.

Box 2 helps to illustrate the benefits of involving project beneficiaries in all the stages of project management cycle. However, the current school of knowledge prefers a gender integrated project approach than a women's only project . This is founded from the reality that in a household, women or men do not exist independence of each other and so the moment one gender is discriminated, there is the potential for resentment and thus a possibility of social disharmony.

Box 2: Upesi Stove Project in Kenya
The Upesi project was initiated in 1995 to promote the adoption of more efficient stoves in rural areas of Western Kenya. Its goal was to improve living and working conditions of women in rural households by enabling a significant and increasing number of women and families to benefit from fuel-saving wood-burning stoves. The project has cooperated with women's groups and involved them in design and field-testing of the stove. The women have been trained in producing, distributing, and installing the stoves. Additionally, their marketing skills have also been improved. Thus, their ability to earn their own income from stove-related activities has increased. Over 16,000 stoves have been installed, providing significant poverty alleviation. The benefits to men and women in the project areas include improved health and time savings for users of the energy efficient stoves, as well as relief from pressures caused by fuelwood shortage. (Khamati-Njenga, 2001)

Box 3 shows that a women's only project can be Implemented targeting specific gender goals such as empowerment, strategic and productive goals. As alluded to in Box 1 above, women's only projects were tenable in the 1990s but are currently not encouraged.

Box 3: Energy Project Contributes to Women's Empowerment in Kenya

Thirteen women's groups (200 people) have been trained in making stoves in the Rural Stoves West Kenya project, and many have also benefited from business management training. Production is estimated at 11,000 stoves annually; the profit generated by the stoves is comparable to wages in rural areas. As a result, the women potters have gained in status, self-confidence, and financial independence. ITDG,1998).

In the words of Denton (Denton, 2005) energy poverty can be so pervasive that the choices would seem so few and some times above the means of rural communities. Such situations are not hard to find in certain parts of the country, including the refugee camps. Under such circumstances, women are literally condemned to an unenviable future of endless searching of fuel. At the extreme fuelwood scarcities, the responsibility of collecting fuelwood gradually shifts to children, whohave no choice but to glean for any available stick wood on the roadsides. Ultimately, women are left juggling multiple roles most of which are contingent on the provision of energy. Moreover, the gender asymmetries and divisions of labour which have historical, societal and cultural roots have resulted in unequal and exacerbated impoverishment in the contemporary rural development arena. .

In analyzing energy and poverty in rural areas, the most important element is biomass energy, which accounts form the largest share of energy consumption by the rural households in Kenya. As fuelwood scarcity intensifies in many rural areas, the local women are finding their domestic chores increasingly difficulty. They are compelled to walk longer distances. In desperation, women are turning to potentially toxic options like cow dung, agricultural wastes, old plastic containers, which are injurious to their health and could accentuate respiratory illnesses due to

persistent exposure to smoke. In short, lack of energy plays a major role in perpetuating poverty among the local population groups, who have to depend heavily on firewood to satisfy their domestic energy needs. The solution to this lies in the development of renewable energy, which have the potential to address the spatial and varied nature of rural energy demand.

4.0 THE POLICY FRAMEWORK FOR GENDER MAINSTREAMING IN KENYA

This section deals with both the macro-and micro-policy frameworks necessary to facilitate gender mainstreaming into energy policy and related projects and/or programmes. The section starts by analyzing the existing macro-policy environment. It then narrows down to analysis of the planning, implementation and monitoring of energy sectoral policy from a gender perspective.

4.1 Policy in the International Context**:**

The 1992 UN Conference on Environment and Development (UNCED), also called the Earth Summit, led to international consensus on the need for sustainable development that balances economic growth with concerns for social equity and environmental protection. Extension of the benefits of development to all people, men and women, is fundamental to the fulfillment of the social equity objectives of sustainable development.

Kenya is a signatory to the International conventions and treaties such as Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), Commission on the Status of Women and African Platfrom of Action, the East African Community (EAC), and the African Union(AU) among others. Many of the agreements lack mechanisms for tracking implementation of Government gender commitments eg. The EAC and AU. Others have provisions for periodic reporting and domestication eg CEDAW (Republic of Kenya, 2005).

In 1995, the UN's Fourth World Conference on Women, held in Beijing, concluded that throughout the world women continue to have fewer options and opportunities than men. Unequal treatment of men and women, and their differentiated social and economic roles, has also led to higher levels of poverty for women than for men in many countries.

Achieving gender equity is an important reason for attention to women's needs. Improving the effectiveness of poverty alleviation programs is another relevant consideration. The Millennium Development Goals adopted by the UN General Assembly include a target of reducing by half the number of people living in poverty by 2015. Access to affordable energy services is an essential prerequisite to achieving economic growth and poverty reduction. In order to achieve the global poverty reduction target, the distinct energy concerns of women need to be addressed through gender sensitive policies and programmes.

It is recognized that approximately 2 billion people throughout the world do not have electricity. About the same number rely on traditional fuels, such as wood, charcoal, dung, and agricultural residues, for cooking and heating. Grid-based electrical power does not reach many rural and poor urban areas in developing countries, nor is there adequate distribution of gas or other cooking and heating fuels.

International policy recognizes the need to increase access to electricity, distribute and market energy-efficient end-use technologies, reduce overall fuel and electricity requirements, increase availability of liquefied petroleum gas (LPG) and other cleaner fuels as alternatives to traditional

biomass-based cooking and heating fuels. It is recommended that energy policies and projects target to reach those who are most in need, particularly women who suffer the most from conditions of extreme poverty. Of the 1.2 billion people living on the equivalent of one dollar a day, 70 percent are women. The time and physical effort expended by women and girls in gathering fuel and carrying water seriously limits their ability to engage in educational and income-generating activities. Literacy rates and school enrolment levels are dramatically different for men and women in many developing countries. Much of women's time is taken up with difficult and time-consuming chores related to producing and processing food without mechanical or electrical equipment and to cooking without clean-burning fuels and energy-efficient appliances.

Many women and girls also suffer from health problems related to gathering and using traditional fuels. In addition to the time and physical burdens involved in gathering fuel, women suffer serious long-term physical damage from strenuous work without sufficient recuperation time. Women must worry about falls, threats of assault, and snake bites during fuel gathering. They are also exposed to a variety of health hazards from cooking over poorly ventilated indoor fires, including respiratory infections, cancers, and eye diseases. Smoke from poorly ventilated indoor fires accounts for close to 2 million premature deaths per year.

Reduced drudgery for women and increased access to non-polluting power for lighting, cooking, and other household and productive purposes can have dramatic effects on women's levels of empowerment, education, literacy, nutrition, health, economic opportunities, and involvement in community activities. These improvements in women's lives can, in turn, have significant beneficial consequences for their families and communities.

The main actors in the area of gender and energy on the international scene include ENERGIA, the Heinrich Boll Foundation, United Nations Development Programme (UNDP), Ford Foundation GTZ. They support the engendering of energy policies, programmes and projects. ENERGIA has been at the forefront in facilitating the process of engendering energy policies and it is through this organization that this audit became possible. UNDP has been at the forefront in supporting gender sensitive energy programs and facilitating NGOs such as Practical Action in advocating for engendering the energy policy (for example the Tungu Kabiiri Micro hydro power project earlier mentioned). The GTZ has been supporting gender mainstreaming in the agricultural sector and the energy programmes implemented by the agricultural sector are not excluded from this support. There have been few linkages with the Ford foundation and Heinrich Boll foundation but they were not gender related. Depending on their agenda, a few international bodies consider engendering the energy policy a priority and the few who have supported the process have yielded some benefits. This is an indication that if there was more international support towards the process, a lot could be achieved. It is important for the Ministry to negotiate for support to gender programs in the Ministry when negotiating agreements. The negotiation should be categorical on measurable indicators regarding the successful engendering of energy projects. This is noted in the example of Ministry of Agriculture which has received significant support from the Swedish International Development Agency for the NALEP programme and GTZ for other agricultural activities. The international agencies had strong support for engendering Agricultural programmes and the Ministry of Agriculture has achieved significant progress in this direction.

Heavy donor support is in many occasions directed to the development of commercial energy. This is not to say that there is no donor support for renewable energy programmes but the ones that exist do not treat gender as a priority in development projects.

4.2 The Macro Policy context

The 9th National Development Plan 2002-2008 recognizes that sustainable development is only feasible on when both gender participate in the development process and identifies reduction of gender inequalities and inclusion of more women in economic activities as one of its critical challenges. The theme of the Plan is "Effective Management for Sustainable Economic Growth and Poverty Reduction". It adopts a participatory approach to development and emphasizes District Focus for Rural Development as a springboard for its implementation. It links the development planning process to long and short term frameworks and strategies and to the three year Medium term Expenditure Framework. It consolidates and harmonizes into a single framework all the welfare perspectives of development including provision of social services, maintenance of political stability and economic development. The Plan sets out to engender all development programmes in order to enhance efficiency in resource utilization for sustainable development. In particular, it identifies operationalization of the gender policy during the plan period as one of the success benchmarks. It sets out the Government intentions on addressing gender imbalances in education through mainstreaming in development policies, programmes and budgeting. However, a review of other programmes in the implementation matrix reveals total absence of gender dimensions either in terms of strategic content or inclusion of identifiable gender based institution as implementing agencies.

The Poverty Reduction Strategy Paper 2001-2004 outlines priorities and measures necessary for poverty reduction and economic growth. It outlines specific economic policies aimed at promoting a robust economy, as well as specific measures to reduce poverty. It contains broad statements on the key actions to be undertaken in the energy sector among other government departments. Gender imbalance is recognized as a key factor in propagating poverty. It recognizes the need for engendering all socio economic, political activities and investment programmes. The implementation matrix on energy does not incorporate gender considerations. Projections based on gender disaggregated data could be used to formulate action plans for energy programmes.

The Economic Recovery Strategy for Wealth and Employment Creation 2003-2007, this document articulates government policies and programmes based on the principles of democracy and empowerment. It was designed to be used in the restoration of economic growth, generation of employment opportunities and reduction of poverty levels. Improvement of energy availability is included among the priorities in the infrastructural sector. The planning matrix does not provide for incorporation of detailed planning on gender.

The Economic Survey 2006 provides no gender-disaggregated data on energy production and use. However on wage employment by Industry and Sex, the survey reports that of the 20,900 persons employed by the electricity and water industry in 2004, 17,100 were men while only

3,800 were women. In addition, in 2005, the employment portfolio of the sector comprised of 16,700 men and 3,600 women.

4.3 Policy in the local context

The key actors in the energy sector include the Ministry of Energy which is responsible for i) Formulation and articulation of policies that provide an enabling environment to all economic operators and other stakeholders; ii) Training of manpower; iii) Preparing the 20 year Least Cost Electric Power Development Plan (LCPDP); iv) Mobilization of financial resources; v) Regulation; vi) the Ministry is a co-owner in the Kenya Petroleum refineries Ltd (KPRL). The Electricity Regulatory Board is an autonomous independent sub-sector regulator. It sets, reviews and adjusts consumer tariffs; approves power purchase agreements; promotes competition where possible and resolves consumer complaints. KenGen is wholly owned by the state. It generates power and raises funds for generation system expansion. KPLC has a monopoly in power transmission and distribution. It is the only licensed public electricity supplier. It raises funds for distribution system expansion.

The Ministry of Environment and Natural resources collaborates in policy implementation in terms of promoting tree planting. The Ministry of Agriculture collaborates in promoting energy supply and conservation technologies.

The private sector undertakes commercial power production and promotion of renewable energy technologies such as solar, wind, and micro hydro power. Shell, Beyond Petroleum (BP), Caltex, Total, Mobil, Kenol, Kobil are oil companies that ensure a steady supply of oil products. Kenya Pipeline Company has a 100% Government equity. It is involved in the construction and maintenance of the petroleum products distribution pipeline. The National Oil Corporation of Kenya is involved in oil supply and distribution as well as oil exploration on behalf of the government. Petroleum Institute of East Africa (PIEA) is a voluntary membership institution patronized by the major oil companies. It is involved in capacity building and awareness creation. Kenya Railways Corporation (KR) is involved in the transportation of Petroleum fuel, primary LPG, heavy diesel oil, fuel oil, kerosene, petrol and automotive gas oil principally to areas not served by the grid. It has 100% state ownership.

Development partners are involved in funding for different sub-sectors in the energy sector. The funding has been on a declining trend. International Organizations give support for energy development programmes.

The Provincial administration and the Local Authorities perform regulatory functions. Non Governmental organizations complement government efforts mainly in the promotion of renewable energy technologies and advocacy in the energy sector.

Linkages and networks between the key actors revolve around information exchange through training workshops, implementation of energy programmes, policy review, demonstrations and field days. Sometimes there are intermediaries such as Non Governmental Organisations who operate through advocacy and International Organizations who collaborate by financing some

programmes. According to Republic of Kenya, (2005), the civil society organisations are active in advocacy addressing gender issues and concerns in development. However, their interactions with policy makers are not strong and require enhancing.

The key actors support programmes that enhance the lives of Kenyans who are yet to receive the full benefits of successful energy development and therefore they are on the same side as government. It is however noted that gender is not a core objective in many of these organizations and that their influence on policy is driven by their own agenda as opposed to the need to engender energy programmes. For example whereas there are many lobby groups that could lobby for engendering energy programmes, they have not been doing so because they were more preoccupied with other agenda that are considered of higher priority. Whereas there should be strong linkages between the Ministry of Education, Ministry of Planning and National Development and the higher institutions of learning the current linkages are weak and need to be strengthened with a view to engendering the education programmes related to energy, data collection and analysis and generating the critical mass required for gender balance in the management of the energy sector.

Collaborators like Practical Action have been at the forefront in sensitizing the Ministry regarding gender mainstreaming in energy policy formulation, planning, implementation monitoring and evaluation of energy programmes. There has been good collaboration in capacity building in the Ministry and the undertaking of this audit is one of the fruits of such collaboration. There has been collaboration in energy project implementation with gender dimensions such as the Tungu Kabiiri Micro hydro power project in Meru District, central Province. This was implemented with support from UNDP.

Collaborators like the Ministry of Agriculture have been significantly successful in incorporating gender concerns, not only in energy programmes but also in all extension activities undertaken at the grass roots. The Ministry of Agriculture has a guiding framework for implementing energy programmes. Even though this framework is not written down on paper, the Ministry has a strategy to increase agricultural production. The promotion of energy saving technologies lends itself to the fact that by reducing the time spent cooking and looking for domestic energy farmers will have more time to attend to agricultural activities and thus increase their income as well as the standard of living. This guiding framework takes recognition of the fact that women do most of the work that utilizes energy in households and therefore they put strong emphasis in increasing the awareness level of women on the need to conserve energy.

According to republic of Kenya, (2005), women groups are very well organised at community level and therefore this is the level at which women could harness resources.\paradoxically they have limited economic control at the household level. At the national level, their access to and control of resources is virtually non existent. The Government response to women groups has been welfarist, and the regulatory framework has been rudimentary. Government support to women groups is marginal. In 2002, for example, a grant of Ksh.9 million was given to women groups in contrast to the Ksh.484 Million raised through the group members themselves. This approach has failed to strengthen women's economic potential through matching funds. Women's ability to organise at community level has not translated into political clout.

The major gaps noted include inadequate funding; inadequate personnel; untrained staff. With respect to the latter it was explained that the officers who handle the energy and gender aspects of work are referred to as Gender and Home economics officers, a title that is devoid of any official training. It was recommended that there is strong need to train these officers in the fields they handle so that they gain more confidence.

The Ministry tries to focus on areas where females are excluded by advocating for gender balance in committees where the females are members. Furthermore, gender balance is used as a criterion for judging stove programmes. It is also advocated that common interest groups have a gender balance.

While the new Energy Act (2006) has no specific provisions on energy and gender concerns, the Law sets out a broad based legal framework upon which energy poverty in the country will be addressed. In particular, the Act established the Rural Electrification Authority (REA) whose cardinal mandate would be to accelerate electricity connectivity in rural and peri-urban areas using a multiplicity of supply options such as grid, wind, solar, mini-hydros, stand-alone diesel generators or hybrid systems etc. In addition, the Law now allows local level institutions to tap energy resources within their vicinity either for own use or for sale. It is anticipated that these interventions will improve the access to modern energy by domestic households and therefore reduce the incidence of drudgery borne by women in search of energy and adverse health impacts associated with indoor pollution arising from low quality energy used.

The Ministry of Energy's Strategic Plan (2004-2009) undertakes a SWOT analysis for the sector using a variety of variables that include organizational structure, culture, resources, services offered and their impacts, political and legal environment, societal and technological considerations and felt needs of target customers. The Plan is however silent on gender dimensions such as gender based interventions in energy production and use as challenges that needs to be addressed. For instance, the Plan recognizes that the Ministry of Energy has a staff compliment of about 350 employees but does not give the proportional representation of both gender and what impact this has in addressing the energy needs of women. Though no data is provided, a cursory look at the management cadre in the entire energy sector reveals that the bulk of women occupy low level secretarial, messengerial or clerical positions while the top policy making positions are predominantly occupied by men.

4.3.1 The National Commission on Gender and Development **(NCGD)**

The Vision of the NCGD is "To be the leading National Institution central to the realisation of Gender equality and equity in all aspects of Development for a fair and just society".

The Mission of the NCGD is "To coordinate, implement and facilitate gender mainstreaming in National Development through advice to the Government and stakeholders, participation in policy formulation, advocacy, research, education, investigation of gender based violations, establishment of partnerships, monitoring and evaluation in order to achieve gender equity and equality".

The NCGD was established by an Act of parliament in December 2003 with the object and purpose of coordinating, implementing and facilitating gender mainstreaming in National Development and to advise the Government on all aspects thereof.

The mandate of the Commission allows it to: participate in the formulation of National Development policies; supervise the implementation of the gender policy; initiate proposals and advise on the strengthening of institutional mechanisms which promote gender equity and equality in all areas of life; evaluate aid policies to determine their impact on women among others.

The Core values of the Commission include ensuring gender equity and equality by advocating for structures, systems and processes that facilitate achievement of gender parity. The Commission is further committed to socio economic development of women through partnership with all interested parties in public and private sector, NGOs, and other organizations among other core values.

