

**GENDER BALANCE AND ENERGY POLICY:
A CASE OF RUKUNGIRI DISTRICT UGANDA**



**A DESSERTATION SUBMITTED TO THE FACULTY OF BUSINESS AND
MANAGEMENT IN PARTIAL FULFILMENT OF THE
REQUIREMENTS FOR THE AWARD OF
A MASTER OF PUBLIC ADMINISTRATION
AND MANAGEMENT DEGREE OF
KAMPALA INTERNATIONAL
UNIVERSITY**

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NOVEMBER 2011

DECLARATION

I, Tunpmmureba c, do declare that this dissertation is my original work except where otherwise acknowledged. It has not been presented for publication anywhere, or for any award in any University, college or institution.

Signed: 

Date: 22/9/2011

Approval

This dissertation has been submitted for examination with my approval as the Supervisor.

Signed: 

Date: 22nd. 09. 2011

Name of Supervisor

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DEDICATION

This work is dedicated to my wife NyeiteraEvas, my son Abaasa Alvin and to my daughter Valentine Sherrod.

ACKNOWLEDGEMENT

Firstly, I want to thank the Almighty God who enabled me to bring this work to its completion. Special thanks and gratitude are owed to all whose concerted effort has helped me to refine and condense this work into its final form. I am particularly grateful to all my informants who helped me to obtain the necessary information for this work.

Sincerest thanks and gratitude are due to all my friends for the financial assistance that enabled me to pursue a master's degree in Public administration and Management to which this work is a partial fulfillment. I am sincerely thankful to Mr.OketchChrisostome, who significantly broadened my research skill and ability to come up with this work. I tremendously benefited from his philosophical acumen and guidance. Much of what appears in this report is a result of my discussion with him.

I express my indebtedness to Nyakibale Hospital Management and the whole community of Nyakibale Hospital for the support they accorded to me during this course and report in particular. Their wholehearted assistance has helped me to bring this work to fruition. Sincere vote of thanks goes to Messrs:Mwesigye Elias, Tushemereirwe Sarah, Katusiime Ambrose all of who helped me in gathering and refining data for this report. Their contributions had a far reaching impact on this work. I consider it an honor and a pleasure to feel confident that this work will help policy makers, academicians, human resource managers and service providers in the ministry of energy and mineral development to gain a better understanding of the role of gender in achieving a gender balanced energy policy to be able to redirect, modify and adjust energy and gender policies accordingly.

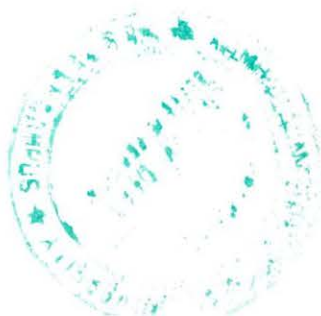
TABLE OF CONTENTS

DECLARATION	i
APPROVAL	i
DEDICATION.....	ii
ACKNOWLEDGEMENT	iii
LIST OF FIGURES	viii
LIST OF TABLE	ix
LIST OF ACRONYMS	x
LIST OF APPENDICES.....	xi
OPERATIONAL DEFINITION OF TERMS	xii
ABSTRACT.....	xiv
CHAPTER ONE	1
INTRODUCTION	1
1.1.1 Historical Perspective.....	1
1.1.2 Theoretical Perspective	1
1.1.3 Contextual Perspective.....	3
1.2 STATEMENT OF THE PROBLEM	4
1.3 PURPOSE OF STUDY.....	5
1.4 OBJECTIVES OF THE STUDY	5
1.5 RESEARCH QUESTIONS.....	6
1.6 SIGNIFICANCE OF STUDY.....	6
CHAPTER TWO:.....	7
REVIEW OF RELATED LITERATURE.....	7
2.0 INTRODUCTION.....	7
2.1 CHARACTERISTICS OF A GENDER BALANCED ENERGY POLICY.....	7

2.1.1 The Conceptual Review of Gender	7
2.1.2 Gender Balance	9
2.1.3 Gender Mainstreaming	11
2.1.4 Gender and Energy Policy	13
2.1.5 THE INTEGRATED ENERGY PLANNING APPROACH	13
2.1.6 Gender and Energy Policy	16
2.1.7 Gender-Angle of Energy Policy	18
2.1.8 Gender Blindness Policies in the Energy Sector	21
2.2 GENDER BALANCE AND ENERGY POLICY	22
2.3 CONDITIONS FOR A GENDER-BALANCED ENERGY POLICY	26
2.3.1 The underlying principles for ensuring a gender balanced Energy Policy	26
2.3.2 Gender Needs	27
2.4 DEVELOPMENTS IN UGANDA GEARED TOWARDS A GENDER BALANCED ENERGY AND CONDITIONS FOR REALIZING SUCH A POLICY IN UGANDA	35
2.4.1 Gender in Uganda	35
2.4.2 Energy in Uganda	35
2.4.3 Gender and Energy in Uganda	37
2.5 CONDITIONS FOR A GENDER BALANCED ENERGY POLICY	39
2.5.1 Participatory Framework	39
2.5.2 Methodological Framework	40
2.5.3 Legal Framework	42
2.5.4 Political framework	44
2.5.5 Institutional Framework	46
2.5.6 Financial Framework	48
CHAPTER THREE:	50

RESEARCH METHODOLOGY:	50
3.0 INTRODUCTION:	50
3.1 RESEARCH DESIGN:	50
3.2 STUDY POPULATION	50
3.3 SAMPLE SELECTION PROCEDURE:	51
3.4SAMPLE SIZE:	51
3.5 DATA COLLECTION METHODS:	52
3.6 RESEARCH INSTRUMENTS.....	52
3.7 VALIDITY AND RELIABILITY OF INSTRUMENTS:.....	53
3.8 DATA ANALYSIS:.....	54
3.9 STUDY LIMITATIONS:.....	54
CHAPTER FOUR:	55
DATA PRESENTATION, ANALYSIS AND INTERPRETATION	55
4.0 INTRODUCTION	55
4.1 DEMOGRAPHIC CHARACTERISTICS OF RESPONDENTS.....	55
4.2 CHARACTERISTICS OF A GENDER BALANCED ENERGY POLICY.....	56
4.3 CONDITIONS UNDER WHICH A GENDER BALANCED ENERGY POLICY CAN BE ACHIEVED	59
4.4 CURRENT DEVELOPMENTS GEARED TOWARDS A GENDER BALANCED ENERGY POLICY IN UGANDA.....	60
4.5 CONDITIONS FOR REALIZATION OF A GENDER BALANCED ENERGY POLICY IN UGANDA	62
CHAPTER FIVE	66
SUMMARY, CONCLUSION AND RECOMMENDATIONS.....	66
5.0 SUMMARY	66
5.1 CONCLUSION.....	67

5.2	RECOMMENDATIONS	68
5.2.1	THE CHARACTERISTICS OF A GENDER-BALANCED ENERGY POLICY	68
5.2.2	THE CONDITIONS FOR REALIZING A GENDER-BALANCED ENERGY POLICY	70
5.2.3	DEVELOPMENTS IN UGANDA GEARED TOWARDS A GENDER BALANCED ENERGY POLICY AND CONDITIONS FOR SUCH A REALIZATION	73
5.3	AREAS FOR FURTHER RESEARCH	73
	BIBLIOGRAPHY	75



LIST OF FIGURES

Figure 2.1: Process to ensure gender balance in Energy Policy	25
Figure 2.2: The development of the Ministry of Gender, Labour and Social Development and labour policy	47

LIST OF TABLES

Table 2.1: Practical and Strategic Gender Needs	27
Table 2.2: Percentage distribution of households by type of fuel mainly used for cooking by residence	36
Table 4.1: Demographic characteristics of respondents	55
Table 4.2: Views of respondents' on characteristics of a gender-balanced energy policy	56
Table 4.3: Respondents' views on achieving a gender balanced energy policy	59
Table 4.4: Current developments in Uganda geared towards realizing a gender balanced Energy Policy as analysed from respondents' views.	60
Table 4.5: What needs to be done in Uganda to achieve a gender balanced energy policy?	62



LIST OF ACRONYMS

CBO	Civil Society Based Organization
CEDAW	Convention on the Elimination of all forms of Discrimination against Women
EADI	European Association of Development Research and Training Institutes
EAETDN	East African Energy Technology Development Network
ENERGIA	International Network for Gender and Sustainable Energy
GAD	Gender-and-Development method
IEA	International Energy Agency
IEP	Integrated Energy Planning
NGO	Non-Governmental Organisation
NRM	National Resistance Movement
PAEP	Poverty Eradication Action Plan in Uganda
PGN	Practical Gender Needs
SGN	Strategic Gender Needs
UN	United Nations
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
WID	Women-in-development
PNFP	Private-not-for Profit Organisations

LIST OF APPENDICES

APPENDIX 1: QUESTIONNAIRE:	81
APPENDIX 2: INTERVIEW GUIDE:.....	87
APPENDIX 3: TABLE FOR TESTING RELIABILITY	88
APPENDIX 4: VISITED ORGANIZATIONS	90



OPERATIONAL DEFINITION OF TERMS

Energy services	Energy services include lighting, cooking, heating and cooling, pumping water sterilisation, refrigeration, transportation, communication and power for productive purposes
Gender	Gender refers to a system of socially defined roles, privileges, attributes and relationships between women and men, which are not determined by biology, but by social, cultural, political and economic forces.
Gender balance	Gender balance is the ability to understand gender differences and balance interventions, plans, teams and others to reflect the equality in access and control of resources by men and women.
Gender balanced energy policy	This is a policy, which takes into account the social relations of women and men as well as differences in their needs, as opposed to a policy specifically for women or men.
Gender inequality	These are biases against men or women determined by their gender, such that women's and men's participation in different social, political and economic sectors, and in development in general lead to unequal outcomes and benefits
Gender gaps	Gender gaps are statistical and practical indicators of the differences in access to resources and to social and economic benefits for men and women
Gender imbalance	Unequal distribution of women's and men's access to and control of resources, services and benefits, and their participation in production and social reproduction
Gender-mainstreaming	process to realize gender awareness within an organization and/or its policies, programmes and projects

Stakeholder

Actor participating in the development process



ABSTRACT

The topic of research was gender balance and energy policy; a case of Rukungiri district-Uganda. The main objective of this study was to establish the relationship between gender balance and energy policy with particular attention to masculinity issues so as to contribute to the formulation of a policy that takes into account gender issues of sensitive nature.

The researcher did not want to lose strategic focus of research objectives and thus formulated research questions to guide in realization of his objectives as follows: what are the characteristics of a gender balanced energy policy and what conditions enable the integration of gender in a national energy policy? To find answers to the research questions, a literature study was carried out, which also provided theoretical background information on gender mainstreaming and on energy policy. The researcher also developed and administered a survey to 96 respondents to collect qualitative data.

Five characteristics of a gender balanced energy policy were identified. They include: gender-mainstreaming, participation, recognition of women's role in the energy provision and use and their energy needs, an integrated energy planning (IEP) approach, and a gender-disaggregated data on male and female energy use.

Six conditions were identified to realize a gender balanced energy policy and these were analyzed to determine whether these conditions were achieved in Uganda. These were: participatory framework, methodological framework, and legal framework, establishment of a political framework, an institutional framework and a financial framework.

By way of recommendation, the process towards a gender balanced energy policy should therefore start with the conditions for realizing it and fulfilling these conditions creates an enabling background for gender-mainstreaming. Then the process moves on towards the characteristics of a gender balanced energy policy that needs to be taken into consideration when integrating gender into energy policy. To overcome gender imbalance among other things, energy policy-makers should try to mainstream gender issues. A gender balanced energy policy should therefore ensure that the energy needs and energy concerns of both men and women are considered. Besides some exceptions, women are generally under-represented at the decision-



making level in the energy sector and are rarely consulted regarding energy projects. The government needs to focus on the demand-side of the energy sector. A gender balanced energy policy should furthermore recognize women's role in the energy provision and use and their energy needs. Women fulfil a triple role in society; namely; a productive, reproductive and a community role. They have energy needs according to those roles, like cooking, energy for income generating activities, lighting, and many others. These should be considered during energy policy formulation.

CHAPTER ONE

INTRODUCTION

1.1.1 Historical Perspective

Gender and Energy are at the centre of human survival. Just like Gender, Energy is central to current concerns about sustainable human development. Annecke (1999), points out that, at the local and national levels a reliable energy supply is recognised as being essential to economic stability and growth, jobs and improved living standards. Nevertheless, according to statistics of the World Bank (2000: 2), approximately 2 billion people in the world still lack access to basic energy services.¹ The need and demand for energy services in Uganda continue to increase dramatically. As a reaction to that, new policies and projects to provide energy services in developing countries should be developed. By developing these policies, it is important to be aware of another concern of the sustainable development-discourse; gender. Energy is not gender-neutral. Skutsch (1998: 946-947) emphasises that a focus on gender and not specifically confined to women is important, because 'gender and energy' implies that it is not only a women's issue, but a concern for the whole society and that the social relations between men and women, and the expectations and roles of both men and women as regard to energy, need to be taken into account.

Tripp gives as a possible reason that women mostly marry men from another clan. They will then become a member from the husband's clan, but will always be an outsider to that clan, because they were not born in that clan. In urban areas, the inter-marriages will even be more because the cities are gathering-places for people from all kind of clans, religions and identities. So the women's organizations need to work across patriarchal ties to influence the political agenda effectively.

¹ According to Annecke (1999), energy services include lightening, cooking, heating and cooling, pumping water sterilisation, refrigeration, transportation, communication and power for productive purposes. The delivery of these services begins with the collection of primary energy, which is converted into a form suitable for the user.

1.1.2 Theoretical Perspective

In linking gender balance and energy policy, this research employs Frame theory as advanced by both Verloo (2004) and Ferree (2004). Verloo and Ferree use the Frame theory to capture variations in the relationship between gender equality projects and the mainstream. Originating in the work of Goffman, and influentially articulated by Snow et al (1986), frame theory has become a key influence in the theorization of social movements in general (dellaPorta and Diani 1999; Diani 1996); and gender mainstreaming in particular (Pollack and Hafner-Burton 2000). Frame theory provides a fluid vocabulary to engage with the contestations over and shifts in meaning that are key to the understanding of social movements and related civil society activities. Two terms in particular have been much used, those of 'frame extension' and 'frame bridging', which capture some of the ways in which social movements either modify and extend the dominant frame so as to include their own projects or find a way to link or bridge their project to the dominant frame. Ferree (2004) and Verloo (2004) are critical of some features of frame theory, in particular, that it does not carefully enough distinguish among the available discursive structures and resources, the actors' strategic choices in this context, and the outcomes attained. As they develop it in their work, they include national structures of opportunity as well as the voices and activities of a range of actors as they re-work frames in complex ways. Further, Ferree (2004) links frame theory with comparative institutional histories so as to provide greater depth to the account of the resources on which feminist social movements draw.

A further issue in assessing the outcome of gender mainstreaming lies in how 'success' is to be defined. Gamson (1975) and the RNGS methodology (Mazur 2002; Stetson and Mazur 1995) suggest that it is important to differentiate between the inclusion of the policy goals and the inclusion of the actors. In most of the analysis here, however, the interest lies in the policy goals, rather than what happens to the specific actors (this distinction is most tenable if 'gender equality' as a policy goal can be separated from 'women' as actors in a supposedly representative democracy). The outcome, then, depends on the specific understanding of the goal, in particular on the particular model of gender equality held by those seeking to mainstream gender, of which there are several possibilities.



is important to be able to capture the continuously evolving nature of the interaction between feminist and mainstream conceptions. The conceptualisation developed by complexity theorists, of such processes being ones between 'complex adaptive systems' that are 'co-evolving' within 'changing fitness landscapes' captures these dynamics more adequately than simple one-way conceptions of 'impact' (Kauffman 1995; Mitleton-Kelly 2001; Walby 2004b). This complexity theory informed approach goes beyond the more static concepts of agenda setting and integration, which tend to imply more stability in the alternative projects of gender equality and the mainstream.

1.1.3 Contextual Perspective

The study was conducted in Rukungiri District in the ten sub-counties of Buyanja, Kebisoni, Nyamayenje, Nyakishenyi, Buhunga, Ruhinda, Nyakagyeme, Bugangari and Bwambara as well as Rukungiri district headquarters. The study targeted policy makers that have particular attachment/relationship with Ministries of Gender, Labour and Mineral Development and the Ministry of Energy and Mineral Development. Ninety six respondents were presented with self-administered questionnaires to collect qualitative data which was later presented and analysed.

Men and women have different levels of access to different energy sources. Changes in the availability of energy, due to policy interventions, have different impacts on men and women. Therefore, gender needs to be taken into account when developing energy policy. Governments should try to integrate gender into their energy policy. This is however not the case; current energy policy can be considered to be gender blind. In order to have a gender balanced energy policy, the following questions have to be correctly answered: for example; what are the characteristics of such a policy? What makes an energy policy gender balanced? Is the government aware of the gender-aspects of energy and is it willing subsequently to have a gender balanced energy policy? Besides the political will, are there other conditions that need to be fulfilled for realising a gender balanced energy policy?

A critical scrutiny of the energy policy for Uganda (2002) evidently shows that there is not much knowledge on gender mainstreaming in energy policy to answer the questions above. In Uganda

for example, there is Ministry of energy and mineral development. This Ministry's departments are headed by both men and women. However, having women in decision-making positions does not imply that an energy policy will be gender balanced. This is because there are gender-sensitive men and gender-blind women. Since gender is about the relationship between men and women, the men should be involved as well. They should be trained about gender-issues and how gender-mainstreaming can be applied in an energy policy. Furthermore, a gender balanced energy policy should look at the impact of energy and the relation between men and women and not at women's issues only.