The Strategic objectives of the Commission include:

1. Policy formulation and legal reforms: Advice to Government on policy options on gender and how gender mainstreaming can be fostered within the line Ministries, among development partners, NGOs, voluntary organisations and the business community. It ensures development and implementation of gender responsive national policy, programmes, plans and legal reforms.

2. Advocacy: Institutionalize and operationalize an advisory programme to influence policy and legal frameworks on gender mainstreaming.

3. Partnership and linkages: Initiating consultation for and offering advice at different levels and establishing and strengthening linkages with the various stakeholders and partners to promote a coordinated approach to gender mainstreaming in National Development.

4. Resource Mobilisation: Promote and support gender responsive budgeting to assess the impact government budget on gender and to promote the application of gender equality budgeting at all sectoral levels to increase development opportunities for women and men.

5. Conduct and coordinate research activities on gender issues, promote applied gender research and the dissemination of findings in support of gender and development.

6. Develop and implement and effective monitoring and evaluation of gender project activities at different levels. It includes promotion and evaluation of progress made by private and public sectors on gender mainstreaming and women's empowerment.

The Commission has been undertaking training on gender responsive budgeting and mainstreaming gender in development activities. The target group for this kind of training has been Members of Parliament (MPs), Constituency Development Fund (CDF) Officials, and Local Authority Transfer Fund (LATF) officials. The reason for targeting such groups of people was to target grass roots programmes so that they are engendered at that level. Training sessions have been conducted in Nyanza, Kakamega and Coast provinces of the country. A total of 8 workshops are planned before the end of Financial year 2006/2007. There is a plan to sensitise gender desks, Ministers and Permanent secretaries at a later date. This institution is the right body to undertake sensitization of policy makers (top management) in government institutions regarding gender mainstreaming at all levels and in all sectors of economic development. It was noted that limited awareness of gender issues among this category of staff in institutions is a major handicap in the engendering of development programmes.

The establishment of the Commission is still very lean comprising one Chair lady, one Director, (male), 1 programme officer (vacant but previously occupied by a male), two programme officers (female) and one lady on secondment. Training is carried out using experts on budgeting from the Institute of Economic Affairs. In response to the National obligations to the Convention on elimination of all forms of discrimination against women, various actions have been undertaken including: establishment of a committee on the status of women; review of the land policy with a view to balancing the land ownership rights between men and women; preparation of the Children's Act; and the sexual Offences Act.

4.3.2 Ministry of Gender and Sports, Culture and Social Services

Efforts to mainstream gender within the Ministry of Gender, Sports Culture and social Services started in the 1980's. It however did not take the desired direction and became a one person show. An assessment of the initiated programmes was done and current efforts in the Ministry are trying to correct past errors such as changing from a one person show to encompassing different stakeholders. A cabinet memo has been prepared with a view to ensuring that gender desks are officially authorised by cabinet as this would make it easier to capture gender issues in the budgets of different sectors. It is also felt that individual Ministries that already have gender desks should budget for them within their activities.

The policy on Gender equality and development

The overall objective of the gender policy is "to facilitate the mainstreaming of the needs and concerns of women, men, girls and boys in all sectors of development initiatives and driven by the focus by all population groups to participate in and benefit equally from the development process".

Operationalisation of the policy is guided by strategies of implementing programmes within the sectors and prescribes implementation mechanisms in the sectors of: Macroeconomic Framework, Law and Administration of Justice; Education; Health; Agriculture; Environment and Information Technology.

The policy recognises that Kenya faces the challenge of creating an enabling environment and an unflagging commitment to take concrete step as needed to eliminate the inequality in development impacts among men and women and that brought about by socio-cultural attitudes held by women and men including their socialisation.

The Sessional Paper No.2 on Gender, Equality and Development recognizes that Kenya is emerging from a legacy of systematic institutional and legal gender imbalance as well as a weak gender mainstreaming capacity. It recognizes that 80% of the women live in rural areas where the majority is engaged in the farming of food and cash crops, livestock keeping and agro based income generating activities. It also recognizes that 70% of all employees in the agricultural sector are women. It appreciates women's role in firewood and water collection among other household chores. It however fails to comprehensively analyse women's contribution to energy production and therefore its significance is not given the attention it deserves. This is clear eveidence that the Ministry of Energy did not contribute to the development of the policy on gender and development.

The gender policy spells out measures to ensure equal access by men and women to economic and employment opportunities such as review of laws relating to impediments on access to and control of resources among other measures. It also proposes to intensify campaigns directed at women, men, girls and boys that promote energy conservation among other environmental measures

The gender policies spelt out for Agriculture, health, administration of law and justice, education and information communication technology are elaborate which reflects collaboration with the respective departments during policy formulation. The section on gender related environmental policies under which energy is mentioned does not bring out the core issues of gender in relation to energy development. The challenge recognised is in the development and acquiring of energy efficient stoves and modernisation of power systems. These are not the only challenges relating to gender mainstreaming in the energy sector as indicated in the analysis elsewhere in this report.

One of the measures on policy implementation includes the establishment of gender divisions in all ministries. The gender divisions are supposed to initiate plans and strategies and to allocate resources to strengthen the line Ministries' role, performance, and effectiveness in implementing the National Development Plan, Economic Recovery Strategy, Millennium Development Goals and the Beijing Platform for Action within specific sectors. Senior Administrative and Technical staff in all Government Ministries are supposed to identify gender concerns within their sectors and coordinate gender activities and responsibilities by providing training and capacity building inputs to staff; developing concrete approaches , methods and tools for mainstreaming gender issues; developing indicators for gender mainstreaming on processes, outcomes and impacts of programmes; building new constituencies to deepen and sustain gender mainstreaming; and establish performance appraisal systems at the individual and departmental level.

It is noted that since the Sessional Paper No.2 of 2006 on Gender equality, empowerment and development was distributed to the line ministries, not much has been put in place on the Gender desk of the Ministry of Energy. It would have been expected that the Ministry would use the mandate for the gender divisions as stated in the gender policy to initiate some activities. There

seems to be a disconnect between the expectations of the gender Ministry towards line Ministries and what the latter are doing to mainstream gender into their programmes. This realisation, and the extent to which energy issues are covered in the gender policy indicate the need to strengthen linkage between the Ministry of Gender and that of Energy with a view to ensuring that the prescribed actions are implemented by the Ministry of Energy. To date, the Ministry of Gender has not linked up with that of Energy to streamline the expected undertakings. Distribution of the Gender policy to line Ministries should have been accompanied by follow up action to ensure that the pace for the gender desks is set.

4.4 The Policy Development Process

Policy development in the energy sector has been met by number of hurdles. The first attempt to prepare a Sessional paper on Energy was made in 1987. At that time the challenges in the energy sector included: mitigation of adverse effects of oil importation on the domestic economy and balance of payments; ensure security of supply, efficient but affordable pricing and accelerated development of indigenous resources, including the search for domestic fossil fuels, particularly hydrocarbons. These challenges have been addressed over time but others still persist.

However, because Kenya is a growing economy, new challenges have continued to emerge in the different sub sectors. These include: liberalization of the economy in the 1990's; deteriorating balance of payments; economic stagnation; rising population; rising poverty; electricity rationing and outages; dwindling official development assistance and climate variability among others. Energy is a cross cutting issues and energy services are required in a wide range of sectors of the economy ranging from manufacturing services, mining, agriculture and households among others. This calls for an integrated energy policy to guide the provision of energy services to these sectors.

The development of Sessional Paper No.4 of 2004 on energy was therefore a major milestone in the development of energy in the country. The subsequent development of the Energy Act 2006 was a further step forward in this process. It is however unfortunate that at the time of developing the energy policy and regulations, the policy makers had not yet received adequate sensitization regarding gender issues in energy planning and development. As a result, gender issues are not explicitly articulated in either of the two documents. Sessional Paper No.4 only features a small paragraph on gender issues and even then, it does not explicitly say what policy measures will be used to engender energy development. This does not mean that nothing can be done and the audit is meant to bring out to the fore, some of the actions required to achieve engendering of the policy. Gender mainstreaming does not necessarily mean specific budgets for gender but rather the process of defining programme and project activities should come out clearly to show what activities with a gender dimension are to be implemented so that they are funded together with other programmes.

The Sessional Paper No.4 on Energy was drafted by a team of professionals from the energy sector that comprised of the Ministry of Energy, Electricity Regulatory Board (ERB), Kenya Power and Lighting Company (KPLC), Kenya Electricity Generating Company (KenGen). The draft Sessional Paper was subjected to stakeholders at three levels.

The document was first subjected to scrutiny by energy sector actors and civil society organizations at a seminar convened jointly by the Ministry of Energy and the United Nations Development Programme (UNDP) at the Mount Kenya Safari Club. At the end of the seminar, draft proposals were submitted to the secretariat based at the Ministry of Energy for consideration. It is however noteworthy that most of the suggestions were disregarded by the drafting committee as they were found to be based on considerations that did not reflect a sound understanding of the Energy sector in Kenya.

A two-day stakeholder conference was then held at the Kenya School of Monetary Studies. The participants, mainly energy sector actors, researchers, universities and civil society organizations were taken through the draft document and valuable comments and suggestions were made. The drafting committee held a one-week retreat in Mombasa to incorporate the comments made by the stakeholders and also to fine-tune the document, after which the document was submitted to the Attorney General for drafting.

Finally, the draft paper was submitted to the National Assembly for discussions and adoption during which period substantial amendments were suggested and adopted. To actualize the Sessional Paper, an umbrella law, the Energy Bill was drafted and subjected to stakeholder scrutiny before being enacted into law in December 2006.

4. 5 Sources of strengths and support to engender energy policy

The sources of strengths and support needed in order to engender energy policy include: (i) Existence of the gender and culture Ministry within the Government set up. The Ministry of energy can collaborate in certain activities; (ii) Existence of a gender secretariat within the Ministry of energy, led by administration department. There is a functional gender focal point in the Ministry of Energy which is headed by the Administration Department. In addition, towards the end of 2005, two officers from the Renewable Energy Department of the Ministry participated in the Training of Trainers Regional Training Course on Gender and Energy. They have since then, been active in the gender capacity building initiatives at the national level. Plans are underway to build the capacity of the Gender desk in the Ministry, to sensitize more personnel on Gender and Energy and to equip them with skills of transferring information to other staff within the Ministry. (iii) Collaboration with NGOs such as Practical Action in gender sensitive planning for energy projects and Gender audit of the energy policy; (iv) Support of the accounting officer to the secretariat and collaboration of the secretariat with NGOs; (v) Presence of a budgetary system through which budgeted items can be promoted; (vi) Presence of a planning process that can incorporate changes in annual work plans derived from the strategic plan. The strategic plan is set to be reviewed every three years and therefore new ideas can be incorporated; (vii) Affirmative action as directed by the President (2006) on creating a gender balance in employment.

4.6 Sources of strengths of resistance to engendering energy policy

At operational level, the sources of strengths of resistance to engendering energy policy largely revolve around the poor perceptions and low level of awareness of the principal policy makers about the potential benefits of incorporating gender perspectives into the policy as well as the existence of weak lobbies and advocacy skills among the stakeholders. It is worthwhile to note that even though there is a gender desk in the Ministry it does not have terms of reference and therefore it mandated is not clear. Without a clear mandate it becomes very difficult to formulate workplans, set performance targets, as well as monitor implementation. The Ministry of energy should move quickly to define a clear mandate for the gender desk based on which performance can be evaluated. Occasionally, policymaking takes place under unfavourable macro- and micro-political, economic and external factors. Other sources of strengths of resistance could occur due to the limited availability of gender disaggregated data to aid the planning process.

4.7 Macro-policy environment for Mainstreaming Gender into Energy and Poverty

The need to mainstream gender concerns to development activities has been ably articulated at the macro-policy level as revealed by a review of key policy documents in Kenya. The analysis confirms that the macro-policy framework for mainstreaming gender into energy and other sectoral policies, programmes and projects exists at global an national levels. It identifies and discusses the various aspects and circumstances in which gender issues are recognized and supported at the macro-economic policy levels as important integral component.

To start with, Kenya is signatory to various gender conventions and declarations, including the 1979 Convention on Elimination of all Forms of Discrimination Against Women, (CEDAW), the 1980 Copenhagen World Conference that stressed the need for women to participate in the development process as both experts and beneficiaries, and the 1995 Beijing Platform for Actions where affirmative action was identified as an indispensable strategy for gender mainstreaming. An assessment to indicate the implications of gender dimensions and how these relate to the overall objective of development and poverty alleviation in the Kenyan PRSP and other sectoral activities was undertaken in 2005 (GOK, 2005). The importance of such an assessment cannot therefore be overemphasized.

Kenya supports the objective of reducing by half the number of people who lack access to modern energy services by 2015, in keeping with the millennium summit commitments to halving the number of people living in poverty within the same period. Electrification makes basic subsistence activities such as grain milling much less time consuming and can power labour-saving as well as income–generating equipment. Availability of electricity is also essential for creating new employment opportunities and supporting value-adding activities linked to agricultural production. When women have safe and reliable lighting in the evening, they are better able to perform essential child-care responsibilities, and their children have more time to read. Lighting for homes, businesses, streets and market places is also critical for facilitating women's involvement in education, entrepreneurial and community activities

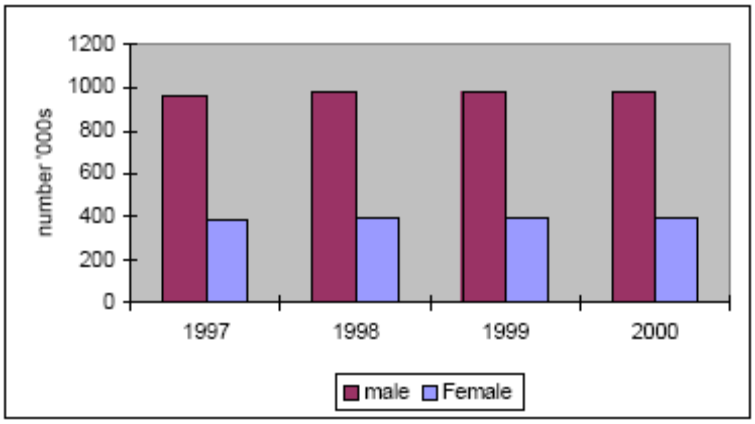
The 9th National Development Plan (2002 – 2009) recognized that sustainable development is only feasible on when both gender participate in the development process. It went further to observe that reduction of gender inequalities and inclusion of more women in economic activities was one of its critical challenges. As a result, the Plan set out to engender all development programmes in order to enhance efficiency in resource utilization for sustainable development. Against the above background, it would have been expected that the formulation of Energy policy as well as its implementation activites would mainstream gender concerns as guided by the Development plan. The absence of gender approach in the policy formulation and its related projects and programmes inevitably shows a clear disconnect between the macro-policy and sectoral policy. The conclusion can only that the policy process ignored the macropolicy guidance or did not consider gender issues to be critical for inclusion in a more focused manner. Looking at the poverty reduction strategy paper (PRSP) document, it was found that the need for engendering all socio-economic, political and investment activities, including energy was recognized. Perhaps in recognition of this need to mainstream gender perspectives in all socio-economic development activities, the government created a Ministry of Gender, Sports, Culture and Social Services as the government's lead agency to promote gender mainstreaming across all the sectors. Furthermore, a National Commission on Gender had earlier been created to articulate gender issues into the country's development agenda. In addition, in 2006, the President issued a directive to the effect that all future employment in both public and private sector should ensure that a at least third of the positions are reserved to women. The above policy frameworks illustrate a political will for gender mainstreaming. However, one would curiously wait to see the outcome of the implementation of the above macro-policy statements. There appears a disconnect between macro-policy and the sectoral policies in so far as the gender question is concerned. It is also interesting to note that the Presidential directive on gender in employment was not followed with clear guidelines as to its implementation. The gender supportive macro-policies can be used as the launching pad for mainstreaming gender into energy policy and related programmes and/or projects. The existing gender disparities in various socio-economic aspects further provide circumstantial evidence that actions are needed to correct the prevailing gender imbalances. Nonetheless, it would appear that active lobbying is necessary to enable decision makers translate the macro-policy guidelines into influencing policies and programmes at the sectoral level.

Gender disparities are conspicuous in various socio-economic activities. For instance, according to the Central Bureau of statistics (CBS, 2001), the gender disparities in the area of employment and therefore economic empowerment forms a basis for one to seek to redress the situation while incorporating appropriate measures to correct the gender imbalance in the long term. Figure 6 shows that there has been a consistent gap between men and women in terms of wage employment between 1997 and year 2000. The situation is most likely to be the same currently if not worse. For instance, in the year 2000, there were about 1,000,000 men in wage employment compared to 400,000 in the case of women. The effect of such disparity translates into women having lesser purchasing power than men and therefore less able to access modern energy services. In the cases of female-headed households, it means poverty would be more severe. Against the above macro-policy environment, bold steps including affirmative actions must inevitably be taken to correct the current gender imbalances.

The analyses above have indicated that in order to plan and monitor work on energy, gender and poverty, disaggregated data are needed. Such data should relate to (i) What forms of energy women or men use for what activities, (ii) What kind of energy increase women's welfare, productivity and empower them and (iii) How a policy and project should be designed in order to ensure full recognition of gender specific needs will be required. Equally important would be the data relating to control over energy technologies. This includes acquisition of technology, access to benefits, and responsibility for fuel supply and maintenance.

Literature review also showed that a gender aware policy takes into account the social relationships of women and men as well as the differences in their needs. On the other hand, a gender neutral policy which implicitly assumes that women or men have the same needs and same skills and access to and control over resources. These are therefore important criteria for assessing the extent of gender mainstreaming into energy policy and programmes.