Uganda enacted its energy policy in 2002. Looking at this energy policy, a substantial part of the investment in the sector goes to electrification. According to Uganda Bureau of Statistics, Ministry of Gender, Labour and Social Development (2000), about 12 per cent of the Uganda's population of over 30 million people has access to grid-based electricity. However, electricity does not provide the cheapest solution to the main concern of rural women's energy needs: cooking. This implies an imbalance in the investment in the energy sector, which has its roots in energy policy. Unfortunately Uganda's energy policy does not majorly provide an opportunity to integrate gender-issues in the energy policy, especially since the Uganda government enacted a National Gender Policy in 2007. This National Gender Policy as an integral part of National Development Policy complements all sectoral policies and programmes in Uganda.

1.2 STATEMENT OF THE PROBLEM

The United Nations' Decade for Women (1976-1985) played a crucial role in highlighting the important but often previously invisible role of women in the social and economic development of Third World countries and communities Moser (1993). Since the 1970s, several development projects were designed with only women as target-groups (known as the women-in-development or WID approach), but in line with many others, Moser recognised a shift to a gender-focus since the 1990s. This shift is a positive development, because women were perceived in terms of their 'sex'-namely their biological differences from men-rather than in terms of their 'gender'-that is, the social relationship between men and women. By using the term 'gender' it is possible to acknowledge women's triple role, namely reproductive, productive and community roles. The

need to be aware of gender is nowadays recognised by the different actors involved in developing co-operation as a necessary condition for sustainable development. To plan development projects in a gender sensitive way is today a requirement for governments and donor-agencies, like the UN agencies and the World Bank and this necessitates a gender balanced energy policy.

Despite the efforts of Uganda government to ensure gender balance in the various policies close study of the current national energy policy reveals that there is still not a clear idea of what a gender-balanced energy policy is about and how to achieve this energy policy. Kakande and Sengendo. (2001). There is not much knowledge on what its main characteristics are and the conditions under which such a policy can be achieved. This is a critical issue that merits scientific investigation in order to provide a basis for integrating gender into energy policy.

1.3 PURPOSE OF STUDY

Both gender and energy are cross cutting issues and affect the public well-being in many aspects. Good public policies that address gender and energy concerns are therefore essential for sustainable development. It is hoped that this research will contribute to the formulation of a gender balanced energy policy, which could help to overcome problems associated with gender-inequality in national energy policy. This has been done by identifying and describing the main characteristics of a gender balanced energy policy and analysing the conditions under which such a policy can be realised and proposing practical ways for realizing a gender balanced energy policy.

1.4 OBJECTIVES OF THE STUDY

The researcher aimed at achieving the following specific objectives:

1. To establish the characteristics of a gender balanced energy policy
2. To determine under which conditions a gender balanced energy policy can be achieved
3. To examine the developments in Uganda that are geared towards a gender balanced energy policy and determine conditions necessary for Uganda to realize a gender balanced energy policy.



1.5 RESEARCH QUESTIONS

1. What are characteristics of a gender balanced energy policy?
2. Under which conditions can a gender balanced energy policy be achieved?
3. What are the developments in Uganda geared towards a gender balanced energy policy and what conditions are necessary for this realisation?

1.6 SIGNIFICANCE OF STUDY

This research will help the government in the formulation of a gender balanced energy policy that will help to overcome problems associated with gender in the energy sector and thus bring about sustainable development.

The study will help the Ministry of Gender Labour and Social development in realizing the potential gender needs in respect of energy use and to formulate a favorable policy that addresses both practical and strategic gender needs for development.

The study will also help the Ministry of Energy and mineral development for proper energy planning, control and distribution which can help to overcome imbalances in energy sector which is one of the causes of underdevelopment.

The study will help academicians, as well as future researchers to gain deeper understanding on how to realize gender mainstreaming in the area of energy policy.

It will help the civil society and development organizations to work towards eliminating obstacles that cause gender imbalances in the energy sector and this will contribute sustainable development.

CHAPTER TWO: REVIEW OF RELATED LITERATURE

2.0 INTRODUCTION

This chapter presents the variables in the context of objectives of this work in relationship with what other scholars have found out. The variables are clearly defined; a knowledge gap in literature with reference to this work is isolated, which gives this work conclusive findings.

2.1 CHARACTERISTICS OF A GENDER BALANCED ENERGY POLICY

2.1.1 The Conceptual Review of Gender

The conceptualization correlates with the first research question: What are the characteristics of a gender balanced energy policy? To identify the characteristics of a gender balanced energy policy, the concepts need to be defined first. The main characteristic of gender balanced energy policy is the fact that it is a policy, focused on energy and that this energy policy needs to take into account critical understanding of needs, interventions, plans and roles and responsibilities, values and customs of both men and women (be gender balanced). Therefore the concept of gender is defined and the relation between gender and policy is explained. After that, energy policy and a gender balanced energy policy are described and the following questions are answered; what makes an energy policy gender balanced and why is it that current Ugandan energy policy can be considered to be gender-blind?

There are many definitions of the concept of 'gender' in the literature. The common view on 'gender' makes a distinction between three roles; the reproductive, the productive and the community role. When somebody is born, nature determines whether it is a boy or girl. This reproductive role is given by nature and is difficult to change. However, society and nature determine much of the social role (the productive and community role) of an individual. Within a society, there are values and norms how men and women should behave. From the earliest stages of life, individuals are socialised through identification with specific characteristics associated with being male or female. Gender roles are an integral part of social identity and belonging. They influence not only the division of labour, but also access to and control over resources and their ability to address them. They determine power relations and from the different gender roles different needs are arisen. Mubarak (1998: 2) summarized this by defining the concept of

gender as a system of socially defined roles, privileges, attributes and relationships between women and men, which are not determined by biology, but by social, cultural, political and economic expectations. This definition implies that since the concept of gender is socially defined, the concept is transitory; how gender can be defined changes with time and is culture specific.

The concept of gender adds a dimension to several issues, like gender issues, gender imbalance, gender discrimination and gender gaps. In the literature several definitions of these concepts are given.² Based on these definitions, the following description of the different concepts are used in this paper; Gender issues are issues that arise from the fact that society makes a distinction between what women and men can and cannot do, and what they can and cannot have. These historical, social and cultural distinctions, together with biological differentiation give rise to gender issues and concerns. Gender imbalance occurs when women's and men's access to and control of resources, development services and benefits, and their participation in production and social reproduction are not equitably distributed. The main cause for gender imbalance is gender discrimination. Gender discrimination occurs conscious and unconscious where there are biases against men or women, such that women's and men's participation in different social, political and economic sectors, and in development in general are determined by their gender. Gender discrimination and gender imbalance result in gender gaps, which are the statistical and practical indicators of the differences in access to resources and to social and economic benefits for men and women.

The concept of gender however, cannot be used without taking into consideration the following limitations of the concept. Kathy Davis (1991: 5-6) notices that the stratification and complexity of the concept of gender limits the use of gender as a theoretical category. She offers two explanations: First, gender is a descriptive instead of an explanatory concept. It is possible to describe and predict gender roles, but it is difficult to explain the concept of development, because women were perceived in terms of their 'sex'; that is their biological differences from men-rather than in terms of their 'gender'-that is, the social relationship between men and women. By using the term 'gender' it is possible to acknowledge women's triple role, namely,

² For example, Caroline Moser, Mubarak, May Sengendo, UNDP publications

reproductive, productive and community roles. The need to be aware of gender is nowadays recognised by the different actors involved in developing co-operation as a necessary condition for sustainable development. To plan development projects in a gender sensitive way is today a requirement for governments and donor-agencies, like the UN agencies and the World Bank.

It is possible to describe and predict gender roles, but they are difficult to explain. The concept of gender does not give explanations of the dynamics of gender relations. Furthermore, the gender concept seems to imply that relations between the sexes are in some way specific or different from other relations between subordinate and dominant groups (e.g. social class, ethnic background). Since the structured forms of domination are constantly changing, asymmetric power relations are difficult to take apart as the only source of causality. These are useful remarks to take into consideration when using the gender-concept in a theoretical way. However, since Davis wrote the publication in 1991, much has changed and the theoretical knowledge on gender has been increased with a close examination of power relations and the origin of gender-relations and roles.

Another point to take into consideration when using the concept of gender is that gender is a dynamic concept; it is a universal concept but the expressions are unique, differing from place to place and across time. Since gender relationships are social constructions, they vary according to divergent political, social, cultural and economic conditions and history. Gender is cultural and social determined and as such conceptual related to other identities like race, ethnicity and religion. Perceptions of what the definition of identity is vary between culture and time. This means that varying cultural perceptions of identity represent the different understanding of differences. So the question is whether a Western definition can be applied to African societies. As an answer to that question, Tripp (2000) argues for conceptualisation and situation of western feminist discourses of differences in a broader comparative and historical perspective.

2.1.2 Gender Balance

Lack of clear policy guidelines is a major challenge of the women's movement is the translation of its goals and objectives into public policy. As Bonaparth (1982), describes, in the 1970's the women's movement in the North realised that public policy was a good way to achieve their

goals, because the government has the resources and authority to change behaviour and attitudes. Furthermore, to overcome gender gaps, gender issues need to be integrated into policies, which bring about gender balance. A gender-balanced policy can be defined as a policy, which takes into account the social relations of women and men as well as differences in their needs, as opposed to a policy specifically for women or men. Gender balance can be defined as a means to empower previously under-represented women in roles that were largely dominated by males. This does not necessarily mean that, for every project team, or committee formed, one must have equal number of men and women. Or that those roles that were held traditionally held by men can now be balanced out by also being shared by women. It only means non-discriminatory actions, interventions and realization of gender demands as well as elimination of bias against gender. There is a problem concerning gender in energy in Uganda; lack of gender consciousness and focused policy makers and their inability to relate gender to energy sector. By realising gender mainstreaming, energy policy makers could become more gender conscious and more deeply relate their knowledge on gender balance in energy sector.

Longwe (1998) identifies three essential elements in gender balance: The first one is the recognition that women have different and special needs. Second, that they are a disadvantaged group, relative to men, in terms of their level of welfare and access to and control over the factors of production. Thirdly, that women's development entails working towards increased equality and empowerment for women, relative to men. She adds that if the central issue in women's development is equality with men, then there is a need to spell out the different forms and levels of equality that constitute development. Longwe identifies the following five levels of equality; welfare, access, conscientisation, participation and control.

The level of welfare is about the material welfare of women, relative to men, in such matters as sufficient energy supply. Access contains equal access to energy services between men and women. conscientisation is the understanding of the difference between sex roles and gender roles and that the latter are cultural determined and can be changed. Participation is about women's and men's equal participation in the decision making process, policy making, planning and administration. The highest level of gender equality is control, that is, utilisation of



participation of women and men in decision-making process through conscientisation and mobilisation, to achieve equality of control over energy services.

Longwe suggests that these levels of equality are in hierarchical relationship, so that equality of control is more important for women's development than equality of welfare. It is also suggested that the higher levels of equality are automatically higher levels of development and empowerment. According to Longwe, any social situation becomes a women's issue when one of the above five levels of equality is called into question; it becomes a more serious issue when it is concerned with the higher levels, and a more basic issue when it is concerned with the lower levels.

2.1.3 Gender Mainstreaming

Mainstreaming gender issues is a process to realise gender balance within an organization and/or its policies, programmes and projects. Gender mainstreaming is a strategy that can be undertaken through different methods, approaches and use of tools. Like the concept of gender, gender-mainstreaming has been defined in different ways by various actors. Kakande and Sengendo (2001: 9) are giving a broad definition of gender mainstreaming by defining it as a strategy to ensure that all gender issues in development policies, programmes and projects are identified and addressed, irrespective of the sector type of project, and at all stages from planning and implementation, to monitoring and evaluation, depending on the user. The term gender mainstreaming is usually used to mean addressing gender inequalities in all aspects of development across all sectors and programmes. Mainstreaming is not the same as 'male streaming', which implies that women's development is simply about ensuring that women's position is improved within the existing frameworks, which are dominated by men. Organisations working at the community level mostly use a definition of gender mainstreaming, which state that mainstreaming is a way of working; it is about how gender analysis is put into what an organization does.

Because gender-mainstreaming is a development strategy that focuses on gender relations and development issues, another name used for this approach is Gender-and-Development (GAD). It has a holistic perspective by including both men and women. The GAD approach aims to analyse

unequal power relations and seeks to transform that to equal relations between men and women. According to Lozano et al (1995) GAD allows consideration of economic and political relations, and emphasises empowerment, which is based on satisfaction of all human needs; social, psychological and material. Some organizations are combining GAD and Women-in-Development (WID). This makes it possible to gender-mainstream a policy, programme or project and it also allows designing projects for women only. A WID approach can be necessary to help women to overcome the gender inequality between men and women. To use the GAD and WID approaches simultaneously can sometimes be confusing since they are very distinct. The simultaneous use of both approaches is however mostly unconsciousness. What happens a lot in practice, that organizations claim to use a GAD approach, but in fact they are working with a WID approach. In those cases, it is important to be aware of the differences between the two so that gender policies can be examined if a WID or a GAD approach was used as a reference point.

During the United Nations Decade for Women (1976-1985), there was an incentive to stimulate the integration of women into development, a strategy that became known as 'women in development' or WID. Jo Beall (1998) criticized in line with many others, the WID approach as being primarily concerned with access and inclusion of women in the existing development process, without challenging that process itself. The Gender and Development (GAD) approach, by contrast, is concerned with making development co-operation more gender balanced and constituted a potential challenge to the process of development itself. The shift from the goal of 'integrating' women into development to one of 'mainstreaming' gender in development was particularly pursued by international agencies. Whereas previously they had funded and implemented women's projects, they now saw themselves as catalysts for advancing gender balance in development co-operation, both within their own organizations and among their development partners. Mainstreaming included ensuring that women had more influence in determining the overall goals, policies and strategies of development. The mainstreaming approach is central to the Platform for Action adopted at the 1995 Fourth World Conference on Women, which called for the promotion of a 'policy mainstreaming'.

2.1.4 Gender and Energy Policy

Max Planck; (lived between 1858-1947) a German physicist whose explanation of blackbody radiation in the context of quantized energy emissions initiated quantum theory, defined Energy as, a system's capacity to produce external activity. If considered in a purely physical sense, energy appears as mechanical energy (potential energy, kinetic energy), thermal energy (internal energy, enthalpy), chemical bond energy, electrical energy, and electromagnetic radiation energy. For purposes of this research energy has been considered in a physical and economic sense. Energy has thus been defined as a means, as a product or as a production factor. Energy appears in many different forms. A distinction can be made between primary and secondary energy sources. Primary energy sources are fuels (solid, liquid, gaseous), hydropower and all other forms of energy (solar, nuclear, biomass, wind, ocean/wave, geothermal). The main secondary energy forms are electrical energy and heat. Other distinctions appearing in the technical literature are between 'flux energies' (renewable energy sources) and 'stock energies' (non-renewable energy sources).

In some literature, for example, Kleinpeter (1995: 6-7), words like 'soft energies' and 'hard energies', 'conventional or traditional energies' and 'new energies' are used. But these words are difficult to use because of their ambiguity. Even the expression 'renewable' is ambiguous, since a distinction needs to be made between continually renewable (permanent flux), renewable in short cycles or time periods (for example, energy for biomass or wood), 'partially' renewable (e.g. geothermal) or 'totally' renewable.

2.1.5 THE INTEGRATED ENERGY PLANNING APPROACH

To provide energy services to the people, governments need to plan their energy provision to respond to the energy demand and to react on the shortage or surplus of energy supply. There are several approaches towards energy planning, of which the integrated energy planning (IEP) is one. In the 1980s the concept of integrated energy planning (IEP) was widely discussed. How to define IEP is not unambiguous. Codoni, Rene et al., (1992) define IEP as the analysis of energy demand and supply within an integrated framework.³ For Hosier (1995) it is the process whereby

³Codoni, René, 'Theory and Practice in Integrated Energy Planning; Case Examples in Asia', in; Eberhard, Anton & Theron, Paul, 1992, pp.44-52

the physical energy needs of all sectors of the economy are planned in coherence.⁴ Links between the energy sector and the macro-economy are considered as well as links between energy sub-sectors. While much of energy planning and policy analysis still focuses on individual supply sectors (electricity in particular), many now accept that energy planning should start with an analysis of energy end-use demand. Therefore in integrated energy planning, unlike the traditional approach, demand is no longer seen as a market-driven obligation determining energy supply planning, with prices as the only mechanism of adjustment. Planning is integrated across sectors and can include a wider range of policy measures to achieve desirable goals. Energy end-use analysis becomes central in IEP. It involves an investigation into what people are using and why, as well as an analysis of their needs.

Eberhard (1992) argues that since energy is an input to all production sectors and adequate energy supplies are an essential precondition for economic development, decisions affecting energy will thus affect other areas of the economy. Energy is also an essential component of consumption and is vital to people's material wellbeing. Improving equity in access, as well as planning for sufficient and affordable energy supplies for households, transport and other services, is corresponding with meeting basic needs and social development. Furthermore, with increased disruptions and uncertainties in energy supply and with rising fuel prices, supply-side planning in individual energy sub-sectors is no longer adequate. End-uses of energy have to be analysed and energy planning must encompass demand management and fuel-switching within and across economic sectors in order to maximise economic and energy efficiency as well as to enhance international competitiveness. Besides, many energy supply projects require very large investments, and sectoral decisions can have a major impact on key macro-economic variables for many years ahead. Energy imports can also consume a large portion of available foreign exchange, and policies, which promote the conservation or development of indigenous supply options, can have far-reaching economic implications.

Finally, major environmental costs of energy production and use, such as acid rain, global warming and deforestation, are currently not adequately accounted for within individual energy

⁴ Hosier, Richard, 'Translating Energy Planning and Research into Practice; a Reflection on ten years of African efforts', in; Eberhard, Anton & Theron, Paul, 1992, pp.78-91

sub-sectors and have to be incorporated as externalities in the integrated energy planning process.⁵

Unplanned disjunctions in energy prices and supply could undermine the achievement of socio-economic objectives such as meeting the basic needs of consumers and providing development opportunities. Uganda in particular, faces the situation of an ever-increasing foreign exchange burden in petroleum imports, and increasing wood fuel scarcities. As a result, fuel prices are increasing and especially poor people will face difficulties in fulfilling their energy needs. This so-called 'fuel famine' for the poor is a serious problem; when people do not have sufficient energy, boiling water for purification, cooking food, heating and lighting will be impossible. To integrate the demand-side in energy planning, fuel famine could be prevented or at least adequately managed. A good approach to manage such problems could be therefore the integrated energy planning approach.