Figure 6: Distribution of wage employment by sex



Source: Statistical Abstract 2001

Looking deeper into the wage employment differential, available data on civil service employment indicates that approximately 70% of these women are in the lower income bracket of Kshs 8, 000 to Kshs 25,000 (US $103-321) per month. Only 20% of the women—or 6% of the total –earn above Kshs 25,000 (CBS, 2001, Were and Kiringai, undated). Further analysis also shows that even in the service industry, especially in the public sector, it is 'men heavy' at the top, whereas women occupy the lower cadres. Therefore, when public sector reforms are implemented to reduce the size of government, more women are retrenched. Female civil servant employees currently constitute only 24%, compared to 76% men (See Table 10). It is further revealed that in 2002, Women held only 3.6% of the parliamentary seats5 which compared very poorly with her East African neighbouring countries—Uganda with 24.7%, Tanzania with 22.3% and South Africa about 30 % as depicted by Figure 7. It also noted that the in the current parliament, women members of Parliament constitute 8 % while in terms of cabinet positions, women constitute a poor 7 %. The gender disparities in the various decision making position is overly skewed against women. The above examples are a clear pointer to the need to not only getting concerned but to institute appropriate strategies of systematically closing the gap. Table 10 gives statistics of the gender distribution of civil servants (Central government employees) in

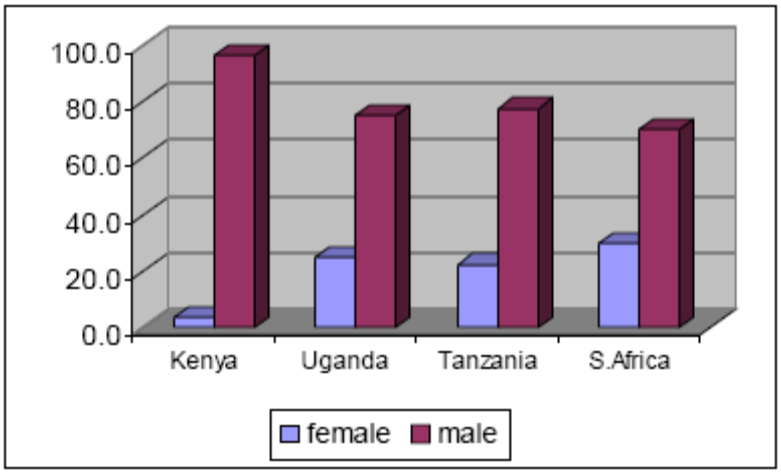
2002. Job group A was the lowest paid cadre, while job Group U was the highest paid then. The situation currently is principally the same.

Table 10: Civil servants distribution, by job group and gender 2002

JOB GROUP	MALE (%)	FEMALE (%)
A	70	30
B	65	35
C	67	33
D	67	33
E	77	23
F	89	11
G	76	24
H	62	38
J	63	37
K	73	27
L	82	18
M	82	18
N	80	20
P	83	17
Q	81	19
R	85	15
S	90	10
T	94	6
U	70	30
Total	**76**	**24**

Source: Ministry of Finance and Planning, 2002

Figure 7: Distribution of Parliamentary seats by sex (% of Total), 2002



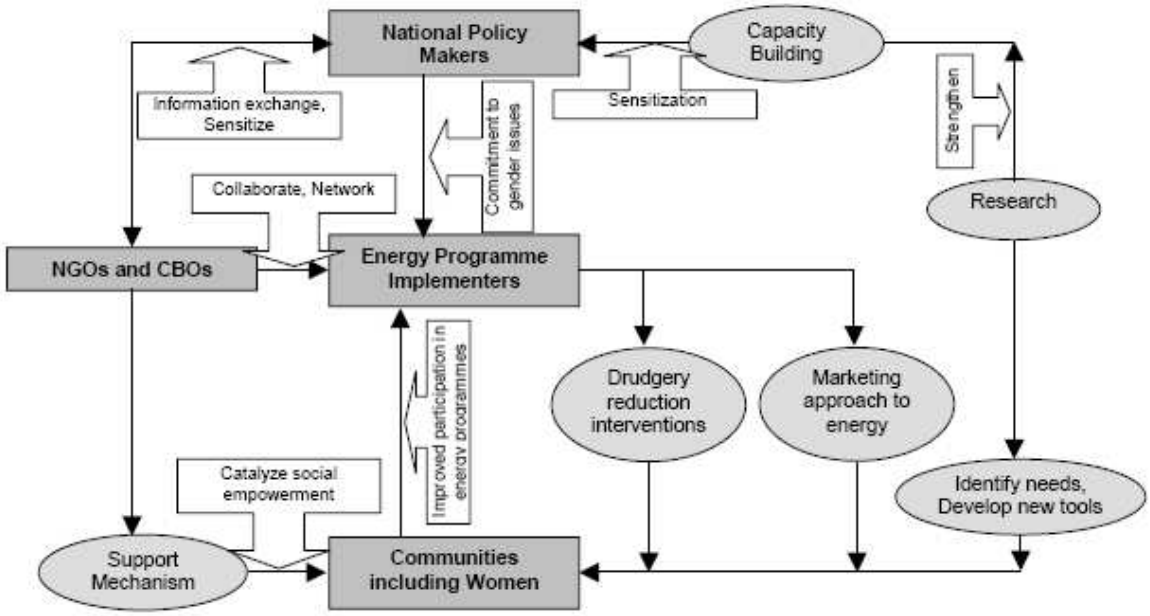
Source: Were and Kiringai, Undated., Women's Bureau

While the macro-policy environment is supportive of ender mainstreaming, there are notable constraints. For example, Were and Kiringai (undated) found that although gender imbalance is acknowledged in the PRSP document, there is no detailed cognizance of gender dimensions of the proposed policies, or anticipation of gender implications of the outcomes in reference to the different poverty dimensions. This gap might have been occasioned by inadequate exposition of gender issues or lack of a comprehensive disaggregated database to start with.

In summary, there is evidence of the presence of enabling macro-policy environment for mainstreaming gender into sectoral policies, programes and projects, including energy sector. However, the link between macro-policy and sectoral policies is either weak or there is selective adaptation of macro-policy issues to influence sectoral planning. It is thus instructive that energy sector must embrace the gender aspirations spelled out in various government macro-policy documents.

The gender-aware approaches to macroeconomic analysis can be conceptualized under the following three broad areas (Çagatay 1998, World Bank 2001; and Grown 1995) (i) Institutional and legal framework, (ii) The invisible women's work and the 'reproductive' sector or the care economy, and (iii) Engendered economic behaviour. While significant strides have been made by creating enabling institutional and legal framework at macropolicy level, the latter two aspects are far from being satisfactorily addressed. For example, the general economic behaviour is not engendered.

Figure 8: Framework for Mainstreaming Gender in Energy policies and Planning



Source: Atieno, 2006

The framework in Figure 8 identifies key stakeholders including national policy makers, energy programme implementers, NGOs and CBOs, researchers and communities including women. Also, the framework highlights some key activities for gender mainstreaming as: Information exchange, sensitization, collaboration, networking, support mechanisms, capacity building, research, improved participation in energy programmes, and social empowerment, among others.

4.8 Analysis of Key issues in the Gender Dimension of the Energy Policy

The key issues in the gender dimensions of the energy policy were analysed using the quick scan. The aspects examined included investment decisions in the energy sector, energy access and availability, tariffs, pricing and affordability, infrastructure construction, community participation, gender equity in human resource development and environmental issues.

4.8.1 Investment Decisions

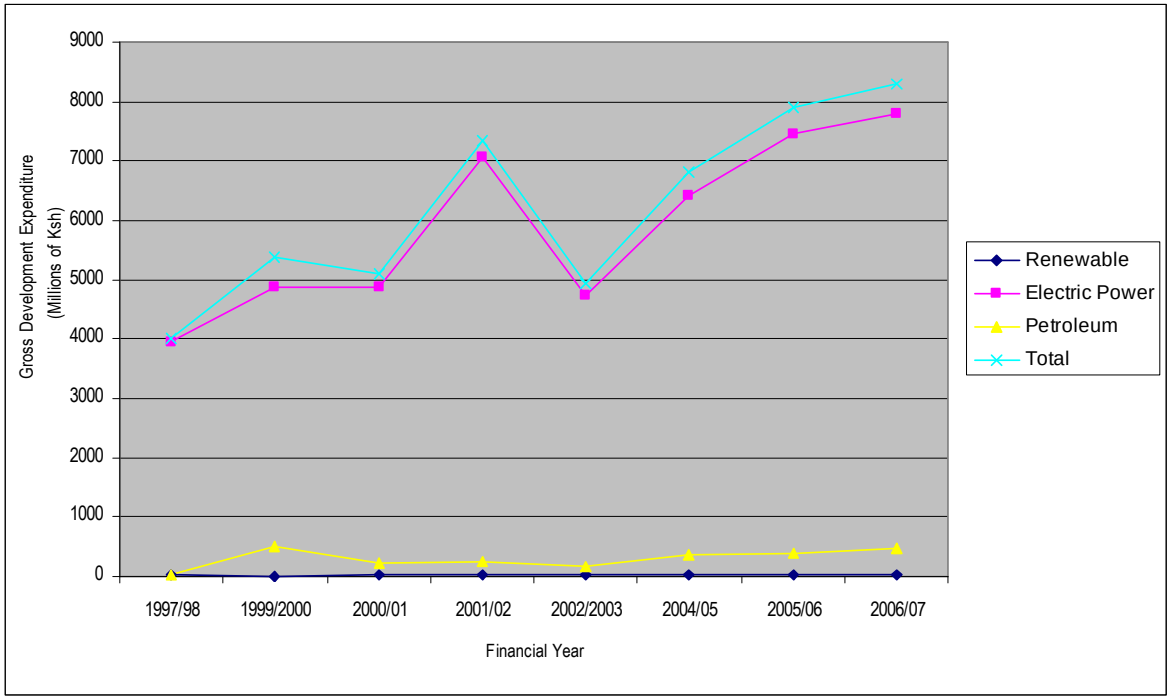
Investment decisions in the energy sector are made in three major sub sectors namely the electricity, petroleum, and renewable energy. The trend of expenditure for the three subsectors over the last 10 years is as shown in table 11aAnd figure 9 below.

Table 11: Financial Allocations for development expenditure between 1997 and 2007

	1997/98	1999/2000	2000/01	2001/02	2002/2003	2004/05	2005/06	2006/07
Renewable	18.1	6.2	28	30	16	34	40	20
Electric Power	3,958	4,867	4,870.5	7,060	4,749.5	6,421	7,470	7,792
Petroleum	30.4	501.1	210.5	246	157	371	394	477
Total	4006.5	5374.2	5109	7336	4922.5	6826	7904	8289
Ren % of the Total Budget	0.45	0.12	0.57	0.41	0.325	0.5	0.51	0.24

Source: Printed Estimates (Development expenditure – Various years)

Figure 9: Development Expenditure trends 1997 - 2006/7



Source: Printed Estimates (Development expenditure – Various years)

Investment decisions in the energy sector are driven by the need to meet the goal to industrialise by the year 2020. The forms of energy that are believed to lead industrialisation are petroleum and electricity. These decisions are passive to the fact that 68% of the country's population depend on traditional forms. While the energy policy recognises the need to shift dependency on traditional forms of energy to cleaner forms of energy for the 68% of the population, very little has been done in terms of increasing investment in the development of the cleaner energies. One of the limitations in pursuing this goal is the high initial capital cost of investment in renewable energy in relation to economies of scale in the provision of energy services. The other limitation is the fact that government policy supports development of community projects as opposed to individual households. A significant effort of improving the energy service provision in the rural areas involves dealing with individual households and it is time that Government evolved appropriate strategies of addressing such needs. Furthermore not enough has been done by the government to improve access to credit as one way of increasing the ability of individual households to access the desired energy services.

4.8.2 Energy access and availability

4.8.2.1 Electricity

The high cost of consumer connections and network expansion particularly in rural areas and among the urban poor has limited electricity access nationwide to 15%. With regard to electricity tariffs and pricing, while recognizing the negative impacts of the high-energy costs on domestic wealth creation, and employment creation, the energy policy does not mention how the different scenarios of energy pricing affect different gender groups. Also, high consumer tariffs have affected affordability and hence accessibility of electricity by consumers. The policy recognizes the need to critically develop strategies for reducing tariffs to spur growth. Nevertheless, it does not highlight the relationship between poverty incidence and low connectivity with gender distribution. The ability to pay electricity bills is determined by access to income. The male gender has got easier access to income that the female gender in the sense that they control family resources such as coffee, tea, miraa etc. They are therefore in a better position to settle their electricity bills than the females who may rely on small scale business whose returns may be almost insignificant compared to the males' income. There is need to uplift the women's ability to settle their own bills and if possible bring them at par with the men as opposed to leaving them in the disadvantaged position they currently occupy.

It is noted that very few of the electricity customers who have been connected in rural market centres have made economic use of it. This has been attributed to poor entrepreneurship, high poverty incidence which nationally stood at about 56% of the total population in 2004, lack of awareness of the potential for electricity to stimulate income generating activities and lack of innovative and appropriate financing schemes to promote commercial and industrial enterprises including irrigated agriculture and fisheries.

According to republic of Kenya, (2005), the lack of electricity in rural areas where most women live is an added hindrance to access information and communication technology. Credit shemes for women are also still limited especially for low income women.

4.8.2.2 Biomass

In the Biomass energy sub sector, there is a growing active market for fuelwood trading in the urban areas with all the wood consumed being bought while only a small percentage of fuelwood is commercially traded in the rural areas. The policy does not document how the different gender groups benefit from the fuelwood trade and in terms of pricing, it does not show how the changes in pricing of fuelwood affects gender groups in society. Similarly for charcoal there is a dynamic market throughout the country and its prices vary with ecozone, demand, distance from source and season. The policy does not show how the growth in the trade of charcoal affects gender groups in society. Neither does it show what impact the change in pricing has. While the policy indicates that lack of a favorable legal framework for charcoal production, distribution and marketing is one of the factors affecting development of the woodfuel sector, it does not show how the lack of the presence of the framework would affect the different gender groups involved in the trade.

It is noted that a situation of scarcity exists amidst plenty in the sense that many women are unable to utilize fuelwood obtained from the trees growing on their farms because they need permission from their husbands who work away from home. This is clearly a situation of limited access to family resources despite the fact the woman has the responsibility of providing cooked food for the family at whatever cost. They end up scavenging around the homestead for every available twig that can be utilized. What may be previously viewed as a land or property issue is translated into and energy issue. It is necessary to address such disparities such that the family can access available firewood on the family and farm whether the man of the house is present or not. They should at the same time be sensitized on tree planting and energy conservation such that they sustain the resource. It so happens that it is mostly women who attend community training sessions on tree planting and energy conservation. It does not pay to educate one on how to manage a resource that they have very little to do with in terms of production. There is need to increase women's access, control and management of affordable fast growing trees for fuelwood.

4.8.2.3 Solar

The potential for installing solar water heaters and solar home systems is indicated to be high. It is however noted that high initial costs of the systems relative to consumer incomes has been a constraint to adoption. The policy does not show how the different gender groups are affected in terms of the cost relative to consumer incomes. It is also mentioned that lack of appropriate credit and financing mechanisms is a constraint but there is no analysis to show how different gender groups are affected.

4.8.2.4 Energy Pricing

Among the issues arising under energy pricing is the fact that the pricing process is informed by principles of fairness and equity for the benefit of both the producers and consumers. The policy recognizes the importance of stable pricing over time for energy service providers and the basic

right of every citizen to be supplied with the minimum energy needs. The policy on pricing of energy includes determination of energy prices by the market mechanism. Regulation will be done where necessary especially for electricity but there is no mention of how the regulation will be designed to benefit different gender groups in society. The pricing policy for woodfuel states that when licensing commences, license fees will reflect the environmental costs associated with woodfuel harvesting to ensure sustainable exploitation. It is not indicated how this measure will take care of gender concerns. The administration of electricity tariffs will be streamlined to achieve better targeting thereby delivering the intended benefits to the needy and vulnerable members of the society. While the policy statement has got very noble intentions it does not indicate who the needy and vulnerable members of the society are; the specific measures that will be undertaken to ensure that the benefits actually trickle down to these groups and the type of benefits the vulnerable members should expect from this policy measure.

It is necessary to enhance women's ability to afford to utilise different forms of energy, particularly the cleaner forms and to develop economic incentives for investment in different forms of energy development. There is need to promote equitable access and use of fuel sources such as LPG stoves or cylinder through smart subsidies. User fees should be reviewed with a view to introducing ladder fees bt tariffs that ensure equitable access by marginal groups to energy resources.

4.8.3 Infrastructure Construction

Regarding infrastructure construction, the policy recognizes the need to establish appropriate disaster preparedness and mitigation measures. This is because communities are vulnerable to the complex and integrated network of energy infrastructure and its potential to affect a large number of people adversely. Disasters may be natural or man made. Natural disasters occur from freak weather and climate changes, while man made disasters may occur due to sabotage, human error or technological failure. Natural disasters include droughts, floods, storms, earthquakes, landslides, and volcanic activity. Man made disasters include accidental chemical/industrial release, structural or infrastructural systems failure, vandalism and theft of energy installations, among others.

In analyzing the effect of infrastructure construction, it is noted that the policy does not feature any content on how the different gender groups can benefit from the positive aspects and how they are likely to be affected by the negative aspects. For example it does not examine how large-scale dislocations affect gender groups during construction of infrastructure. It does not explain how project will be managed in such a way that the positive aspects achieve a gender balance and how any group that is likely to be disadvantaged will be mitigated.

4.8.4 Community Participation

The community participation is likely to increase the chances to address gender concerns, if well targeted. A closer scrutiny of the energy policy document reveals that the policy does not spell out deliberate efforts to incorporate community participation in the implementation of the policy strategies. Furthermore there is no specific attention paid to addressing gender inequalities based around culture, tradition and education. It is assumed that communities will benefit equally from

the project. It is usually advocated that in project planning, implementation, monitoring and evaluation, communities must participate at each stage in one way or another. It is not clear at which point in the project cycles the communities will be involved and what their responsibilities will be. The current budgeting process has tried to incorporate community participation through the preparation of the Poverty Reduction Strategy Paper (PRSP) which involved consultation at the grass roots level and this has been in turn transmitted to the Medium Term Expenditure Framework through which funding of PRSP projects is realized. In this case participation has only been considered at planning level. Strategic plans and work plans fail to show how the communities will be involved at what stage in the projects. For the project to achieve success in community involvement it must show how the communities will be involved at the various level of the project cycle. The other problem is that monitoring and evaluation has been rather weak in many projects particularly those that promote renewable energy forms and therefore you cannot as much as mention community participation where the project implementers have not succeeded in dealing with their responsibility.

4.8.5 Gender equity in human resource development

The policy on human resource development focuses on capacity building on a continuous basis. Sessional Paper No.4 of 2004 on Energy explicitly asserts in Chapter 6, section 6.6.10(v), that deliberate steps will be taken to integrate female gender in the policy formulation and management of the energy sector. Nonetheless, the policy is silent on how gender balance is to be achieved. According to this analysis, it is not possible to tell from the policy document whether women are given opportunities to move beyond their traditional jobs. Moreover, the fact that there are very few women professionals in the energy sector means that deliberate attempts to enhance women's access to training will not achieve significant results until the number of women professionals in the non traditional fields is substantially increased.

The energy policy recognizes the dynamic nature of technological and policy issues in the energy sector. It notes the need for continuous training and upgrading of the human resource capacity to keep up with the dynamism in the energy sector. It is also apparent that specialized research and consultancy services have largely been internationally sourced due to inadequate capacity to undertake such tasks. The management positions of the energy sector are mainly occupied by men, and there is an absence of specialized training programmes on energy in the country's institutions of higher learning. The major challenge cited under human resource development is the need to develop dynamic capacity building programmes that can minimize dependency on external expertise, redress the gender imbalance and enhance cooperation with industries, universities and other tertiary institutions of learning. It is worthwhile to note that out of the about 300 employees of the Ministry of Energy, the male gender is dominant. This is in the sense that the bulk of women occupy low level secretarial, messengerial or clerical positions while men predominantly occupy the top policy making positions. For instance, out of a workforce of 20 technical and professional staff in the Renewable Energy Department, there is only one female officer. In the planning, geo-exploration and electrical department there are no professional staff. There are however numerous female employees in the accounts, supplies, and personnel departments of the Ministry.

It is not clear where the real problem lies: it may be that there are not enough graduates from the institutions of higher learning that graduate with the qualifications that enable them to serve in the energy sector or that there are no energy specific programs that would facilitate the achievement of a gender balance. It is also not clear whether currently, there are insufficient female graduates that can serve in the energy sector, because no research has been conducted. Observations however indicate that even if the required women are available, the upbringing and attitude of decision makers does not allow them to take prudent action that would lead to a gender balance. Whichever the case it is imperative upon the Energy Ministry to explore the possibilities of ensuring a gender balance within the management of the energy sector. It may involve introducing specialized energy courses in the local institutions of higher learning, affirmative action during recruitment of new staff, encouraging women to take up courses that lead them into the energy field. The only university that has attempted to introduce an energy programme into its prospectus is the University of Nairobi, Nuclear Science Department and even then the issue has never been concluded because the first lot of students for the programme is yet to be admitted. It is however noted that quality should not be compromised in the name of affirmative action and that the women that succeed in occupying policy making and management positions must be seen to deliver otherwise the gender cause would have been pursued in vain.

According to Republic of Kenya, (2005), there has been a gradual increase in female enrolment in public universities from 27% in 1995/96 to 30.8% in 2003/04 as shown in table 12.

Table 112: Total Student Enrolment in Public Universities 1995/96 to 2003/04

Year	Male	Female	Total	% Female
1995/96	28938	11127	40065	27.8
1996/97	27059	10914	37973	28.7
1997/98	30862	12729	43591	29.2
1998/99	28163	12360	40523	30.5
1999/00	28498	12770	41268	30.9
2000/01	29027	13481	42508	31.7
2001/02	35870	17036	52906	32.2
2002/03	41412	18181	59593	30.5
2003/04	36270	16138	52408	30.8

Source: Republic of Kenya, (2005)

At 30.8% the enrolment of female students is still low and cannot facilitate the desired increase in numbers of female gradustes in the energy field. The move to lower the cut off points for female admission is meant to address the low representation. The move to wipe out the backlog of students' admission and the introduction of paralles university education partly helped in raising this percentage. However, a lot still needs to be done.

According to republic of Kenya, (2005), private universities which charge higher fees compared to public universities admit more females compared to males while public universities which charge lower fees admit more males compared to female students.

There is need to expand programs to increase women's knowledge and skills and management of energy projects. It is necessary to engender energy research and information and community, building indigenous knowledge bases.

4.8.6 Environmental issues

The policy recognizes that construction and operation of electric power projects has direct impact on the quality of the environment. This may be through emission of pollutants such as dust or changing ecological systems. The environmental concerns in the policy document do not go further to analyze who is more affected by what kind of hazard. It is therefore not possible to design deliberate programmes to address the gender groups that are more affected by the environmental hazards. The need for undertaking environmental impact assessments and periodic impact assessments is recognized and this could provide an opportunity to incorporate the gender dimension through the social impact component of the EIA. Some of the impacts of energy production and utilization mentioned include: atmospheric pollution, deforestation, climate change, soil erosion, siltation of hydropower reservoirs and river systems, and contamination of ground water. The policy recognizes the need to put in place mitigation measures and monitoring plans in parallel with energy development and utilization.

Some of the mitigation measures suggested include keeping all the electric power lines and other utility corridors free of human settlement and development and environmental rehabilitation on project completion of abandonment. These measures lack a gender dimension in the sense that they fail to point out who is affected by what hazard and how the different gender groups can benefit from the mitigation measures. The policies proposed on environmental issues include giving legal authority to the Energy Regulatory Commission to be a one stop office for permitting and licensing of generation, transmission and distribution; ensuring that all new fossil fuel fired plants meet stringent internationally accepted standards for gaseous and particulate emissions; requirement for existing plants to retrofit to reduce environmental pollution; and ensuring environmental rehabilitation on project completion or abandonment. These policies lack a gender dimension in the sense that they fail to show how different gender groups will benefit from such measures. It is only possible to come up with the answers to such questions during the project planning stage which should pinpoint how the policy measure would benefit identified gender groups. It is however noted that most projects do not incorporate gender concerns as a distinct component but rather it is just mentioned in passing. For any gender focused planning to achieve any goal actions must be spelt out as to how respective goals will be achieved, budget must be assigned to those actions and there must be indicator to show the level of success of the project.

It is recognized that for about 26 years now, the energy policy measures have centred around implementation of stove programmes that are meant to reduce the time spent by women in looking for cooking energy as well as reduce indoor air pollution among women and children in addition to other benefits. It is however noted that there has been no study as to what extent the programmes have been successful in addressing the problems experienced by women, and neither have there been country wide studies to study the extent to which the exposure to pollution has been reduced through promotion of improved stoves. One problem is that there is no baseline data against which a comparison can be made. The other problem is the lack of

monitoring and evaluation of the appropriate parameters that would lead to logical conclusions. The closest attempt to trying to establish the pollution levels has was conducted by Practical action, but even then their study was restricted to certain areas of Kisumu and Kajiado districts, results which cannot be extrapolated to the rest of the country because different communities have different cooking habits. Evaluation has centred on numbers, mainly the number of stoves promoted and the diversion of woodfuel collection from gazetted forests to farmland as opposed to the impact on health and time. It has not been easy to establish by how much the time spent on collecting on firewood has been reduced by the different interventions and neither has it been possible to measure the reduction of drudgery, probably because there is no official measure of drudgery. There has been an innate laziness to measure some of the important parameters that would indicate success and it is high time that some seriousness is exercised in relation to the issues addressed.

Promotion of green energy needs to be intensified and similarly, efforts to increase efficiency in the utilisation of all forms of energy should be intensified with a view to reducing pollution and improving environmental health. Efforts to promote environmentally friendly and higher efficiency energy should be intensified. Indigenous and environmentally friendly practices should be encouraged.

4.9 International actors on Gender and Energy

At the International level, there are numerous players in the field of gender and energy area, ranging from multilateral organization,bilateral development agencies, International Gender Conventions and International gender, energy and sustainable development networks, to mention but a few. The International Network on Gender and Sustainable Development (ENERGIA) is one of the international actors in spearheading gender empowerment and mainstreaming. It supports the engendering of energy policies, programmes and projects. This audit exercise is one of the gender capacity building initiatives of ENERGIA. The network has been active in fundraising to support gender empowerment, capacity and mainstreaming into development activities in Africa and Asia among other places. The gender audit exercise has come up with recommendations for engendering the energy policy and related projects and programmes.

ENERGIA utilizes existing gender networks to provide support for the engendering the energy policies. The mechanisms for facilitating the engendering process include training of gender trainers, conducting training on gender concepts and analytic tools, advocacy and lobbying; and project proposal writing.

The local initiatives for gender mainstreaming are informed, influenced and guided by international treaties on gender. For example, Beijing Declaration and the Convention on the elimination of all forms of Discrimination against Women (CEDAW), which Kenya signed in 1984.

4.10 Non-Governmental and Civil Society Organizations

There are many NGOs and civil society organizations that are active in Kenya and have helped lobby for gender integration into various socio-economic activities, including affirmative actions to bridge the historical gender imbalances. They include: Maendeleo ya Wanawake Organization, African Women's Development and Communication Networkengendering (FEMNET), Coalition on Violence against Women (COVAW), Collaboration Centre for Gender and Development, East African Women's League (EAWL), Education Centre for Women in Democracy, Federation of Women Lawyers (FIDA), Kenya Women Finance Trust (KWFT) and Women's Bureau. It is not surprising to note that most of the above organizations are biased towards women because of historical reasons. Furthermore, with the increasing skewed attention towards women, a Men's organization was formed recently and is in the process of recruiting members and establishing itself with the aim of championing the case for the men. The above institutions are contributing to the increasing the visibility of gender issues at all spheres of socio-economic life in Kenya.

4.11 Regional Organizations

In addition to international and locally-based organizations, there are several regional organizations that are significantly helping to bring gender issues into the lime light. Such organizations include AFREPREN, East African Heinrich Boll Foundation and Practical Action – East Africa and East African Energy technology Development Network (EAETDN), to mention but a few. These organization provides useful case studies to illustrate gender mainstreaming and sensitivity in the organizational management and project, and programme implementations. Some of the organizations, namely AFREPREN, Practical Action, ESDA and Heinrich Boll Foundation were a subject of case study analysis for this study. The analyses are presented in section 5.4 of this report.

5.0 Organizational, Management and Programme Or Project Level Issues

5.1 Organizational structure of the energy sector

This theme focused on individual and organizational knowledge as well as application of gender, gender analysis and gender mainstreaming practices in energy planning. The conclusions were made based on some predetermined performance measures. These were as follows:

i) **Effectively used**: if there is clear understanding of gender and links to energy; gender analysis, gender mainstreaming is used in energy activities or policies; gender is fully integrated in energy planning and implementation

ii) **Partly applied**: if most of the employees or recipients are aware of how to apply gender and gender analysis, mainstreaming in their energy related planning or activities, they have the skills needed to do gender analysis and mainstreaming; they have received training; they have rules or policies that promote gender equality, gender equity or empowerment of women but they do not fully practice, therefore need to improve

iii) **Being developed**: staff and/or beneficiaries are aware of how to apply gender and gender analysis, mainstreaming in their energy related planning or activities but they do not have the capacity and supportive management systems to make use of such skills. They need capacity building, operational guidelines and rules/institutional policies to support gender and energy related work .

iv) **Limited**: very few of staff or beneficiaries are aware of gender and gender analysis, mainstreaming in their energy related planning or activities, they do not have capacity to apply these in their work

v) **Not at all:** no knowledge, capacity and no management systems to put in place operations that support application of gender and gender analysis, mainstreaming in their energy related planning or activities

A number of senior officers of the Ministry of Energy were interviewed using a data collection questionnaire. The assessment was based on the above indicators. The results are summarized as follows:

The Vision and mission statement and the policy objectives contained in the energy policy document do not have any explicit gender supportive statements. Similarly, the strategic plan of the Ministry of Energy for 2004 – 2009 does not have any gender supportive explicit statements.

The study observed that there is significant staff capacity at the Ministry of Energy, which has been effectively applied on the initial steps of gender analysis and mainstreaming. A total seven gender training sessions attended by 15 officers but on different occasions. As a result of the trainings, three action plans were developed and partly implemented. Furthermore, it was noted that there were no organizational level gender policy guidelines despite the fact that the Sessional Paper recognized gender as critical issue.

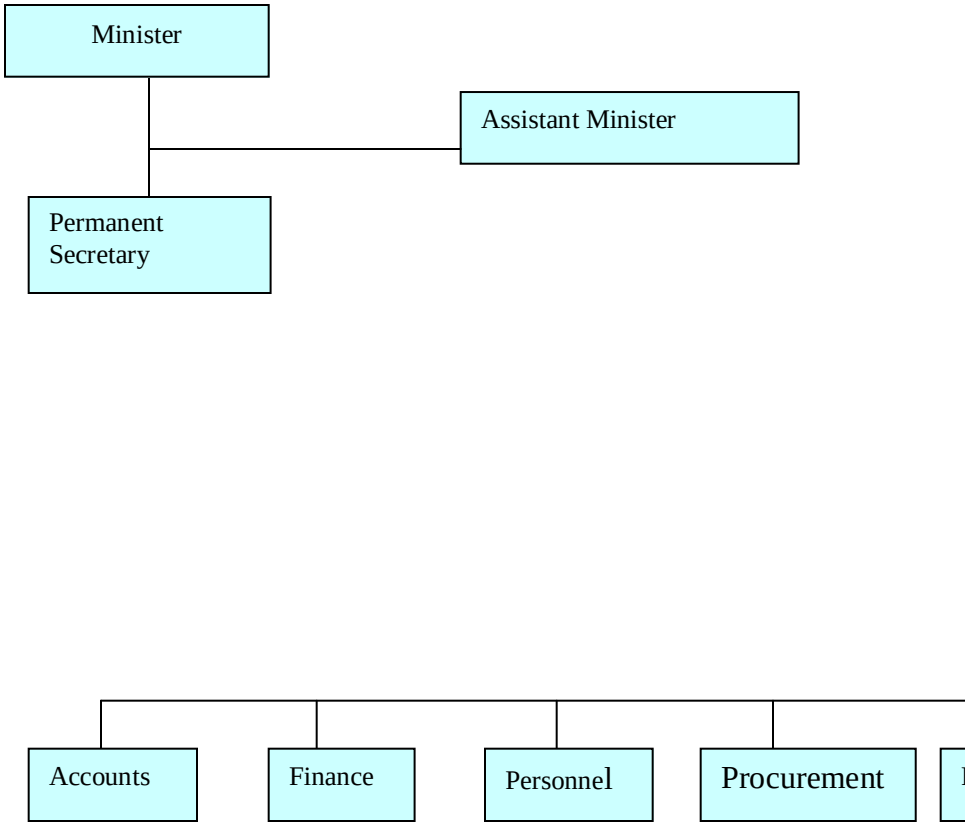
In terms of accessibility of the energy policy document to male and female staff, it was observed that the document is accessible to all staff who need it regardless of their gender. There is also a developing exchange of information between the Ministry and other organizations, however, it was

clear that the Ministry responsible for gender matters is yet to actively engage the Ministry of Energy in the realization of the national gender mainstreaming objective. The full report on results of Organizational Management and Project level analysis of Ministry of Energy is appended to this report as Appendix XII.

5.2 Organizational structure of the Ministry of energy

As shown by Figure 10 below, the decision hierarchy starts from the Minister for Energy, who is the political head of the Ministry. The permanent Secretary is the administrative head of the Ministry and is responsible for accounting and managing the resources availed to the Ministry in terms of human and financial resources. The decision making power flow downwards to the heads of departments and central services divisions. The study established that there is virtually no female gender representation at the top decision making positions.

Figure 10: Organizational Structure of Ministry of Energy



5.2 Institutional Mechanisms for Implementation

The existing national machinery for implementing gender and development goal is the Ministry of Gender, Sports, Culture and Social Services (MGSC&SS), which houses the Department of Gender. The National Commission on Gender and Development Act has been passed and the Commission formed and operational. Other relevant institutions include civil society organizations, CBOs, women groups and development partners.

5.2.1 The Government

The Government has the core responsibility for policy formulation, implementation of gender equality interventions and gender mainstreaming through the Ministry of Gender Sports, Culture and Social Services (MGSC&SS) as the coordinating body. In 2004, the National Commission on Gender and Development was established through an Act of Parliament to coordinate, implement and facilitate gender mainstreaming in the national development and to advise the Government and other organizations on gender issues.

Prior to the establishment of the department of Gender, the Women's Bureau, a division within the Ministry, was the national machinery for the advancement of women. Its mandate included the formulation, implementation and monitoring of policies on gender issues, coordination of gender-related activities, and collection, analysis and dissemination of sex-disaggregated data, among other functions. The Women's Bureau, however, lacked the capacity to carry out its mandate effectively due its low status, which limited its negotiating capacity for adequate budgetary allocation to support gender equality and women empowerment. Although the Women's Bureau has now been elevated to the Gender Department headed by a Director, there is still gross understaffing, minimum financial resources, insufficient equipment (e.g. computers and vehicles), and lack of capacity in gender analysis. The Department of Gender coordinates its networking activities through the Units on Gender Issues (UGIs) in line ministries. Although the UGIs were established in most Ministries, they are either ineffective or non-functional due to lack of adequate capacity and resources.

5.2.2 Civil Society Organizations and Local Level Institutions

There are many effective civil society organizations (CSOs) actively involved in coordination and implementation of gender equality. Their activities include development and gender, law and gender, women and politics, and women and income generating activities. The study observed that there were a number of non-governmental organizations whose activities can be described as gender sensitive. Such organizations include AFREPREN, Practical Action and Heinrich Boll Foundation, to mention but a few. Some of the foregoing organizations were analyzed as case studies for this gender audit. The results of the analyses are summarized under section 5.4. Also, the full report of the analyses is appended to this report as Appendix VI.

5.2.3 Development Partners

The development partners continue to give technical and financial support for the programmes and activities geared towards gender issues and concerns in various Ministries and CSOs. The programmes supported include advocacy, capacity building and research activities. The agencies have been supporting gender mainstreaming programmes with the MGSC&SS, and areas of support include conducting baseline surveys on women empowerment, sensitisation activities in selected districts on gender issues, and dissemination of survey results. The challenges facing

almost all the institutions implementing the gender equality policies and programmes include lack of capacity, inadequate financial and material resources, and weak coordination. In addition, the Gender Focal Points (GFPs) have no specific budgets for gender activities, and the personnel manning the national machinery and the GFPs lack specialized training on gender issues. The national focal point should improve its collaboration, coordination and networking with CSOs and development partners. There will be need for capacity building in all the institutions and allocation of adequate resources for their activities.