In the publication of Eberhard and Theron (1993), the contributors identified many obstacles to the implementation of IEP. For example, in many developing countries there are only few linkages between energy sub-sectors, and few possibilities for substitution; many rural fuelwood and biomass users, for example, do not have access to either electricity or gas. Another obstacle is that there are also limits to energy planning. Much of the decision-making in the energy sector is beyond the realistic control of government. Private companies (like oil companies or solar panel companies) own a part of the energy supply of a country and they determine the supply and a part of the price of these energy sources.⁶ Also external pressures have constrained efforts to implement IEP. The structural adjustment programmes imposed on many developing countries by the International Monetary Fund and World Bank has undermined state energy planning. Furthermore IEP is likely to be more successful if greater attention is given to understanding the institutional and political context of energy planning and to responding to the critical shortage of adequately trained personnel. Planning goals also need to be financially and institutionally sustainable.

⁵Eberhard, Anton, 'Integrated Energy Planning; a Methodology', in; Eberhard, Anton & Theron, Paul, 1992, pp.11-

⁶ governments also influence price through taxation subsidies

Makan (1995) adds to the objections mentioned above, some other shortcomings, especially concerning gender-awareness within the IEP. At a general level, IEP has elements of the basic needs approach to development. However, the basic needs approach has been disparaged because it fails to address unequal power and gender relations within the household, while this is the main characteristic of gender-awareness. Another shortcoming of IEP is in the methodology. By focusing on understanding and representing the end-user, the IEP methodology fails to go beyond the household to define who the end-user is. The end-user is according to IEP a gender-neutral category by assuming that women's and men's energy needs and interests are synonymous. However, this is not the case. Not only within the household but also in the whole society, women and men have different roles and according to that different energy needs.

The integrated energy planning approach as described above has been chosen as a starting point for analysing energy policy in this research, because Uganda used the IEP as background for the formulation of the energy policy, what is also reflected in the energy policy document. The main characteristic of IEP is a demand-driven approach towards energy planning. That gives an opportunity to react on women's energy needs in energy policy. Also the fact that IEP recognizes that energy is linked with other sectors of economy and society is an opening for integrating social aspects (like gender) in the energy planning process.

2.1.6 Gender and Energy Policy

In the past, energy policy planning was focusing at 'people' or users in general. Makan (1995: page 184) criticised this for disregarding the fact that men and women have different roles, different access and control over resources in the household, community and society in general and as a result have different energy needs, interests and responsibilities on the basis of gender. Wendy Annecke (1999) adds that power relations, vested in a variety of social constructions including gender, differentiate access from energy. This implies that between men and women, the distribution of and the power over energy is not equal. Men are in general the decision-makers, planners and producers of energy services.

To Annecke (2001), women have little control over and negotiating power within national energy policy, in relation to pricing, production or convenience of the energy services they



require. Mostly men, who traditionally work in the public sphere, make the decisions in the national energy sector. The women working at this level are mainly holding low-status positions as administrators and secretaries without any decision-making power and only a few have a technical background. However, some examples can be found of women occupying senior places in the energy sector.⁷ Nevertheless, in general energy policy at the policy-making level seems to be a man's world, where at the household-level, women are the primary users and suppliers of energy.

In Uganda, just like in other developing countries, there is hardly any electricity and other energy services available and especially poor women are facing difficulties in satisfying their energy needs (70% of the approximately 1.3 billion people living in poverty are women).⁸ Particularly, as Cecelski (1995) explains, the gathering and using of fuel for cooking is causing tremendous problems for women. Women cook on open fires by burning dung, wood or other biomass. The collection and transport of fuel represents a labour-intensive and time-consuming task undertaken mainly by women and children. The health impacts on women by using wood fuel can be, according to Cecelski's study, enormous; burning from open fire, lung diseases caused by smoke and indoor air pollution, neck and back injuries caused by the transportation of heavy wood loads and consequently ill health of the population

Since women are supposed to manage households, some energy analysts are content to include their needs in the household sector. However, Parikh (1995) argues that it is a wrong assumption, that household energy is the only energy need of women. She brings up four arguments to support her statement. First of all, much of women's work goes beyond the household sector and spills into agriculture and food processing, service and manufacturing. Second, households are assumed to consist of entities, which are homogeneous, ignoring the fact that intra-household allocations differ between genders. Third, women are also a part of the energy supply system, because collecting firewood is mostly considered as a women's task. Some women are also earning money by producing and selling charcoal. Fourth, women's role is neglected in designing, adapting and using new and renewable technologies ranging from improved stoves,

⁷ e.g. Susan Mc Dade (UNDP), Dominique Lallement (ESMAP), several female ministers (Uganda)

⁸ The ninth session of the UN Commission on Sustainable Development (CSD-9) met at UN Headquarters in New York on 5 May 2000 and from 16 to 27 April 2001.

biogas, solar cookers, etc. The question is whether they will increase women's burden in maintaining them and if women will have sufficient training to use them. Therefore, policymakers should move beyond the 'household' by including men and women and their respective needs and interests in all sectors of energy policy.

2.1.7 Gender-Angle of Energy Policy

At the Madrid Congress in September 1992, the World Energy Council defined energy policy as that part of national (or international) policy that is concerned with the production and supply of energy, its conversion, storage, distribution and utilization and with the formulation of measures aimed at equating anticipated overall demand for energy with the presumed availability nationally and internationally of sources of energy. Such a policy would take account of the potentiality for energy conservation, in particular of finite fuel resources as well as of the environmental impact.⁹ According to Kleinpeter (1995), energy planning by governments must take into account all the aspects including political, environmental, economic and social considerations depending on available energy resources and their acceptance by society. The Integrated Energy Planning approach also recognizes the multi-disciplinary nature of energy. Formulating energy policy in line with IEP implies that four aspects; economic, social, political and environmental should characterize an energy policy. Each aspect has a gender-angle as well.

The political aspect of energy policy is embedded in the fact that it is a policy in which the provision of energy services is regulated. Any government needs to plan their energy provision to respond to the energy demand and to react on the shortage or surplus of energy supply. On the supply side, an energy policy could regulate the availability of energy sources. Also political decisions of investments in the energy sector and legislation that makes foreign investment possible are parts of the supply side. On the demand side of the energy sector, an energy policy can be used to guarantee an equal distribution of energy services between men and women. Since the focus of this study is on energy policy of governments, the political aspects of energy policy are also reflected in the environmental, the economic and social aspects as described below.

⁹ www.worldenergy.org visited in May 2002

That energy policy has an environmental impact is recognized in the UN Conference on Environment and Development (the Earth Summit) in Rio in 1992. This led to international consensus on the need for sustainable development, which balances economic growth with concerns for social equity and environmental protection.¹⁰ Although it placed energy concerns mainly in the context of climate change, a change in attitude in energy policy can be seen towards more sustainable use. As a result many governments are promoting the use of renewable energy sources. Although the supply of renewable energy sources like wind and sun is without costs, the initial costs for installation and maintenance costs of solar collectors, windmills and biogas are very high. Renewable energy technology like solar cookers and biogas has the potential to be a substitute for fuel wood and other energy sources women are using.

However, it would be desirable to find out men's and women's opinion on these alternatives. Often, according to Parikh (1995), women are not consulted or the availability of their time-free of costs- is assumed in the cost-benefit analysis of these options. As a consequence, they receive new technologies, without knowing how to use and maintain it or without even want the equipment at all. The new technologies will not be used or not used in the way they are supposed to. Concerning wrong assumptions about the participation of women in the project, the consequences for women could be very negative. Women do have a very busy time-schedule, and have hardly any spare time for themselves. If they have to participate in a project, then they will participate at the costs of their spare time. Furthermore, men should be participating in such projects as well. They should be trained how to use and maintain new technologies. Especially in household technologies, equal participation of spouses could increase men's awareness of women's energy needs and vice versa.

Considering energy planning from an economic perspective, Parikh (1995: 745) identifies three major elements of energy policy; investments, imports and pricing. She explains this by oil import. For those developing countries where imported oil is a substantial source of energy, pricing will inevitable be linked to global oil prices and considerations of rate of return on investments of the energy sector also have an impact on energy pricing policy.