A monitoring and evaluation system should be established to strengthen the gender equality and women empowerment agenda. The data compiled by the MGSC&SS is inadequate, and is mostly limited to tabulation of tables by sex. The Gender Department also lacks personnel and skills in gender-based statistical analysis, and most of the work in this area is therefore sporadic and haphazard.

5.3 Challenges to Gender Responsive Reform in Kenya

There are two challenges to gender responsive reform with ramifications for gender equality: (a) the legacy of violation of gender responsive policies, regulations and laws; and (b) the non-implementation of the findings of the task force on laws relating to women and policies contained in the policy documents e.g. the PRSP.

Proposed interventions

The broad interventions on economic and political opportunities include provision of budgetary and human resources for gender focal points across all Ministries, financial support to women's organizations and ensure access to independent sources of income for women, ensure that social protection schemes reach women on equitable basis as men, ensure the right to own and inherit property (issuance of identity documentation, legislation, enforcement, land titling and registration), promote access to credit and work (equal access to work and pay, recognition of women's responsibility to care for dependants, grievance redress mechanisms), provide access to infrastructure to reduce women's work burden (access to clean cooking fuel and access to safe drinking water), enhance ability to improve political representation, and vocational training for women

A wide range of interventions, coverage targets and costs has been proposed and fall under the five main categories: (a) social mobilization, awareness creation and sensitization; (b) institutional strengthening and programme implementation; (c) lobbying and advocacy for gender sensitization; (d) building coalitions and mobilizing support for policy development, law reform, enactment and implementation; and (e) research, information, monitoring and reporting.

5.4 Case studies

The study sought to establish the state of gender sensitive practices in organizational, management and programme or project level issues. We utilized a checklist (assessment tool) to identify good practices. The practices indicate what has been done in terms of mainstreaming gender in energy policy and programme planning as well as in sectoral policies and programmes. Five organizations participated in the case study. These are: African Energy Policy Research Network (AFREPREN, Energy for Sustainable Development-Africa (ESDA), Practical Action-Eastern Africa, Ministry of Agriculture and Ministry of Education. The highlights of the results of the analyses are presented below. . In addition, a review of gender sensitive activities of one other organization, namely: Heinrich Boll Foundation was done and is presented in sections 5.7.

5.4.1 AFREPREN/FWD

AFREPREN/FWD is a Non-Governmental Organization (NGO) based in Nairobi, Kenya, with vast expertise on energy in East and Southern Africa and some experience in West and North Africa. It brings together expertise, experience and skills of two past regional energy initiatives/programmes namely; The African Energy Policy Research Network (AFREPREN/FWD) and Foundation for Woodstove Dissemination (FWD). AFREPREN/FWD, brings together 106 African energy researchers and policy makers from Africa who have a long-term interest in energy research and the attendant policy-making process. AFREPREN/FWD has initiated policy research studies in 19 African countries namely: Angola, Botswana, Burundi, Eritrea, Ethiopia, Kenya, Lesotho, Malawi, Mauritius, Mozambique, Rwanda, Seychelles, Somalia, South Africa, Sudan, Tanzania, Uganda, Zambia and Zimbabwe. AFREPREN/FWD also maintains close collaborative links with energy researchers and policy makers from Cote D'Ivoire, Ghana, Nigeria, Sierra Leone and Senegal.

5.4.2 ESDA

ESDA provides off-grid and household renewable energy services for public and commercial clients across East and Southern Africa. ESDA is Kenya's leading independent company in the field of energy management, with expertise extending across the renewable energy technologies of wind, solar, biomass and hydro. ESDA is networked across the international funding, institutional and government sectors to deliver local solutions to meet the global carbon challenge

5.4.3 PRACTICAL ACTION-EASTERN AFRICA

ITDG/Practical Action-Eastern Africa works in Kenya, Uganda and Tanzania, and will later cover Ethiopia, Eritrea, Somalia, Rwanda and Burundi – increasing the choices of technologies and approaches accessible to the marginalized groups through establishing a broad range of highly regarded project work.

5.4.4 The Findings

Among the areas reviewed during the study are the organizational mission and vision statements, programmes, management and policy structures of the three organizations.

Mission and vision statements

Overall, the mission and vision statements of all the three organizations were found to be gender neutral. Practical Action for example has a mission that focuses on empowering the poor; however the gender differentiated targets of its activities are not disaggregated. This implies that the statements do not reflect any commitment towards gender mainstreaming.

It can be concluded therefore that use of gender mainstreaming in the statements is limited. The reader is left with an assumption that by striving to supply energy needs especially for the poor, gender concerns are implicit.

There is need to revise the mission and vision statements with a view to integrating achievable gender concerns.

Existing programmes

There are several gender related components in some of the stipulated programmes in all of the three organizations. Practical Action strives to enhance awareness, understanding and responsiveness to gender issues among its partner communities. The organization's programmes are geared towards poverty eradication. They have an inherent focus on gender in that communities are targeted and supported for greater development with women benefiting from improved knowledge, skills and participation in decision-making processes

AFREPEN, being a research based organization, has one of the research themes focusing on energy and gender. However much of the research conducted by the network to date has not been specific on producing gender disaggregated data.

ESDA recognizes that the most energy poor in Africa are the rural communities. The organization promotes cleaner fuel in rural areas through training, education, setting up of micro-finance and strengthening of small business enterprises to install and maintain systems. The strategic approach lacks a specific focus on gender

Organizational structure

We established that although all the organizations offer equal employment opportunities to both men and women, there are more males in the management structures in all the three organizations than women. For example, ESD is managed by an advisory panel of 15 members drawn from member states, of which only 2 are women. Practical Action is managed by the Regional Management Team. The team consists of 4 members, 1 female and 3 males. There is a high level of gender disparity in this panel.

Capacity Building of staff on application of gender mainstreaming

Practical Action has made deliberate attempts to have staff trained on the application of gender and gender analysis in energy related planning. Some senior staff have attended short courses on gender mainstreaming while gender awareness sessions are offered to other staff periodically. For purposes of implementation, the organization has developed a "gender and technology manual". This tool is adapted by all member states. There have been efforts to equip the resource centre with gender resources. **AFREPEN/FWD and ESD** lack elements of capacity building in gender analysis and mainstreaming.

Organizational policies, rules and guidelines

Practical action has a procedure manual and certain articles are specific on gender sensitivity. For example, the organization is an equal opportunity employer and deliberate attempts have been made to achieve a gender balance during the recruitment of staff. Apparently the guidelines are accessible to all staff, both male and female.

Information management systems

There are no deliberate attempts in any of the organization to capture and generate gender disaggregated data.

Organizational mandate

Each of the three organizations have a clear mandate, all of which have implications on meeting certain energy needs for the society. Thus the mandates are not limiting in addressing gender concerns. However, gender concerns are not explicitly stated in any of the organization's mission.

5.6.5 Ministry of Agriculture**: Findings According To Theme**

Theme 1: Organizational, Management and Programme or Project Level Issues

The Ministry has 6 core values, one of which is gender equity. This core value as stated in the Strategic Plan states that "sustainable development of Agriculture should recognize the key role of women in production and marketing of agricultural products. It has been observed that women perform over 70% of the farming activities. The Ministry will promote gender sensitive practices and culture within its staff and within the wider stakeholders in Agriculture"

There is an element of capacity building within the Gender Section annual workplans whereby trainings are organized for staff mainly a the district level. During the financial year 2006/07, one training was held for 34 District Genders and Home Management Officers, 3 of whom were male and 31 female. There are follow-up visits to check on implementation. Sometimes gender officers are invited from headquarters or provincial level to assist with the district level training. It is noted that training staff on gender started as early as 1999 when Gender unit was formed but

records on officers trained then is yet to be updated.. Other times consultants are hired to undertake surveys and assessment of implementation of gender activities.

Training on gender issues is also undertaken as part of other training programmes. There are no specific budgets for a gender and energy programme but gender and energy activities are financed from a common budget.

The guidelines that take gender concerns into consideration are being developed. It is noted however, that in the absence of these guidelines some projects articulate gender issues very well. For example, in the National Agriculture and Livestock Extension programme (NALEP) gender equity is one of the key technical outputs.

NALEP has been key in formulating projects that empower women. The GTZ projects are sector wide but they have also been instrumental in promoting gender concerns. Other projects are expected to follow suit because gender equity is a core value of the Ministry.

The gender office is separate from the Appropriate Technology section which deals with energy. It is expected that ministry staff including the one handling energy issues articulate gender issues in the course of their work with the assistance of the Gender office For example when dealing with farmer groups that have energy as an activity, the gender officer encourages gender balance in terms of management and sharing of benefits.

The planning systems may not be said to have excelled in addressing gender mainstreaming but the ministry is committed to achieving this objective.

The mandate of the Gender office has given a very clear job description to the officers involved. However, the placement of the gender office within the Ministry's chain of command makes it difficult for the officers to transmit the necessary information to the higher offices. There was an opinion that a more senior officer be incorporated in the Gender office with the aim of sensitizing the top management within the Ministry.

The organizational structure has got more females in the middle and lower cadres. The top 5 management positions are occupied by men. In an effort to implement the presidential directive to increase employment of women by 30%, 40 districts will in the near future be headed by female officer. In addition, 2 of the 4 directorates in the ministry are headed by female officers

The best practices cited in mainstreaming gender in energy related policy were from field experience. In many communities women are concerned with energy activities. Men are involved in forming groups for energy conservation and gender groups within communities have equal access to resources. The gaps between access and control of resources, division of labour and sharing of benefits are reducing.

Theme 2: Gender and Energy Situation in Kenya

The Ministry of Agriculture has a guiding framework for implementing energy programmes. Even though this framework is not written down on paper, the Ministry has a strategy to increase

agricultural production. The promotion of energy saving technologies lends itself to the fact that by reducing the time spent cooking and looking for domestic energy farmers will have more time to attend to agricultural activities and thus increase their income as well as the standard of living.

This guiding framework takes recognition of the fact that women do most of the work that utilizes energy in households and therefore they put strong emphasis in increasing the awareness level of women on the need to conserve energy.

The major gaps noted include inadequate funding; inadequate personnel and in some instances untrained staff. With respect to the latter it was explained that these untrained officers who handle the energy and gender aspects of work are referred to as Gender and Home economics officers, a title that is devoid of any official training. It was recommended that there is strong need to train these officers in the fields they handle so that they gain more confidence.

The Ministry tries to focus on areas where females are excluded by advocating for gender balance in committees where the females are members. Furthermore, gender balance is used as a criterion for judging stove programmes. It is also advocated that common interest groups have a gender balance.

Theme 3: Energy Policy and contribution to gender goals and motivation

The Gender unit in the Ministry of Agriculture was formed in 1999 and clear directions were given regarding its mandate. Formation of the unit was motivated by information that gender and development cannot be separated. Awareness raising was also initiated. To sustain gender mainstreaming in energy related policies and programmes, capacity building has been continuously undertaken, budgets have been funded not specific to energy but on the understanding that energy is a practical gender need which may not be economically motivated. The Ministry of agriculture has offered a lot of support for practical gender needs on the basis of women constituting 70% of the labour force in Agriculture. The objective is to reduce drudgery and energy conservation is part and parcel of activities that are found very practical in this respect.

The gaps in this area include the need for more involvement of male staff in gender and energy activities. About 92% of the staff who co-ordinate gender activities at district level are female.

Articulation of some of the five gender motivations (poverty alleviation, welfare, efficiency, empowerment and equity/equality) has been manifested in the production of stove liners. Producers are able to get loans from GTZ to increase their production. Marketers (stockists) are also assisted by GTZ to increase their stock. Installation of the stoves is used by some groups as an income generating activity. Extra income results in improved welfare of the groups concerned.

Some of the challenges experienced include resistance to change by both male and female community members and staff. The lack of understanding of gender issues which are always misunderstood to be women's issues complicates the problem. There is inadeqaute clear policy on gender equity in some projects right from the start and this clearly has an impact on resource

allocation. In such cases problems arise with implementation. It is also noted that gender issues boil down to household level and if there are no strategies at this level it is difficult to deal with gender equity. For example, credit to women groups from a financing organization may prove impossible to repay without the support of other family members. It is therefore advisable to deal with the household as an entity. To address such challenges it is necessary to develop terms of reference which incorporate key aspects of gender mainstreaming in policy formulation and reviews. The strategic plan was also used to incorporate activities that ensure mainstreaming. Capacity building is continuously undertaken to clarify gender issues.

Theme 4: Role of Energy and Gender in Achieving the Millennium Development Goals

Activities in the Ministry of Agriculture mostly relate to MDG 1 on Eradication of extreme poverty and hunger. The Njaa Marufuku Programme has assisted many groups in terms of improving nutrition (**nutrition component**); promotion of institutional stoves, food production in schools and income generating activities in the **school approach.** The schools are assisted to link up with communities which are facilitated to produce food for the schools. Grants are given to farmer groups particularly to those whose membership is 60% women. Other vulnerable groups are also given priority.

Theme 5: Resource mobilization for gender and poverty related policies and programmes

The Extension Division has the "gender and home management sub division" with a budget for specific activities. About Ksh.6 Million was allocated in the financial year 2006/07 for the Ministry Headquarters activities. A lot more was budgeted for field activities but the figures were not immediately available. Activities funded from this budget include training, backstopping, production of manuals, Information, Education and Communication (IEC) materials. There are no specific budgets for women or men but the approach used by the Ministry ensures that the needs of all gender groupings in the communities are somehow met. The gender section of the Gender and home economics Sub-division has specific work plans and budgets and so does the home economics Branch.

The problems experienced in resource mobilization include the fact that resources are limited and therefore ministerial budgets have got ceilings beyond which they cannot be funded. It is however beyond the scope of the gender and energy officers to address this problem. Earlier one could budget for specific activities that could not necessarily be funded. However the current method of using performance contracts to evaluate officers has improved the situation.

Budgets for gender and energy are usually addressed under the gender and home management sub-division. The NALEP programme has gender and cross-cutting issues officer who budgets for gender and energy programmes under the NALEP. The project has categorized vulnerable groups and their needs are addressed according to the identified groupings. Other funds have been spent under the GTZ-PSDA programme but it is not possible to state the amounts without consulting the concerned office.

The GTZ-PSDA programme has undertaken energy financing that facilitates easy access to and availability of energy services. The Njaa Marufuku programme has also assisted Community Based Organisations (CBOs).

Policy gaps in this area include the fact that Genders and Home Management Sub-division falls under Extension and has no specific Authority to Incur Expenditure (AIE).

About 10% of the total budget has been used for capacity building of staff on gender and energy. This percentage has been increasing over time. It should however be noted that "Gender and Energy" features only as a presentation in any one training and that there are no separate training held purely on gender and energy. It is therefore difficult to estimate the real amount spent.

Selection of whom to train is done on the aspiration that everyone needs to be trained. Priority is however given to the staff handling gender desks at district level in order to facilitate them undertake training sessions in their respective districts. It is mainly the technical staffs who are trained but the Ministry is aware that Administration staffs also need training. The Gender and home management subdivision has money but it is not adequate for the total ministerial needs. The bulk of the funds are from government and some are received from Swedish international Development Agency (SIDA).

Possible explanation for the success of Ministry of Agriculture in Gender mainstreaming

The Ministry of Agriculture has gender equity as one of the core values. Capacity building for gender mainstreaming is embedded in the annual work plans and the Ministry of Agriculture undertakes at least one gender training for staff every year. The gender section has specific workplans and budgets and so does the home economics division. The two divisions collaborate to address gender concerns that cut across their divisions. There are no separate budgets for gender and energy programmes but gender activities are embedded within the respective budgets of the two divisions. The National Agriculture and Livestock Extension Programme (NALEP) has got "achieving gender equality" as one of the project goals and it has embraced gender issues very well within project activities. Other donors like the GTZ`also embrace gender equality in the Project support for Development in Agriculture (PSDA project) of improved stoves. The major obstacles to gender mainstreaming in the MOA was observed to be limited awareness at policy making levels; resistance to change by both female and male staff and in the community; and the fact that the placement of the gender mainstreaming office makes it difficult to access the higher level staff to sensitize them.

The MOA was reported to have spent over 6 million Kenya shillings on gender related programmes at the ministry headquarters with a lot more spent at field level. It response to the presidential directive to increase women representation to 30% the MOA was reported to have already taken steps towards implementation. It is the intention of the MOA to have 40 districts headed by female staff. At the headquarters, out of the 4 directorates, 2 of them are headed by female staff. Gender issues have been tied to performance contracting in the sense that it is now possible to evaluate staff on the activities implemented.

The Ministry of Agriculture was observed to be a good example of successful gender mainstreaming in the public sector. The reasons for their success included the fact that: they have

recognized the importance of gender mainstreaming and thus enlisted Gender equity as one of their core values; they have budgeted for gender activities within their normal programmes even if the funds have not been sufficient; donor support programmes have laid emphasis on gender equality as one of the project goals The staff are committed to achieving given targets through the performance contracting system and therefore it is easy to monitor progress.

5.6.6 Ministry of Education

The Ministry of Education does not implement policies on energy. It was selected for this audit as an example of a success story in engendering the education policy. The lessons learThe policy on Gender in the Ministry of education lays emphasis on gender parity. Every one has a right to education at all levels in terms of access and completion. This policy has facilitated the engendering of the curriculum, the learning environment and education as a whole. For example in many text books reference to people used to be restricted to boys and men but now both girls and boys as well as men are used to illustrate issues. The major gap in the education policy relates to financing which is inadequate for the programmes that ought to be implemented. The Ministry has however received a lot of support from development partners such as the United Nations International Children's Education Fund (UNICEF), United States…….(USAID), International Labour Organisation (ILO) and Forum for African Women in Education Kenya Chapter (FAWEC) for gender related programmes. With sufficient funds it would be possible to move out to all levels and address stakeholders needs such as head teachers, teachers, students, staff, etc

Part of this support has been used to make the gender policy in the Ministry of education available. The Ministry considers all school going children vulnerable but pre school and form IV could be more vulnerable. To address these groups the Ministry stresses that those who are not willing to take children to school for one reason or another should do so and those who lack finances are assisted with bursary funds. There is a policy on Early Childhood Development that supports teachers for this purpose and those who qualify are usually issued with certificates or Diplomas. The Ministry has also implemented the directive on free primary education and this is meant to assist the people who are unable to take their children to school due to lack of finances to do so. The HIV/AIDS policy lays emphasis on how to reach every one in the Ministry regardless of their HIV status and the Ministry is guided by the golas on prevention and care, increased support and elimination of discrimination. Focus on the aspects where the females are excluded, discriminated or dominated is guided by punishing the culprits. This is effectively covered in the sessional paper on education.

In order to increase availability and access to education in ways that address the difference in roles and needs for females and males, bursaries are provided to students in Arid and Semi Arid areas (ASALs) at secondary school level especially for the girl child. The bursaries go to girls' secondary schools. The Ministry has also issued a directive to all parents with school age children to take them to school. The directive is enforced through the Provincial Commissioner's office which has instructions to arrest offenders. Provision of bursaries also helps to address affordability. Gender equity, equality and empowerment of women is achieved by stressing gender parity at all levels.

Planning data was sourced from the Central Bureau of statistics and the planning unit in the Ministry of Education in collaboration with the Gender office in the same Ministry. Both parties initiated the process of engendering the education programmes. Both men and women were consulted through workshops. These workshops gave very objective points for utilisation in policy making. It was however not possible to establish the points that were particularly useful. Through this process it was possible to identify areas that needed attention. Some of the weak points of engendering education programmes are that the men feel threatened by the gender mainstreaming moves which they feel are likely to change their accessibility to education.

Some of the organisations involved in policy making included the gender desk in the Ministry, the Canadian International Development Agency (CIDA), FAWEK, consultants and lecturers from Kenyatta Univesity.

Theme 1: Organisational, Management and Programme or Project Level Issues

The Education policy supports gender equality, equity and empowerment of women. Gender mainstreaming in the Ministry of education started some time back but it is not possible to state the exact year. It gained momentum in 2006. Capacity building efforts will begin as soon as the policy is approved possibly before the end of June 2007. The Ministry has got organisational policies, rules and guidelines that take gender concerns into consideration. These guidelines are distributed to the sections in the 4 directorates within the Ministry. The resource centre is also stocked with information on gender. Information on how to utilise the guidelines is provided through staff education. The Ministy exchanges information with the Ministry of Gender, line Ministries and UNIFEM among other organisations. UNIFEM has funded gender related activities such as workshops in Mombasa and Nairobi and workplans were prepared from these workshops. There is no procedure manual for incorporating gender issues into the needs of men and women. The effectiveness of planning systems in addressing gender mainstreaming in education related activities is manifested in the curriculum. The programmes undertaken in the Ministry promote gender to some extent in the sense that promotions are not based on gender but on merit. There is no discrimination or harassment that can be attributed to gender differences. The mandate of the Ministry is categorical on gender parity.

The Ministry was able to train 100 staff in 20 trainings within the last 2 years. However, no training on gender mainstreaming in education activities has been undertaken for beneficiaries of education programmes in the last 2 years. The Ministry budgets for monitoring and evaluation of gender related activities but copies of the budgets could not be obtained at short notice. The organizational structure of the Ministry indicates that women are represented at all levels. However, at policy making level, the representation is 30% and higher at messengerial levels. Getting the actual figures requires time.

Some of the best practices in mainstreaming gender in education include establishment of centres of excellence where awareness on gender issues is created among teachers, students. These centres generally display a gender friendly learning environment. They are located in Maua (Athuana), St.Angela's Kitui, and Mpeketoni Secondary School. Lessons learnt from these best practices are that the boys and girls who go through these centres display a high level of

confidence and are usually sensitive to situations that are likely to lead them into problems. The Ministry has no experience with situations whereby it was not possible to mainstream gender in its content and practice. There have been no challenging situations in mainstreaming gender mainly because the policy is yet to be implemented.

Theme 3: Contribution to Gender Goals and Motivation

Policy development has been ongoing but gender mainstreaming into policy started in the year 2003. It was motivated by the concern for the girlchild. It is not possible to discuss issues to do with sustaining the systems, methods and practices of mainstreaming gender because the gender mainstreamed policy is yet to be implemented. It is not possible to discuss how poverty alleviation, welfare, efficiency, empowerment and equity/equality are treated in the policy because it is not yet available for utilisation by the public. Partnerships and collaborations between and among stakeholders enhance the achievement of gender goals. It also gives the Ministry encouragement and the reassurance of support. Indicators have been developed to assist in monitoring the implementation of the energy policy but these were not available at the time of the interview.

Budgets have been allocated to gender and education activities but the figure were not available at the time of the interview.

Theme 4: Role Of Gender and Education in Achieving the Millennium Development Goals

The Ministry of education mainly relates to MDG number 2 on the achievement of universal Primary education. The engendering of the education policy is part of the testimony that some action has been taken int this direction. The implementation of the policy on free primary education is another indication. The Ministry also relates to MDG number 3 on promotion of gender equality and empowerment in the sense that the policy stresses gender parity, and discourages all forms of discrimination against women.

Theme 5: Resource Mobilization for Gender, Energy and Poverty Related Policies and Programmes

Part a) on increasing budget allocation to gender related strategic actions and activities, Part b) on energy financing that aims at enabling increased access to and availability of education services to women and poor men and Part c) on budget planning that enables increased access to education services that focus on the differentiated needs and concerns of women and men were not completed as the budget figures were not available at the time of the interview.

It was not possible to complete the first 3 sections under Part d) on budget planning that enables capacity strengthening of the education sector in order to mainstream gender into energy policy planning, implementation and monitoring. The rationale used in selecting the people to train is that the Ministry targets stakeholders at all levels: the Ministry officials; Non Governmental Organisations, Community Based Organisations, Heads of schools, children and sponsors. Part e) on budget planning that enables transfer and dissemination of gender related education information was not completed for the same reasons mentioned above.

There are privately funded programmes through FAWEK. It was indicated that mainstreaming energy programmes in the education sector is possible so long as the permanent Secretary can be convinced about its importance in the curriculum.

5.7 Heinrich Boll Foundation

The Heinrich Boll Foundation is a political organization affiliated to the Green Party in Germany. One of the primary motivations of the Heinrich Boll Foundation's engagement in the East and Horn of Africa is seeking to achieve the goal of gender equality and the advancement of the rights of women through women groups, governments, NGOs and other actors of civil society who provide the impetus for change. This is geared towards development of a deeper understanding of issues and to make the intuitive knowledge to be shared with others.

The Foundation has engaged in mapping the best practices in the women's movement since the Nairobi Forward Looking Strategies of the third World Conference for Women in 1985, right through the Beijing process in 1995 and beyond.

Heinrich Boll Foundation hosts a monthly gender forum where salient gender research findings are presented and discussed. These fora provide a useful platform to help articulate and inform participants on emerging gender perspectives and debates. The meetings are open to all categories of people in the public, private and civil society sectors.

The foundation has funded numerous studies on gender issues. It has a wealth information resource bank on the various gender dimensions in socio and economic life.

6.0 Role of Energy and Gender in Achieving the MDGs

To put the Millennium Development Goals into the Kenya context, it is noted that the Kenya Government has been pursuing human development objectives since independence. The Sessional Paper No. 10 of 1965 focused on the elimination of poverty, disease and ignorance. Various development and sectoral plans have also invariably had some focus on MDGs.

The first major MDGs-related activity in Kenya took place in September 2002 when the first national stakeholders' workshop on the Millennium Development Goals was held. The main objective of the workshop was to seek consensus and promote understanding of the significance of the MDGs, their links to the national planning frameworks, and the mode and frequency of country level reporting. The workshop thus served as one of the first avenues towards agreeing on a country-level reporting format, including the role of various national stakeholders. In effect, Kenya subscribes to the Millennium Declaration with a strong conviction that the future of our societies will be more promising if strong partnerships are built around mobilizing resources and instituting policy measures to implement the MDGs.

In May 2005, the Cabinet directed that MDGs be mainstreamed in all development frameworks. Following this directive, all ministries and departments are now establishing institutions for incorporating MDGs-related activities into their specific budgets. The directive requires that MDGs-related activities be provided for in the specific budgets of ministries, departments and sectors and adequate funds allocated to them for implementation. The outcome of this has already been reflected in the Budget Strategy Paper, 2005/06 to 2007/08.

Box 4 shows that the government is committed to implementing its MDG obligations through mainstreaming the goals into the socio-economic and development programmes.

The Millennium Development Declaration commits member countries to promote gender equality and the empowerment of women as effective ways to combat poverty, hunger and disease and to stimulate development that is truly sustainable. MDG Goal 3 focuses on women and girls' historical disadvantage and identifies men and boys as strategic allies in transforming the factors causing this disparity.

The gender equality goal mainly focuses on eliminating gender disparities in education at primary, secondary and tertiary levels, in addition to adult literacy. It also incorporates indicators which address persistent gender differences in labour market opportunities, legal rights, and the ability to participate in public life and decision making, for example,. the share of women in wage employment in nonagricultural sector and proportion of seats held by women in national parliament.

Box 4:MDG Process in Brief

12th May 2004 Official launch of MDG-based planning and budgeting process by Minister for Planning and National Development.

Mid May 2004 National Stakeholders workshop to discuss the Concept Paper on the Needs Assessment and agree on the methodology and institutional framework. Joint communiqué issued
committing stakeholders to MDG process.

June - October 2004 Series of workshops and consultative group meetings at the sector level to deepen understanding of the methodology of the Needs Assessment, and identify interventions and data requirements for the assessments in the different sectors.

October 2004 Commissioning of consultants, with inputs from line ministries, to conduct MDG Needs Assessment studies in all relevant sectors.

November 2004 High-level government-donor consultative meeting on MDGs convened by Government of Kenya. Joint *communiqué* issued in the presence of Professor Jeffrey Sachs.

December 2004 Finalisation of Needs Assessment studies, submission to stakeholders' review, data and information validation and ownership. Treasury circular advocates for more resources for MDG and core poverty programmes.

January 2005 National launch of global report 'Investing in Development: A Practical Plan to Achieve the MDGs'.

February 2005 Budget Outlook Paper advocates resource shift to MDGs and core poverty programmes.

February -March 2005 Commissioning of consultants to consolidate sector reports into national report; validation of data by small workshop of representatives from key ministries**.**

March 2005 Government (cabinet) decision to mainstream MDGs within the national planning, budgeting and monitoring and evaluation processes.

From January 2005 Implementation of 'Quick Wins' began in earnest in the agriculture sector,'Njaa Marufuku Kenya' initiative. Similar initiatives expected/on-going in health and

April - May 2005 Analysis of financing requirements from Needs Assessment and of
synergies resulting from multi-sector interventions, and development of macroeconomic framework for higher-case scenarios necessary to achieve MDGs.

June 2005 Presentation and Adoption of Budget Proposals by Parliament.

Source: GOK, MDGs report 2005.

The concept of empowerment is related to gender equality but distinct from it in that it lays in the ability of a woman to control her own destiny. This implies that to be empowered, women must not only have equal capabilities and equal access to resources and opportunities, but must also have the space to use those rights to make choices and decisions provided through leadership opportunities and participation in political institutions.

Energy, on the other hand is a cross-sectoral commodity and is literally required for achievement of all the eight MDGs. The MDGs cannot be achieved without provision of sustainable, affordable and appropriate energy at all times. Indeed, supply of adequate and affordable types of energy for growth and development is the central theme of the Government's energy policy. In order to ensure energy is available to drive the process towards achievement of the MDGs, investment is required to cover various energy supply costs. According to the Government of Kenya (GOK, 2005a), between 2005 and 2015, a total investment in excess of Ksh. 770 billion would be required as summarized in Table 13.

Table 12: Summary of Investment Cost requirements on Energy for MDGs, 2005-2015

Type of Energy	Ksh "000,000"	Percentage share
Administrative Strategies	85,561.4	11.1
Fuel wood Supply Strategies	25,221.2	3.3
Charcoal Conservation Strategies	15,655.9	2.0
Petroleum Products	179,466.8	23.3
Electricity	239,079.8	31.0
New And Renewable Energy	226,601.6	29.4
Total	**771,586.8**	**100.0**

Source: GOK, 2005b

In the proceeding paragraphs, the pertinent energy-MDGs relevant issues are briefly highlighted.

6.1 Eradicate extreme poverty and hunger (MDG 1)

In its MTEF budget strategy paper for 2006/07, the government seeks to enhance equity and participation of women in activities to alleviate poverty, hunger and disease. The strategy paper estimated that women constitute over 70 per cent of all employees in the agricultural sector in Kenya, largely in the form of casual or seasonal employees. However, they have little security around these jobs, wages are low and there are no employment benefits such as a pension scheme. In line with the IP-ERS priorities of alleviating gender disparities in education, health, agriculture, and employment, the Government has embarked on implementing the policy on Gender and Development. The policy will facilitate mainstreaming the needs and concerns of women in areas of development
process especially agriculture.

The main objective of the MDG-1 to reduce the population who suffer from hunger by half by the year 2015. Following this context, the root causes of hunger in Kenya have been enumerated (Government of Kenya, 2005a, 2005b). They include: poverty (inability

to produce own food and lack of means to access food); unemployment and underemployment; landlessness; vagaries of weather (especially because of dependency on rain-fed agriculture); the maize syndrome (overemphasis on maize which locks people into risky maize-based subsistence agriculture even in areas where maize production is unsuitable); education (especially female education because of its ffect on child health and nutrition); inadequate sanitation, health facilities and clean water (effect of common infectious diseases on nutrition and health); and socio-political issues affecting access to food (disempowered groups, especially women, have limited access to food and incomes). The incidence of poverty is estimated at 56% of the population, where 82% of the poor live in the rural areas and 18% in urban areas. The categories of persons at risk include pregnant women and lactating mothers (1.1 million); children under 5 years (5.3 million); elderly people above 55 years (1.8 million); AIDS orphans (1.8 million); people living with AIDS (2.2 million); and people suffering from tuberculosis (32,000), and malaria (6.7 million cases reported each year).

To address the problem, a number of policy interventions supportive to hunger reduction have been identified. They are (a) raising the productivity of smallholder farmers; (b) providing nutritional assistance to child-bearing women, children and other vulnerable groups; and (c) improving market functions to raise on-farm and off-farm activities. The above broad policy interventions are further disaggregated into eight actions, namely: (a) make agriculture and rural investments a priority; (b) greatly enhance capacity, particularly of professionals and technicians working on agriculture, nutrition and markets; (c) build and improve rural infrastructure; (d) empower women and invest in girls; (e) institute risk-reducing safety nets; (f) provide incentives that promote sustainable natural resource management; (g) strengthen property rights to motivate private investments; and (h) have stable and fair macroeconomic and trade policies that level the playing field.

In all the actions cited above, energy services play a central role. The actions cannot be implemented without the provision of the corresponding energy supply.

Other policy interventions are inter alia: women empowerment, increase and diversify income, small-scale water management and school meals. With regard to women empowerment, Kenya's gender policy provides for articulation and mainstreaming gender issues in development. The main problem in achieving gender equity is the unwillingness of some communities to change entrenched cultural beliefs such as land inheritance by women. The gender disparity is not confined to rural communities only, but also extends to leadership positions. For instance, the proportion of women elected councilors in local authorities is 4.5% while that of elected women members of parliament is 4.2%. It is thus instructive that resolving gender disparity must begin from the top.

Agriculture is the major focus on matters related to hunger and poverty. In this respect, the strategy for revitalization of agriculture (SRA) interventions in mainstreaming gender issues in agricultural development are to: (a) use the gender policy in the

formulation of agricultural development interventions; (b) develop special programmes within local areas for gender empowerment and access to land, credit, inputs, technology, markets and information; and (c) engender new technology development and review old technologies to make them gender appropriate.

Furthermore, to reduce hunger and poverty, a strategy to increase and diversify incomes of men and women is envisaged. An important way of achieving this is to make markets work for the poor. In most rural areas markets either do not exist or function poorly. Selling is normally at farm gate or roadside and farmers have little or no information on the prevailing commodity prices in major market places. To turn around the above situation, a major national development objective of the agricultural sector is to increase rural incomes through production of marketable surpluses, high value crop and livestock products, processing to add value, and stimulation of off-farm activities to create employment. Also, rural income generation will be achieved through several fronts, namely, storage facilities, livestock production, value-added agricultural products, credit, strengthening farmer associations, building market space for smallholders, and food/cash for work for the landless and unemployed. Appropriate and adequate Energy services are thus necessary in order to achieve these policy objectives. Besides, energy in form of mechanical shaft power is required to facilitate the small-holder irrigation schemes. The demand for irrigation is justified in that Kenya relies on rain fed agriculture for production of foodstuffs and other marketed crops. Rainfall is intermittent and unreliable in some years. The area suitable for irrigation is approximately 540,000 ha but only 103,233 ha (19%) is irrigated. The current structure of irrigated agriculture comprises 48,075 ha for smallholders (47%), 42,700 for private commercial farmers (41%), and 12,458 ha Government-managed (12%), making a total of 103,233 ha. Wind pumping systems, among other options become increasingly attractive under the circumstances.

The school meals intervention strategy applies to pre-primary, primary, and secondary schools in both urban and rural areas. As of 2003, there were 1,204,606 in pre-primary education, 7,208,000 in primary school, and 862,907 in secondary school, making a total of 9,275,513. The School Feeding Programme, which targets mainly the poverty-stricken ASALs, shows that school lunches improve school attendance and performance. To enhance the effectiveness of the school meal programme, improved efficient institutional stoves, biogas and LPG are increasingly needed given the dwindling woodfuel supplies.

In a nutshell, the current rural electrification policy is targeting electricity supply to market/trading centres in order to spur growth in small scale enterprises and cottage industries. This policy intervention is aimed generating employment opportunities, creating wealth and reducing poverty in line with the Poverty Reduction Strategy Paper (PRSP), Economic Recovery Strategy for Wealth and Employment Creation (ERSW&EC) and the Millennium Development Goals (MDGs). Similarly, there is need intensify exploitation of all other energy options, including renewable energy in order to address the welfare objectives of women and men.