¹⁰ UNDP, "Generating Opportunities; case studies on Energy and Women", 2001, p.8

Where import, investment and pricing are mostly aimed at guaranteeing the energy supply of a country, these policies do have a gender-angle as well. For example, as Parikh mentions, commercial fuels, mainly used in urban areas, meet only 50% of the estimated cooking fuel needs in Africa and Asia. These countries consume more gasoline than cooking fuels. Despite the fact that there are less than 50 cars per 1000 persons but every household needs cooking fuels.¹¹ In developing countries men mostly own and drive cars and when gasoline prices raise the price for public transport will increase, as a result of commercialization/privatization policies government stops subsidizing gasoline for public transport. This has an impact on men and women's mobility, since men mostly own cars and women are more dependent than men on public transport. However, prices for cooking fuels affect women more than men, because women are mostly responsible for the fuel purchase. Especially for poor women in urban areas, a high price of commercial fuels is problematic, because since there is no firewood available, they have to buy all their energy resources. There is significantly more multiple fuel use (e.g. paraffin for lightening, kerosene or biomass for cooking and heating, batteries for radios) and special stratification of household fuels in urban areas than in rural areas. Households that can afford it are able to select fuels that better match end-uses like electric light but many even from rich households still cook with firewood due to cost subsidies and influence on the flavor of food.

Policies for energy investments should start, according to Parikh (1995: 753), with asking the following questions. What type of energy supply systems would women prefer? What will increase their productivity and reduce their drudgery? A choice not to invest in low-cost energy supply systems in rural areas has a result that women are still using firewood for cooking with all the associated problems, such as those mentioned earlier. Investing in renewable energy like PV systems will not mean a reduction in women's drudgery because it cannot provide sufficient power for the three tasks which are significant contributors to women's drudgery; fuel wood collection, grain preparation and water purification. Especially cooking on electrical devices is very expensive for the very poor households. They will continue to cook on wood. A striking example is investment in electricity for lighting. This has positive as well as negative effects for women. So will lighting mean more safety in the house and street-lighting better safety on the street, furthermore women will have the opportunity to work during the evenings and generating

¹¹ Parikh, Jyoti K., 1995, p. 752

some income. However, this is not a reduction of women's drudgery since women's working hours are extended.

Parikh (1995: 751) proposes main objectives of energy pricing: promotion of efficiency, cost recovery, fairness to customers and disadvantaged groups, promotion of societal goals and environmental conservation.

Parikh provides openings to integrate gender into energy policy. Customers are men and women, so pricing should be fair for men as well as women. Because of gender inequality, women and especially poor women, belong to a disadvantaged group. The needs of women should therefore be considered in energy pricing.

From a social perspective, energy planning needs to consider equity issues. As Eberhard (1992) argues, the market has failed to provide adequately for the basic needs of the poor. That makes selective intervention and planning to overcome historical imbalances politically and socially necessary. Therefore the political intervention in energy planning is focussing on formulation and implementation of energy policies, which ensure an equal distribution of energy. The social perspective also provides opportunities for integrating gender into energy policy. However, energy policy-makers are not used to work with gender issues and as a result energy policy is accused of being gender-blind.

2.1.8 Gender Blindness Policies in the Energy Sector

According to Annecke (1999), the energy sector has been rather slower than other development sectors, such as water, land and health, to understand the necessity of involving women in project and policy design and implementation in order to achieve maximum benefit and ensure the sustainability of development goals. As a consequence, energy policy is accused of being blind for the gender roles and women's energy needs. Clancy (1999) gives as a possible reason, the fact that energy is not recognised by energy professionals as being a 'basic need'. Her emphasis is that the concept of 'basic need' has both a physical dimension and a social dimension. The physical dimension is the field of science and technology, whereas the social aspects are the objects of social science. Even though, energy is an essential input into all activities, it is not



recognised and accepted as a basic need, as are water and food. In the early years of development co-operation, the focus was specific on satisfying the basic needs of people. As a result, technologists of the water and agriculture sector needed to co-operate with social scientists in development projects and hence they have learnt to work with the social dimension of their sector. This could be a reason for the awareness of gender-issues and willingness to address these within their sector. Clancy states that this co-operation between technologists and social scientists is not found in the energy sector, which is dominated by macroeconomics and technologists.

Several publications point out that gender-blindness by energy professionals could also be caused by the fact that energy statistics are not gender-disaggregated. Parikh (1995) explains that the fact that there are no gender specific data available in the energy sector-one of the most quantified sectors-is largely due to lack of concern and understanding about gender issues by energy policy makers and analysts. Energy use patterns of households and of men and women separately, are therefore invisible for decision-makers and planners. Besides that, the use of wood fuel is mostly not included in the national statistics. Cecelski (1995) adds to Parikh's arguments that women's survival tasks, based on their own metabolic energy inputs, are invisible in energy statistics, as are their contributions in the informal sector excluded from the economic statistics. As a consequence, the energy input of women's enterprises, which are mostly part of the informal sector, is missing in energy statistics. It can be conclude that the energy needs of women are invisible and therefore the consequences for women who rely on wood fuels are not known. Clancy (1999) adds that, policy makers at a national level could be more aware of women's energy needs when users are disaggregated into male and female to analyse different patterns of use. In the next section the process towards a gendered national energy policy will be described.

2.2 GENDER BALANCE AND ENERGY POLICY

Because women are the primary end-users and managers of energy in the home, and in rural areas and are also the main suppliers of energy, Makan (1995), argues for a policy which is based on an interactive process directly formed by women and men and their respective needs, interests and knowledge. Women and men should directly influence policy by being involved

and represented at the policy research, planning and implementation levels. In Uganda's current energy policy this is not the case. Energy policy formulation generally seems to take place entirely at the national level, in a top-down manner. This can be explained partly because; energy policy formulation in the past has been supply-side dominated. There was no need to consult people, although citizens might have preference about what energy source they prefer to use. Whereas policy formulation should be the result of a process of broad consultation as part of a democratic process, it seems that politicians only consult technocrats and macro-economists on energy matters. They are considered as experts, who know how to react on the energy needs of the people. They could be right considering the technical realisation of energy policy, but for successful implementation public support is necessary and therefore the opinion of the target group needs to be taken into consideration as well.

Besides that, the current energy sector is dominated by macro-economic and scientists, who are mainly men. This makes the energy sector a men's world and the few women working in the energy sector are mainly holding positions with less decision-making power as administrators and secretaries. However, the number of women working in the energy sector is growing. Nevertheless the presence of women is not a guarantee that attention is paid to gender issues. There are gender blind women and gender sensitive men. For example, the Ministry of Energy and Mineral Development in Uganda is dominated by men, but can be considered to be gender balanced. Promoting women to decision-making positions can be a start to gender balance in energy or at least to a more equal distribution of labour, power and access to energy services between men and women, but most importantly to take into account of the energy demands of women especially the rural based.

Brouwers et al (1993) describes two strategies for ensuring gender balance in national policy; the 'access or mainstream' strategy with emphasis on including women's interests in regular policies and institutions and the 'parallel' strategy with emphasis on separate policies, programs and structures. They recommend that in a gender policy both the access strategy as the parallel strategy need to be applied. The parallel strategy can be a first step for women to get organised and voice their specific concerns; the access strategy will bring the claims of women into the mainstream of political, social and economic life. In line with many others, Makan warns for

adopting sectoral approaches to energy issues. She is in favour of a more holistic perspective, which addresses the needs of the most disadvantaged in terms of access to energy. Women's energy needs and interests cannot be addressed in isolation from particular socio-economic, political and cultural contexts, since gender as well as energy has a multi-dimensional character. Makan (1995: 193) illustrates this by describing a situation where government information on energy efficiency did not reach the women, because there is a high illiteracy rate among women and listening to the radio is mostly a male privilege.

In addition to Makan, Wendy Annecke (1999) has identified, based on survey studies in Africa, five aspects to bear in mind when formulating energy policy in a gender-sensitive way:

Access: intra-community and inter-household relationships may determine access to energy services. These may not be the same for all women or men in the community, and are one of the areas where the differences between genders may be visible. Annecke (1999) points out that status, income, age and stage of life-cycle (whether they have children, work or are sick), as well as individual relationships, may affect access in the following ways:

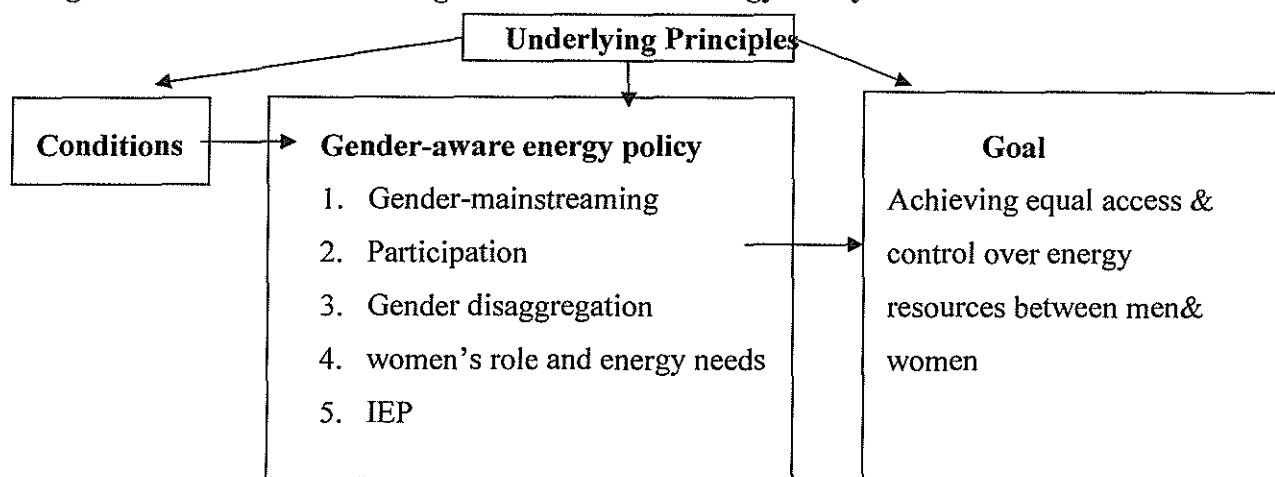
1. Availability: the availability of a variety of energy services, so that women and men can select according to their own criteria which to use, is the ideal.
2. Affordability: by definition poor women and men have small, often irregular cash incomes and multiple demands on them, and their choices are constrained by what they can afford. Because of their irregular income, alternatives for pay-systems of energy services need to be developed by the government. Also a government can influence energy prices and provide subsidies for poor people.
3. Security: Annecke identifies two aspects of security. The first is the one of a dependable supply. This is more an availability issue. Women need energy for cooking and income-generating activities. When there is not enough energy available, they cannot prepare food and boil water for themselves and their families. Men will also not be able to generate enough income, if they need energy to do so. Another aspect of security is men's and women's personal security in ensuring a secure environment for them to

collect wood and/or conduct their business. Also health impacts by using toxic fuels or high flammable fuels are a danger for men and women who are using them.