6.2 Achieving Universal Primary Education (MDG 2)

The introduction of free primary education (FPE) in January 2003, following the passing of the Children's Act in 2001, has led to significant educational achievements. Enrolments in public primary schools increased significantly from 5.9 million in 2002 to 6.9 million in 2003 - a 17% increase. The Government provides funds, through both the School Instructional Management Book Account (SIMBA) and the General Purpose Account (GPA), to procure needs-based materials and improve on some infrastructure, thereby raising the quality of education.

Moreover, the introduction of Free Primary Education (FPE) impacted positively on the enrolment of both boys and girls. An extra 1.5 million children are now accessing primary education, increasing the enrolments from 5.9 million to 7.4 million in 2004. The GER stands at 104.8% as compared to 93% in 2002. Provisional Net Enrolment Rates (NER) figures for 2004 stands at 82.1% of which boys comprise 82.2% and girls 82.0% as indicated in Table 14 below

Table 13: Primary Schools Net enrolment rate by Province, 1999-2004

PROVINCE	1999			2001			2003			2004	
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls
Coast	58.9	52.1	49.4	60.1	52.4	56.2	66.9	60.1	63.5	72.8	67.7
Central	82.6	84.5	78.7	80.5	83.0	81.7	83.6	84.2	83.9	81.4	81.8
Eastern	74.2	76.8	79.3	83.5	86.2	84.9	90.4	90.3	90.4	91.4	91.5
Nairobi	46.4	43.5	26.0	37.8	44.3	40.9	35.5	40.3	37.7	35.9	41.1
Rift Valley	67.8	67.3	69.5	75.0	74.3	74.6	84.1	82.0	83.1	87.8	85.4
Western	74.2	77.2	76.8	91.8	87.2	89.4	97.5	93.2	95.3	99.3	97.2
Nyanza	74.4	73.7	80.0	90.9	89.2	91.0	96.2	95.4	95.8	96.9	96.2
North Eastern	17.9	10.6	15.4	18.8	11.3	15.3	26.1	16.2	21.6	23.6	14.9
TOTAL	68.8	68.8	67.8	75.0	75.0	75.1	80.8	80.0	80.4	82.2	82.0
GRAND TOTAL	68.8			75.1			80.4			82.1	

Source: Ministry of Education, Science and Technology

It is difficult to achieve UPE without provision of adequate and appropriate energy for lighting and cooking in day and boarding schools. However, there is inadequate information on energy requirements for boarding and day schools in the country, hence the need to generate primary data to determine consumption and energy preferences for various spatial domains and agro-ecological zones.

The provision of electricity to rural populations help to increase the access to information. It is noteworthy that information and communication technology (ICT) play a key role in promoting economic development of a country. Against this background, education should be made the natural platform for equipping the nation with ICT skills in order to support a dynamic and sustainable economic growth. To facilitate faster dissemination of ICT skills, there is need to work with other stakeholders in establishing ICT capacities across the country. In turn, this will facilitate the use of education institutions as hubs of ICT dissemination in rural areas.

6.3 Promote Gender Equality and Empower Women (MDG 3)

Glaring gender gaps exist in access to and control of resources, in economic opportunities and in power and political voice. Overall, women continue to have less access to social services and productive resources than men. Women remain vastly underrepresented in parliament and local authorities and account for 8.3% of the seats in the National Assembly. Girls are less likely to attend school than boys. Even when there is gender parity at lower classes in primary school, girls drop out, often due to unwanted pregnancy, poverty mainly accentuated by deaths of parents due to HIV/AIDS, and very often due to heavy domestic workload. There are also large wage gaps and only a small proportion can be explained by gender differences in education, work experience or job characteristics.

Women comprise over 51% of the total population and over half of the labour force. Despite this, their recorded contributions to GDP continue to be minimal. Most women are still engaged in subsistence and smallholder agricultural production, and the care economy. However, women's labour is not adequately captured or recognized in the system of national accounts, nor rewarded. This also applies to women's household chores such as cooking, fetching firewood, collecting water and care for other family members, including reproductive roles and childcare.

The Central Bureau of Statistics (CBS) has recently embarked on developing measures to capture data on women's contribution to GDP into the national accounts, in addition to the regular data on wage employment in both agricultural and industrial sectors and the routine disaggregating of survey data by sex. The CBS is however constrained by its current capacity, insufficient staffing, and lack of skills in gender analysis.

6.3.1 Women in Power and Decision Making

Over the years the Kenyan women has been grossly underrepresented in both the political and other leadership spheres. In 1998, women constituted only 4.1% of members of parliament, but this has increased to 18 women or 8.3% of the total. Some of the barriers to women's representation in parliament are traditional cultures (which fail to support women leadership), the high costs of mounting election campaigns, lack of campaign and leadership skills, and lack of information. A disconnect within the women's movement also robs them of valuable support from the women constituency. In the recent past, the Government has appointed women to key positions, but this is still below expectations. As of June 2003, the proportion of women in the judiciary was 36.4%, where most of them are in the rank of the chief magistrate and below. As there are no quotas or policy on affirmative action in this area, the appointment of women to senior positions is the prerogative of appointing authorities, mainly the President.

In recognition of the above gender gaps, a number of interventions have been adopted. For instance, the Government is implementing some affirmative actions e.g. in admissions of female students to public universities, and allowing girls who drop out of primary and secondary school due to pregnancies to re-enter and complete their education. However, affirmative actions are selectively implemented without a grand plan for gender equity in all facets of human life.

6.3.2 Policy Framework

Those economic sectors dominated by women and the poor are at the periphery of the economy and have meagre investment resources. The greatest obstacle in achieving Gender Equality and Women Empowerment is that most of Kenya's development policies and strategies are grounded and rationalized by the paradigm of gender and regional inequalities.

Also, the national policy on gender and development was adopted by Parliament last year (2006), as Sessional Paper No. 2 of 2006. This Policy will facilitate the mainstreaming of the needs and concerns of men and women in all areas in the development process. The policy has made several important suggestions in respect of regulatory and institutional reforms that can be undertaken to ensure that obstacles to equitable sustainable development are removed. It also identifies key forms of discrimination in respect of customary law, the law of succession, and citizenship as well as cultural biases against women perpetuated by the patriarchal social structure of Kenyan communities. It however needs to be widely disseminated to Kenyans to create awareness and support for its implementation.

6.3.3 Gender-Disaggregated Data

The Central Bureau of Statistics is the repository of planning information and data. The Bureau has embarked on engendering data collection processes but lacks skills in gender analysis (GOK, 2005a). This a gap that requires to filled. Against the above background, the Sessional Paper No.4 on Energy recognizes that traditional societies assigns energy supply roles to women while discriminating against women in ownership, control and use of energy resources such as fuel wood and charcoal. Consequently, the Sessional Paper calls for a review of traditional structures that inhibit access to energy resources by women. In addition, the Sessional Paper recognizes that reliance on dwindling biomass resources to meet energy needs of households contributes to economic and social deprivation of women and calls for progressive transition to cleaner energy supply options such as renewable energies. Furthermore, the Sessional Paper also notes that Women are marginally represented in at managerial and policy making level in the energy sector and recommends deliberate measures to entrench female gender at policy making level in the energy sector

Box 5: Recommendations of the government's 1993 task force on laws relating to women

• Recognize full-scale equality between women and men, on matters such as citizenship and personal choice linked to customs;

• Eliminate discrimination in traditions, policies and laws, which violate women's rights, and ease the burden on women of social problems emanating from poverty, unemployment, poor health, child bearing and childcare roles, illiteracy, physical violence and negative cultural practices;

• Implement affirmative action policies in public recruitment, working conditions, education and training and in information and media, both in law and policy, to redress the deeply rooted disadvantages in the domain of governance;

• Remove inequalities in the economic opportunities and policies and in access to resources in all policy instruments relevant to sustainable human development, which Kenya has developed or signed;

• Establish mechanisms to progressively implement policy, administrative and legal reform in the area of gender through oversight, coordination, and monitoring the implementation of legal and policy recommendations and strategies, and work with the Attorney General's Office and the Kenya Law Reform Commission to ensure amendment and development of laws and regulations aimed at removing the sources of gender inequality.

Source: Government of Kenya, 2005a

6.4 Reduce Child Mortality (MDG 4), **Improve Maternal Health (MDG 5) and Combat HIV/AIDS, Malaria and Other diseases (MDG 6)**

Gender roles significantly affect maternity care. When complications of pregnancy and childbirth develop, women are not often able to make decisions about their care. This places male family and other community members as decision makers. It has been reported that men often make poor decisions about seeking care during pregnancy and childbirth in part because they do not understand the dangers involved. Box 6 summarizes the issues inhibiting women from utilizing available services.

Box 6: Gender issues inhibiting women from utilizing available services

• Differential access to household resources for transportation during pregnancyrelated emergencies;

• Cultural norms that do not support reduced workload during pregnancy;

• Cultural beliefs and practices about women's bodies contribute to adverse outcomes (e.g. FGM and certain beliefs about food and dietary restrictions); and

• Women are not often empowered to make decisions about seeking maternity care.

Source: Government of Kenya, 2005a

Energy is needed to facilitate interventions for reducing child mortality, improving maternal health and for combating HIV/AIDS, malaria and other diseases in order to achieve the objectives of MDG 4,5 and 6 respectively. Pertinent strategies in the above regard are to strengthen the health promotion activities and awareness creation about HIV/AIDS and other disease transmissions.

The rural energy programmes are targeting providing electricity and other energy forms torural health facilities. In addition, health facilities in ASAL areas are targeted for supply with solar electricity generators. These services will make it possible to refrigerate perishable medicines, enable sterilization of surgical equipment and provide lighting and power for minor operations in these facilities. This will reduce child mortality and improve maternal health.

6.5 Ensure Environmental Sustainability (MDG 7)

To reduce by half the proportion of people without sustainable access to safe drinking water and sanitation services by 2015 is one of the targets under MGD 7. Access to safe water is described as the percentage of the population with reasonable access to an adequate amount of water from an improved source, such as a household connection, public standpipe, borehole, protected well or spring or rainwater collection. Unimproved sources include vendors, tanker trucks and unprotected wells and springs. Reasonable access is defined as the availability of at least 20 litres a person a day from a source within one kilometre of dwelling.

Land degradation and access to safe water and sanitation are some of the key issues concerned with environmental sustainability.

According to a survey commissioned by the Ministry of Energy in 2000, fuel-wood is widely used as a source of energy by 89% and 7.1% of rural and urban households, respectively. The average per capita consumption is 741 and 691 kg in the rural and urban areas, respectively. On the basis of the current per capita average consumption of 716 kg and assuming similar future patterns, total national wood 55,076,923 (grown on 86,000 ha) in 2015. Incorporated within these projected household energy demands is also the projected wood-fuel for the primary school feeding programme. Table 15 summarizes the wood-fuel demands based on population projections and a productivity of 80m^3 per hectare per year. The intervention to address household annual wood-fuel needs (50,454,327.85 m^3) involves on-farm tree planting. Out of the 40 million people in 2015, arid to semiarid lands will be inhabited by about 16 million, mainly relying on natural vegetation, while the balance of about 24 million people in high potential areas will be producing their own wood-fuel. The excess wood will be sold to cottage industries and schools (feeding programmes and for construction of classrooms and desks). Assuming a productivity of 80 m^3 annually, an area of 43,240 ha under *E. grandis* will be required to bridge the wood fuel deficit. The cost associated with implementing this activity is Kshs. 2.3 billion. The total amount needed for on-farm tree planting to meet fuel wood demands of the cottage industry, school feeding programme and

households for the period 2005-2015 is about Kshs 3.6 billion.

Table 14: Projected National Population and woodfuel demand

Year	Population	Household wood-fuel demand (m^3)	Annual production area (ha)
2005	33,445,119	46,051,356.15	71,955.24
2006	34,045,843	46,878,506.90	73,247.67
2007	34,652,581	47,713,938.46	74,553.03
2008	35,265,273	48,557,518.63	75,871.12
2009	35,883,854	49,409,306.65	77,202.04
2010	36,508,255	50,269,058.81	78,545.40
2011	37,090,000	51,070,076.92	79,797.00
2012	37,675,000	51,875,576.92	81,055.59
2013	38,985,000	53,679,346.15	83,873.98
2014	39,520,000	54,416,000.00	85,025.00
2015	40,000,000	55,076,923.00	86,057.69
Total		**554,997,606.40**	**867,183.76**
Mean		**50,454,327.85**	**78,834.89**

The Sessional Paper No.4 on Energy and Energy Act have elaborate provisions that support accelerated exploitation and use of environmentally benign energy supply options such as renewable energy technologies. These include solar, wind, biogas, small hydro power, bio-diesel and power alcohol. Already, solar electricity generators are being installed in learning institutions far away from existing electricity grid. In addition, the Ministry of Energy has developed the Kenya Energy Sector Environment and Social Responsibility Programme as the contribution of the energy sector to environmental conservation by addressing biomass supply constraints. This programme is expected to roll out from July 2007 at an initial budget of Ksh.500 Million.

6.6 Develop Global Partnerships (MDG 8)

One of the objectives set out in the Sessional Paper No. 4 of 2004 on Energy is to mobilize financial and investment resources to accelerate the implementation of energy programmes. The foregoing will be realized through building of partnerships with international community. It will also involve the country taking advantage of funding windows available from the multilateral environmental agreements, among others. For instance, the energy sector is already exploring carbon funding under the Clean Development Mechanism (CDM) in the development of geothermal energy. This is to be scaled up.

The rural electrification programme has been challenged by limited capacity to implement funded projects according to plan due to limited mobilization ability of new labour and transport contractors hired to fast-track the programme. In addition, there has been an acute shortage of materials such as poles on account of bureaucratic procurement procedures and red tape. Furthermore, the dispersed nature of human settlement in Kenya has made it very expensive to extend grid electricity to rural areas. Consequently, the rural electrification programme is incurring heavy losses implying that a large portion of

the rural electrification levy is expended in defraying operation and maintenance costs. The major constraint however continues to be the lack of gender disaggregated data and limited attention given to renewable energy technologies during planning, budgeting and project implementation.

7.0 Resource mobilization for gender and poverty related policies and programmes

This chapter presents the review of budgetary allocation focusing on the extent to which budgets addressed gender, energy and poverty related issues in the implementation of policies and programmes. Among the key issues examined were:

- Trends in budget allocations to gender related actions and activities in energy;
- Financing allocations aimed at enabling increased access to availability of energy services to poor women and men;
- Budgets planned to enable transfer and dissemination of energy technologies in ways that increase access to energy services taking into consideration differentiated needs of women and men.

To put the gender and budget mainstreaming into a national context, the study noted that efforts to mainstream gender into the government budget in general is not new. From the review of literature, such efforts began in the 1990s with a three-year initiative (Institute of Development Studies, 2003), which was aimed at mainstreaming gender into investment, expenditure and planning. Initially, the Ministries of Agriculture, Health, Education, Public Works, Industrial development and Local Authorities were targeted under the initiative. This effort culminated with some results of the initiative incorporated into the 1998 budget. In the same year, a number of projects were captured in the Energy budget (Public Investment Programme, 1998) and classified as having a "social dimension". These were biomass resource replenishment and rural electrification projects. In effect, they were "ring-fenced" to ensure that they remained at the top priority.

Furthermore, the Medium Term Expenditure Framework (MTEF) was introduced as a new budgeting approach following the Poverty Reduction Strategy Paper (PRSP) preparation process. This approach has the potential to involve more people in consultations and can utilize the research and expertise of the PRSP's gender thematic group. Further the public hearings prior to the conclusion of budget proposals may provide opportunity for input from the stakeholders. Here the budget analysis is used to create direct linkages between the PRSP priorities and budgets in MTEF. Taxes on petroleum products, particularly diesel and kerosene, negatively impact on the poor and on women due to their heavy reliance on public transport and their role as household cooks and managers. Kerosene is the primary cooking fuel for the urban poor and is an important source of lighting.

Generally, it has been observed budget allocations hardly incorporate suggestions made during the public hearing and consultation sessions . In any event, the historical budget processes were seen to be gender blind (Institute of Development Studies, (2003).

The macroeconomic framework adopted by the Government is a pro-growth strategy that focuses on promotion of access to markets through infrastructure provision, credit and employment generation, increased public resources towards poverty reduction, enhanced security of the poor and vulnerable groups, and human capital development. However, there is no sufficient appreciation of the need for application of gender-responsive budgeting. For example, in 2003, 13 ministries failed to make budgetary allocations for gender activities and 10 ministries did not allocate staff to be responsible for gender units. Only the Ministry of Agriculture and Livestock Development had incorporated gender issues into its functions through establishing Gender Equity Mobilization Units. Furthermore, most ministries do not have staff responsible for the Units on Gender Issues (UGIs).

In its medium term fiscal framework for increasing core poverty expenditures (GOK, 2006), the Government has updated the criteria for core poverty programmes in order to make it more comprehensive. The ministries are expected to ensure that the allocations to the core poverty programmes reflect the outcome of the Ministerial Public Expenditure Review and that allocations to core poverty programs should be increased by at least 15 percent. If this is followed it means that more budgetary resources will be available targeting the poor. However, without utilizing gender approach in the actual resource targeting, the outcomes may not necessarily reflect gender equity.

The poverty focus refers to equity concerns of public spending, that is, how the benefits of spending are distributed across poverty levels. In Kenya, so far poverty focus of spending has been measured largely in terms of direct spending on programs seen as more pro-poor. Since 2000/01, the government has identified a list of budget items as core poverty programs with a view to channel more resources to them and protect them from budget cuts during the year. In 2003/04, about KShs. 45.9 billion were allocated to these items.

The Government has declared the rural electrification and the wood fuel programmes as the core poverty programmes in the energy sector, thus guaranteeing ring-fenced budgets from the Treasury. In addition, since 2004/05 financial year, there has been increased budgetary allocation trends for the rural electrification programme. From 2004/05 financial year to date, the Government has allocated over Ksh.7 billion to rural electrification, while over Ksh.3 billion has been committed during 2006/07 financial year alone. These resources have been expended in supplying electricity to rural market centres, health centres, village polytechnics, community water works and boarding schools using grid extension, installation of solar electricity generators and stand alone diesel generators in areas remote from the national grid. In addition, French Government funded Euro 30 Million rural electrification programme has commenced and Ksh.145 Million is planned to be disbursed during this financial year. A rural electrification

master plan study with financial support from the Finish Government equivalent to Euro 1.5 Million is on-going while Spanish Government has approved a credit of Euro 12 Million to support rural electrification. In terms of gender considerations, positive outcomes of the current level of funding to rural electrification programme are expected. The foregoing financing allocations aimed at enabling increased access to availability of energy services to poor women and men though targeted to trading centres and social facilities such as schools, health centres, coffee and tea factories, among others. However, while the intentions are noble, there is nothing to indicate equitable benefit sharing among the gender groups.