4. Sustainability: the energy services available to men and women should not only be secure, affordable, accessible and available but also sustainable over time. An energy policy should not only promote the sustainable use of energy but also train men and women how to realize that. Furthermore, the promotion of renewable energy sources should be laid down in the energy policy, but women should be consulted what energy option they prefer and they should be trained as well as men how to use and maintain new technologies.

When formulating a gender balanced energy policy, policy-makers should focus on the aspects mentioned above to address within the content of the policy the energy needs of women and men. Working with a multidisciplinary and participatory approach towards energy planning, will give opportunities to integrate gender issues and women's needs in energy policy. In the figure 2.1, combination is made between the five points of Annecke above and the four aspects of energy policy; political, environmental, economic and social as the best process to ensure gender balance in the energy policy.

Figure 2.1: Process to ensure gender balance in Energy Policy



Source:Anneck, Wendy. (1999). Concept paper for Energy and Women

These characteristics should be reflected in the content of a gender balanced energy policy. When formulating a gender balanced energy policy, five aspects need to be taken into consideration; access, availability, affordability, security and sustainability of the energy services. Combined with the multi-disciplinarity of energy policy, a model can result and be used to reflect gender issues into the content of an energy policy.

2.3 CONDITIONS FOR A GENDER-BALANCED ENERGY POLICY

Under which conditions can a gender balanced energy policy be achieved? This is one of the central research questions in this work. Based on literature study an answer to this question was formulated. The conditions for a gender balanced energy policy identified in the literature were then examined in practice during the field studies as presented in chapter IV. The focus of this research question is the process towards a gender balanced energy policy. However, to describe this process the underlying principles of different stakeholders to realize a gender balanced energy policy needed to be defined first. Then the conditions that need to be fulfilled to realise a gender balanced energy policy were identified and the trajectory that needed to be followed in achieving these conditions.

2.3.1 The underlying principles for ensuring a gender balanced Energy Policy

When describing the process of making energy policy gender balanced, it is important to bear in mind what the underlying principles of different actors are. In the literature, several aims of gender mainstreaming were identified of which the important ones are equity and equality in gender relations, women empowerment, efficiency and sustainability. Which are rationales for government to implement gender balance energy policy and this also determines their way of and their underlying reasons for realising that gender balanced energy policy. However, within a government, even within a department of a ministry, several underlying principles can exist simultaneously. Also several stakeholders in a policy formulation process could participate with different (often conflicting) goals they are aiming for. For example, women's organisations could focus more on women's empowerment, donors more on sustainability of energy policies and government more on efficiency of the policy. All these categories provide strong reasons for gender sensitivity in policies. The distinctions are useful in identifying possible obstacles and



opposition, and also instances where particular measures serve more than one goal. It is therefore important to make a distinction between the several goals and to be aware of the differences between them. A main difference between the several objectives is whether they challenge practical or strategic needs. Therefore this distinction is described first.

2.3.2 Gender Needs

According to Lozano and Messner (1995), Men and women have different roles in society, do different types of work, have different access to and power over resources and therefore they have different needs. Between the different needs of human beings, a distinction can be made between strategic needs and practical needs. Practical gender needs are needs women and men have coherent to their roles in society. They focus on the basic needs like employment, food, water and health care and, also energy. The practical gender needs are easy to identify, tend to be short-term and are material. The strategic gender needs are more difficult to identify, because they tend to be long-term and are ideological. These needs are about improving the unequal position of some gender groups and the need to imply change in power relations between men and women.

The table 2.1, based on Lozano and Messner (1995: 9) lists the differences between practical gender needs and strategic gender needs.

Table 2.1: Practical and Strategic Gender Needs

Practical Gender Needs (PGNs)	Strategic Gender Needs (SGNs)
<ul style="list-style-type: none"> • Represent what people require to get or to have in order to carry out their gender roles more easily and effectively. • Do not require a change in gender roles, only coherence between roles and cultural patterns. • Tend to be easy to identify because of the direct demand of society that woman and men live by their gender 	<ul style="list-style-type: none"> • Represent what women or men require in order equalising their position or status with regard to each other. • Tend to refer to social relations between women and men. • Satisfaction of these needs means that women and men are able and free to define their own roles and responsibilities; that each one's gender is recognised as holding values and rights, both social and legal; that one person is

<p>roles.</p> <ul style="list-style-type: none"> • Addressing PGNs does not ensure that other needs will be met, nor that access to meeting those needs will be sustained. 	<p>not subject to another because of her/his gender.</p> <ul style="list-style-type: none"> • SGNs are less visible and obvious than PGNs • Addressing SGNs requires action over the long term because it demands changes in attitudes, behaviour and power structures. • Addressing SGNs is conducive to greater satisfaction or practical needs. • Raising these needs or addressing them might bring about resistance from men and women.
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Source: Lozano, I, L.A Messner, A.R. Parker, (1995) Gender Relation Analysis; a Guide for Trainers.

The distinction between practical and strategic needs is criticised by Wieringa (1998) because of the following reasons: Firstly, she considers that it is unnecessary to introduce another binary opposition. In social science there are already too much binary oppositions and to introduce the contrast of practical versus strategic needs is not a way of explaining reality but to control and normalise it. Nevertheless, the distinction of practical and strategic gender needs is essential for a gender balanced project planning and policymaking. Many development projects and policies are focused on satisfying the practical gender needs and are ignoring the strategic needs. By only satisfying practical needs, it is impossible to contribute to the development process in the long run. Besides planning development projects in a gender sensitive way, sustainable development is also (even more) a requirement for donor-agencies and governments. Therefore, it is important to distinct practical from strategic gender needs to ensure that both needs are considered in their own right and not being blurred.

Secondly, Wieringa thinks that it is impossible to make the distinction empirical and she questions the universality of the analytical approach. The context in which the needs exist and the political motivation to change them, influence the way in which the needs are tried to be improved. To make the distinction between practical and strategic gender needs empirically can indeed be difficult; however there are several analytical tools developed (like the Gender Needs Assessment Framework) for measuring and assessing different gender needs. The universality of

the theory can be questioned indeed. Needs, despite whether or not they are strategic or practical, are very individual. So they not only depend on the context in which they exist or the political motivation to change them, they are also influenced by culture and individual motivations. Nevertheless, by using analytical methods in a consistent way, it might be possible to discover some universal gender needs. Furthermore, gender needs might not be universal, but as gender is socially and culturally determined, within a society and especially within a community with the same cultural background, gender needs might be the same. That means that for a government it might be possible to respond on gender needs within their state. Whether they will address practical or strategic needs depend on the objective they are aiming for.

Skutsh (1998) identifies five underlying principles in ensuring gender balance in the energy policy as explained below:

Welfare: Developed in the 1950s, this approach was the first approach in which women were recognised as participants in the developing process. The programs and projects within this approach are focused only on women and do not consider the specific gender relations. The aim of this approach is, according to Skutsch (1998), to increase women's welfare by enlightening women's daily problems, but not to change their roles structurally or to open new doors for them. Nevertheless, large changes begin with small steps, so by improving women's welfare could give women the opportunity to empower themselves. For example, building a drinking water facility increases women's welfare, because they do not need to spend time by fetching and transporting water. So they could have some more spare time for other activities like education or paid labour, what could empower them.

The welfare approach has some strengths and weaknesses. Its strength lies in the following features. First, it is the earliest policy approach, which concerns women as participants of the developing process. Another feature is that it recognises women reproductive role and tries to visualise women domestic tasks. By seeking to meet practical gender needs, it tries to enlighten women's daily life and women's welfare in general. Because of the traditional point of view of women as mothers and by only seeking to meet practical instead of strategic gender needs, the welfare-approach is non-challenging. That is the reason of its popularity and why it was accepted

during the 1950s. It is political neutral, because it does not questioning women traditional role, and maybe that is still the reason why it is still widely used.