Unlike the renewable energy sub-sector, the Rural Electrification Programme's resource mobilization efforts have been very successful over the last three years. The challenge is therefore on how to design energy projects that engendered the gender concerns which have hitherto been neglected.

Box 7 below summarizes the three pillars envisaged to enable the country achieve its strategic objectives. These are: (i) Restoring economic growth with macroeconomic stability, (ii) Equity and poverty reduction and (iii) Strengthening the institutions of governance. From this information, it is observed that budget allocations are increasingly targeted towards poverty reduction and may thus result in positive gender outcomes. But, that effectiveness of such eventuality is underpinned on budgetary reforms that would embrace gender sensitive planning approach.

Box 7 : Pillars for achieving National Strategic Objectives

First pillar: Restoring Economic Growth with Macroeconomic Stability

- **Macroeconomic stability** – the Government is committed to maintaining prudent fiscal policy to achieve a sustainable debt position, moderate domestic borrowing to avoid higher interest rates and creating fiscal space to facilitate a restructuring of expenditures in favour of the priority social and economic sectors. In addition, the Central Bank of Kenya will continue to pursue appropriate monetary and exchange rate policies that will result in low rate of inflation, a comfortable level of international reserves and sufficient credit to the private sector.
- **Structural reforms and policies for private sector development** -- The Government commits to redefine its role as a facilitator not a producer in order to make the private sector the engine of growth. As such, implementation of policies to improve physical infrastructure will be continued. In addition, the Government is committed to strengthening the efficiency of financial sector to promote stability and access to financial services by more Kenyans, improving public expenditure and financial management, privatizing the state-owned enterprises to enhance competitiveness and reduce wastage, as well as easing the legal, regulatory and institutional constraints.

Second Pillar: Equity and Poverty Reduction

- The Government will continue to focus on providing an increasing share of its resources to the education and health sectors. In addition, given that the preponderance of the poor and more so women live in the rural areas, resources to the agricultural sector will be boosted in order to increase productivity and thereby reduce poverty.
    - Education - Government is committed to continuing to fund the free primary education program, while at the same time rehabilitating secondary school classrooms and laboratories and providing bursaries to poor bright students.
    - Health – Government will continue to shift focus from curative to preventive care, help to expand immunization coverage, improve reproductive health needs and allocate additional resources to facilitate an effective multi-sectoral response to the epidemics including HIV/AIDS.
    - Agriculture – Government will continue to increased resources to implement the "Strategy for Revitalization of Agriculture" and livestock development policy for ASALs. In addition, the Government will continue rehabilitating and expanding irrigation schemes, strengthen land management and tenure systems, support fisheries, forestry and mining and protect the environment and natural resources.
    - As part of its decentralization strategy to ensure more and more resources go to the local communities, Government will also continue to provide increasing levels of resources in the form of Constituency Development fund (CDF), Local Authority Transfer Funds (LATF) and bursaries.
    - Micro and Small Enterprise (MSE) Sector -- The Government will provide the necessary enabling environment and resources required to increase productivity and employment in the sector.
    - The Government will continue with the slum-upgrading program to improve the living conditions of the urban poor.

Third Pillar: Strengthening the Institutions of Governance

- The Government will accelerate the implementation of anti-corruption, governance, justice and internal security reforms as defined in the recently launched comprehensive medium-term National Anti-Corruption Plan (NACP) drawn from the overarching GJLOS strategy. These structural reforms target (i) improved governance, ethics, and integrity; (ii) enhanced respect for human rights; (iii) greater access to justice; (iv) crime prevention, police and penal reforms; (v) strengthened public prosecutions, civil litigations and other legal services available to government and the public; and (v) reformist-led capacity building directed at attitude and cultural change. Government has also developed a one-year Governance Action Plan (GAP) framework with monitorable indicators as a way to implementing the NACP. The current GAP covers the period from November 2006 to December 2007.

Source: Ministry of Finance, 2007

7.1 Overview of the Budgetary Process in Kenya

The budget is a government's statement of expected revenues and planned expenditure

in a given period, say a year. Like many other countries in Africa, as earlier stated, Kenya has adopted the Medium-Term Expenditure Framework (MTEF), which is based on a three-year financial rolling plan in which the first year is the annual budget. The national budget consists of the recurrent budget, which caters for recurring expenses, and the development budget, which caters for capital related expenditures and donor-funded projects. The budgetary process is a centralized system with limited public participation. In terms of gender, it is male-dominated with limited capacity to comprehend and incorporate gender, especially at the middle and higher levels of decision-making. There have been some efforts on mainstreaming gender in the budget by NGOs and donor agencies at their institutional levels, but the impact is still limited. Consequently, gender issues raised at the grassroots level hardly sail to the final stage of the budget. Moreover, whenever the sectoral budgets have to be downsized to fit within available resource envelope, priority is always given "core programmes".in which case gender surportive programmes are normally not. Hence there is limited flexibility to incorporate what is considered "non-core" such as pro-gender expenditures.

It is noted that under the infrastructure macro-economic sector, programmes that would benefit the rural poor most, are given scant funding. For example, as shown in table 16 below, minor roads programme, agricultural produce roads, and renewable energy received the lowest allocations in 2004, amounting to 0.3 %, 2.9 % and 0.1 % respectively compared to other programmes. By implication, the poor out of whom women are the majority are accorded the lowest priority in the budget resource allocation. Thus they are likely to continue being trapped in the vicious cycle of poverty.

Table 16 Budgetary allocation to selected infrastructure sector projects (Ksh. Million)

Priority	Total Allocations	% Share
Minor roads programme	35.7	0.3
Major roads	1,612.5	15.4
Road maintenance	3,554.3	33.9
Agricultural produce roads	303.0	2.9
Rural electrification	1,870.0	17.8
Renewable and alternative energy	16.0	0.1
Hydro and geo-thermal energy	3,106.5	29.6

Looking further into the Development budget allocation of the Ministry of Energy, it is also interesting to note that renewable energy is always accorded the least amount of financial allocation compared to the conventional energy sources. Figure 10 above clearly showed that allocation to renewable energy sub-sector are incomparable with that of the conventional energy sub-sector.

It is further observed that investment decisions in the energy sector are driven by the need to meet the goal to industrialize by the year 2020. The forms of energy that are believed to lead industrialization are petroleum and electricity. These decisions would appear to ignore the fact that 68% of the country's population depend on traditional forms. While the energy policy recognizes the need to shift dependency on traditional forms of energy to cleaner forms of energy for the 68% of the population, very little has been done in terms of increasing investment in the development of the cleaner energies. One of the limitations in pursuing this goal is the high initial capital cost of investment in renewable energy in relation to economies of scale in the provision of energy services. The other limitation is the fact that government policy supports development of community projects as opposed to individual households. A significant effort of improving the energy service provision in the rural areas involves dealing with individual households and it is time that Government evolved appropriate strategies of addressing such needs. Furthermore not enough has been done by the government to improve access to credit as one way of increasing the ability of individual households to access the desired energy services.

Ideally, a good budget process is characterized by being transparent, comprehensive, predictable and flexible (KCA, 2007). On the other hand, the analysis of budget allocations should indicate adequacy, priority, equity, efficiency and effectiveness in addressing desired concerns. Against the above indicators, the budget process, though with bits of transparency by way of organized public hearing sessions, it cannot be said to be fully transparent. Yet, effective and engendered participation of key stakeholders has the capacity to significantly increase the overall budget outcomes.

So what can we learn from the budget? First, gender issues are not considered integral component of project and programme plans and hence little or no financial allocations are made to gender reponsive actions. Secondly, planning in Kenya has hitherto used the household as the basic unit for planning and therefore does not consider the different needs of men and women.

To reverse the current practice, there is need to lobby the concerned policy and decision makers into allowing the use of gender sensitive budgeting tool which can help bring on board the gender specific concerns.

Were and Kiringai (undated) suggested the following measure that help in the gender mainstreaming in the budget:

- Include gender issues in the budget call circular;
- Capacity building in the ministries for gender analysis;
- Develop criteria for screening new policies and programs in order to establish how far they affect gender balance;
- Establish disaggregated gender data for financial planning

8.0 Key findings, Recommendations and Action Plans

The key findings of the gender audit, in terms of gaps by thematic area are outlined below**.**

8.1 Organizational Management and Project level issues

Gaps Identified in data and information

1) Project and programme level concerns not addressed
2) There is need for case studies
3) Lack of gender disaggregated data on projects/programmes (indicative of gender goals of projects /programmes etc)
4) Details on level of gender mainstreaming at different levels within audited institutions is lacking
5) Information on the mandate of some key ministries e.g. Ministry of gender not included
6) Recommendations for the various institutions audited which is critical for effective advocacy is not included in the report

How to address the gaps identified above.

1) Need to revisit projects/programmes and explore the gender goals (monitoring reports, donor reports, evaluation reports etc.)
2) Auditing of budgetary processes in institutions audited for use of gender budgeting tools
3) Examine existence of gender policies/guidelines in the institutions/organizations and their relevance and level of mainstreaming at different levels
4) Audit other relevant institutions e.g. Min. of Gender

Challenges/Problems

1) Lack of baseline data
2) Gender issues not considered core
3) Lack of gender disaggregated data
4) Lack of institutional skills and awareness in regards to gender issues
5) Lack of gender related activities
6) Making gender an agenda for institutions
7) No budgets specific to addressing gender issues/mainstreaming gender
8) Taking strategies into action at organizational/programme/project and activity level a challenge

Actions

1) Capacity building and awareness creation
2) Mainstream gender

3) Gender which serves to deliver services requires intense lobbying for reasonable acceptance
4) Documentation of case studies
5) Establishment of data bases
6) Gender approach in organizational policy development and project planning to guide the mainstreaming process
7) Establishment of gender desks /officers in ministries and institutions with TORS and mandate
8) Strategic plans to guide the mainstreaming process/implementation
9) Resource mobilization to mainstream gender
10) Gender desks /officers in ministries with TORs and mandates

Stakeholders

As in case 4 above
All institutions/organizations with a development agenda to demonstrate and lobby others
Ministry of Gender a the custodian to champion the gender agenda
All other ministries

8.2 Energy policy and contribution to gender goals and motivation

Gaps Identified in data and information

1) Unavailability of gender disaggregated data
2) Available data is not adequate for decision making
3) Comprehensive data collection tools are not available
4) Strengthening of M&E

How to address the gaps identified above.

1) Increase level of awareness of key stakeholders
2) Use of gender planning matrices
3) CBS to be sensitized on engendered framework for energy data collection. Data collection tools (questionnaires need to be engendered)
4) Capacity building for all who are involved in this entire process.
5) Strengthen M&E
6) Sole custodian for this data to be identified for easier access, retrieval and dissemination for those who may require this kind of information.

Challenges/Problems

1) Policy making level is gender insensitive (inherent resistance to change).
2) Gender imbalance at decision making level
3) Lack of budgets to mainstream gender into development projects

4) Policy paper makes broad statements which are not explicit on gender issues. This is also the case with strategic plans which also do not show clear implementation plans.
5) HRD sees gender as a cross cutting issue not as a development issue. Directives need to be accompanied by detailed outlined activity schedules.

Actions required

1) Mainstream gender into policy through awareness raising, capacity building, sensitization, advocacy and lobbying.
2) Reduce gender disparity
3) Utilize gender tools while budgeting
4) Implementation strategies need to incorporate gender issues

Stakeholders

Line ministries, private sector, civil society/NGOs,

8.3 Situational Analysis of the Energy Policy

Gaps Identified in data and information

i. Energy data generally is not disaggregated and readily available especially data at the household level. Data collection is not done regularly therefore availability, access and affordability of energy is difficult to establish.
ii. Information on energy services is not related to specific uses thus gender dimension is difficult to isolate.
iii. Though there seems to be a deliberate effort to facilitate energy access for economic development in rural areas, the benefits cannot be easily apportioned on a gender basis.
iv. Individual and organizational skills to effectively carry out the gender agenda is lacking.
v. No clear mandates or ToRs for gender and energy Desk Officers. There is need to draw work plans as well as implementation of M&E activities on gender related issues of ministry work.
vi. Lack of linkages between the gender activities with planning tasks e.g. CBS to facilitate information flow.
vii. Lack of enough awareness on gender issues while actualizing political will is lacking-leadership to steer this agenda is not adequate.

How to address the gaps identified above.

i. Frequent data collection and updates e.g. annually

ii. CBS to collect data
iii. Skills assessment on gender and energy
iv. Development of skills to harness existing gender knowledge among those who already possess them A roll out of ToR for Gender Officers to carry out activities and effective M&E
v. Develop the missing linkages
vi. Audit other organizations earmarked for the audit exercise
vii. This audit exercise should closely be followed with an a massive awareness campaign

8.4 Role of gender and energy in achieving the MDGs

Gaps Identified in data and information

i. Limited attention to gender, energy and MDGs linkages
ii. Linking HIV/AIDS (MDGs) campaigns with energy supply (economic empowerment) has been ignored
iii. The sessional paper has a good intention/policy on empowerment of women but fails to give a clear action plan on the implementation
iv. Also the coverage of gender issue in sessional paper No. 4 is very limited.

How to address the gaps identified above.

i. Undertaking baseline surveys to identify the impacts of energy projects on different gender groups.
ii. Incorporate gender needs assessment in energy project cycle management (EPCM)
iii. A review of energy policy with a view to identify interventions at the project level so as to address gender gaps
iv. Promote close inter-sectoral linkages e.g. MoE, MoGC&SS, MoA, MoF, MoP&ND etc.

Challenges/Problems

i. Gender neutrality
ii. Lack of gender disaggregated data
iii. Limited budget allocation to renewable energy technologies relative to conventional energy

Actions

i. Capacity building on gender responsive policies and programmes and budgets
ii. Build a credible database on gender and energy
iii. Allocate more resources to the development of renewable energy technologies

Stakeholders

Ministries of Gender, Culture and Social Services, MoF. MOE, MOP&ND, MoEd., MOH, MENR.; KenGen, KPLC (power utilities); Civil Societies/NGOs; Donor organizations (UNDP, GTZ, DFID, JICA, etc); clients/end users/communities/ consumer organizations.

8.5 Resource Mobilization for gender, energy and poverty related policies and programmes.

Gaps Identified in data and information

i. Absence of gender disaggregated data of projects, programmes and their respective budgets. Because of this gap, it is difficult to quantify the impacts of these projects on different social economic groups e.g. women and men; young and old; small and large scale traders etc.
ii. Consolidated budgets that assume the gender needs are homogenous
iii. The donor interests on renewable energy are focusing on studies/preliminary works and not on actual projects that would address energy and gender concerns.
iv. Discrepancy in government subsidies between conventional and renewable energy sources e.g. solar users will be required to pay the full cost upfront while grid/conventional energies are heavily subsidized up to 90%
v. Linking HIV/AIDS (MDGs) campaigns with energy supply (economic empowerment) has been ignored
vi. The Sessional paper has a good intention/policy on empowerment of women but fails to give a clear action plan on the implementation
vii. Also the coverage of gender issue in Sessional paper No. 4 is limited.

How to address the gaps identified above.

i. Undertaking baseline surveys to identify the impacts of energy projects on different gender groups.
ii. Incorporate gender needs assessment in energy project cycle management (EPCM)
iii. A review of energy policy with a view to identify interventions at the project level so as to address gender gaps
iv. Promote close inter-sectoral linkages For example MOE, MGC&SS, MoA, MoF, MOP&ND..

Challenges/Problems

i. Gender neutrality
ii. Lack of gender disaggregated data
iii. Limited budget allocation to renewable energy technologies relative to conventional energy

4: Actions

i. Capacity building on gender responsive policies and programmes and budgets
ii. Build a credible database on gender and energy
iii. Allocate more resources to the development of renewable energy technologies

Stakeholders

Ministries of Gender, Culture and Social Services, Ministry of Finance. Ministry of Energy, Ministry of Planning and National Development, Ministry of Education, Ministry of Health, Ministry of Environment and Natural resources.; Power utilities ; Civil Societies/NGOs; Donor organizations (UNDP, GTZ, DFID, JICA, etc); end users, communities and consumer organizations.

8.6 Recommendations

Based on the information gathered and the focused group discussion at the validation workshop., the following recommendations were made:

1. On Policy Actions:

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

    ii) identify and Influencing policy actions to ensure gender mainstreaming in policy objectives, actions and strategies

2. Gender disaggregated data :

    i) Use of gender tools in planning and data collection,
    ii) Establish data needs,
    iii) establish linkages with relevant institutions on data requirement, timelines and accessibility,
    iv) Regular monitoring and validation of gender disaggregated data.

3. Gender awareness and sensitization:

    i) Organization of awareness campaigns to make gender more visible targeting institution top management to ensure mainstreaming in projects and programmes,
    ii) create partnerships to facilitate awareness and information sharing,

iii) raise the profile of gender through the ministry of energy newsletter and website in order to create awareness,
iv) develop cross issue/sectoral linkages on role of gender and energy on addressing issues like HIV/AIDS, Home economics,
v) improve advocacy skills on gender and energy.

4. Gender structures and mainstreaming in institutions:

i) develop guidelines and briefs for gender roles /mandates,
ii) lobby for gender desks in institutions,

5. Capacity building for gender mainstreaming:

i) at individual and institutional levels

6. Impact assessment:

i) need to understudy the gender related impacts of the projects and programmes,
ii) develop a criteria for impact assessment for all gender groups ,
iii) need to correlate energy end uses and practices to identify existing gaps, and ,
iv) relevant institutions to undertake regular reviews on progress on impacts.

7. Budget and Resources:

i) Utilize gender budgeting tools in energy and other sectors across the planning activities,
ii) mobilize resources including budgetary allocations especially for the more vulnerable gender groups

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