However, the welfare-approach has many weaknesses. It sees women as passive recipients of development rather than participants, which could be involved in the developing process in an active way. It recognised women reproductive role, which is a good thing. But the problem is that it ignores women's triple role and is only focused on motherhood as the most important role of women. Its assumption that childrearing as the most effective role for women in all aspects of economic development is wrong and the reality shows that women contribute to the global economy by all kind of economic activities. Another weakness is that the welfare-approach hinders women's empowerment. Free goods and services are handed out in a top-down way, which created dependency. On the other hand, by meeting practical gender needs, a start could be made by challenging strategic gender needs. The most important failure of a top-down approach is the lack of participation for the people. Also handing out free good and services, is not a sustainable method for improving welfare in the long term.

The most important concern of the welfare-approach is to guarantee the family physical survival. Women are the targets for improving the family welfare. This is done through training of non-working housewives and mothers, also by food aid and nutrition education. Food aid is of course not a sustainable method for guaranteeing the family welfare and can therefore be criticised. Nevertheless, nutrition education can improve family welfare in the long term. Another program of the welfare-approach is the birth-control-projects. The problem with these projects is the women-centred point of view. Men are not involved by the education in birth control, while they have their contribution in childbearing too. However, birth control can also be realised by education and paid work of women.

A reaction to the welfare-approach was the in 1975 United Nations Women's Year Conference. Other approaches were developed such as the equity, anti-poverty, efficiency and empowerment approaches. The similarities between these approaches are that they share many common origins. That they were formulated during the same decade, that they are not entirely mutually exclusive and that they are categorised together as Women-in-Development-approaches.

Equity: Equity is the original Women-in-Development-approach, introduced within the United Nations Women's Decade (1975-1985). Its purpose is to gain equity for women in the development process. Skutsch (1998) makes a clear distinction between equity and equality. Equity implies an agreed upon and fair system of distribution of rights, power and money between men and women. Equality implies equal shares of these things. Applied to energy policy, the distribution of and the power over energy resources is not equally distributed between men and women. Men are in general the owners and producers of commercial and non-commercial (like biomass) energy services; women are the consumers. National policy should aim an equal share of (power over) energy between men and women. As Annecke (2001) points out, for a variety of reasons, women have little control over and negotiating power in relation to pricing, production or convenience of the energy services they require. Men, who traditionally work more in the public sphere than in the domestic sphere, make these decisions.

The strengths of the Equity-approach lies in the fact that it puts equity for women in the development process on the agenda. Women need to be seen as active participants in the development process and the women's concern therefore need to be taken into account in gender balance project planning. Strength is that it seeks to meet strategic needs through direct state intervention. They want to give women political and economic autonomy and try to reduce women's inequality with men. It is thus the first approach, which really challenges women's subordinated position to men.

It is criticised by governments as Western feminism. To challenge women's subordinated position, makes the equity-approach not politically neutral that is why this approach is unpopular by governmental organisations. It is also questioned if it is appropriate to apply western values regarding women's economic and political position in Third World-countries. Another failure of the equity-approach is to acknowledge and utilise women's productive role. It is mainly concentrated as women's political position and women's reproductive role. It is even said that the equity-approach reinforces values, which restrict women to the household.



Poverty reduction: This second Women-in-Development-approach, also called the ‘toned down’ version of equity, is introduced from the 1970s onwards and is introduced by the World Bank. Its purpose is to ensure that poor women increased their productivity so that they earn more income, which help them to overcome their poverty. The strength of the poverty-reduction-approach is that it tries to ensure to increase the productivity of poor women and that it recognises the productive role of women. It sees women’s poverty as a problem of underdevelopment, not of subordination. By not challenging the social position of women, it is a popular approach to apply. Especially in energy policy, poverty reduction of woman-headed households is a reason to integrate gender-issues in a policy, project or programme. The focus on women-headed households has arisen at least in part because of the difficulties in differentiating most household data. Women-headed households have been used to represent the mostly missing gender aspect in energy policy and data. Nevertheless, the category of women-headed households needs to be unpacked to understand the patterns of vulnerability and their causes and to design appropriate policies to deal with them. Budlender (1997: 527) distinguishes four categories in South Africa; households headed by women who are partnered and where both partners are in the household; woman-headed households where the partner is absent; woman-headed households where the woman is not married; and woman-headed households where the woman head is absent.

The poverty-reduction-approach is criticised because it isolated poor women or poor women-headed households as a separate category. It is not challenging the gender relations and therefore it might improve women’s economic situation, but not women’s social and political situation. It tries to meet women’s practical needs without addressing the strategic gender needs. However, by improving women’s economical position, some strategic needs could be met. Income gives women the opportunity to afford all kinds of services, like electricity, health-care, education for themselves and their children. Nevertheless, the approach does not recognise women’s triple role by concentrating only on women’s productive role.

Efficiency: This is the third principle and the predominant WID approach since the 1980s debt crisis. Its purpose is to ensure that development is more efficient and effective through women’s contribution. Its main concern is the efficiency of development projects. A project manager is responsible for meeting the goals of the project within time and within budget. As Margaret

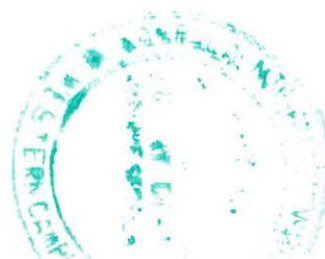
Skutsch (1998) point out, awareness that men and women have different perspectives, needs and constraints can lead to a better fit of project intervention with the clients and thus greater management efficiency in terms of transfer. Gender is thus used as an instrument to increase the efficiency of a project or policy. For example, many energy-providing projects have failed because they did not consult the energy-users. What people can and will afford for energy is then assumed, and often miscalculated. And when they did consult energy-users to estimate household-energy-patterns, they mostly approach the men (as head of the household?) instead of the women. The efficiency of the implementation of these projects could have been increased when they had consulted women, because as household-managers they can better estimate domestic energy use pattern than men.

The strength of this approach lies in the fact that it is the first approach, which has the aim to improve project efficiency so that development aid really could make a difference. Another strong point is that it tries to meet practical gender needs in context of decreasing social services by relying on all three roles of women and elasticity of women's time. These projects are trying to give women access and control over resources and empower them by training them how they can manage things. The weakness however is that it does not challenge women's strategic needs. A failure is the assumption of the efficiency-approach that women's time is elastic. The hours that women are working do not decrease, but the time is allocated to different activities. The need to have access to resources has forced women to allocate more time for productive and community roles. Reproductive tasks are lifted over to mostly female family members. Therefore, it only meets practical gender needs at the cost of longer working hours and increased unpaid work.

Empowerment: Empowerment is the most recent Women-in-Development-approach. Its purpose is to empower women through greater self-reliance translated into skills building and actions on all needs and aspects of life. This approach is articulated by Third World-women who have seen the subordination of women not only as the problem of men, but also of colonial and neo-colonial oppression. It is an almost complete approach, by recognising women's triple role and by meeting strategic gender needs indirectly through bottom-up mobilisation around practical gender needs. It is potentially challenging by putting the subordinated position of women on the

agenda. This challenging character is strength of the empowerment approach. The weakness is that it is largely unsupported by governments and agencies because of its challenging character, so empowerment of women could be a long-term process. According to Skutsch (1998) the empowerment approach is rapidly growing world-wide, both at the grass roots, in local women's organisations which are fighting for a greater say for women, and among NGOs and political parties which are striving more generally for human rights and development.

Within the literature, there is quite some discussion about how to use and define the different approaches of gender. Especially the efficiency-equity dichotomy receives a lot of discussion. According to Budlender (1997), the equity argument sees women, or people, as the end while the efficiency argument sees them as a means to an end. The equity argument says that justice requires action to ensure that the current gender imbalances are corrected. The efficiency argument is that restricting the opportunities and development of over half the population constraints the development and welfare of the country as a whole. Bina Agarwal (1995: 271-277) provides an alternative breakdown to the equity-efficiency dichotomy. She distinguishes four interrelated arguments for dealing with gender issues, which she terms as welfare, efficiency, equality and empowerment. According to Budlender, the first two arguments (welfare and efficiency) could be seen as different aspects of efficiency. Welfare concerns the benefit to the poorest and most disadvantaged, while efficiency is about the size of overall output irrespective of how it is distributed. Agarwal's second two arguments (equity and empowerment) could be seen by Budlender as aspects of equity. Agarwal's equality can be seen as the promotion of equity in the short term. She defines empowerment as a process that enhances the ability of the disadvantaged (powerless) individuals or groups to challenge and change (in their favour) existing power relationships that place them in subordinate economic, social and political positions.



2.4 DEVELOPMENTS IN UGANDA GEARED TOWARDS A GENDER BALANCED ENERGY AND CONDITIONS FOR REALIZING SUCH A POLICY IN UGANDA

2.4.1 Gender in Uganda

Since the concept of gender is socially and culturally determined, the concept of gender has a specific interpretation in Uganda. In line with Barbara Mbire-Barungi (1999), three characteristics of the position of gender in Uganda can be identified. First, there is the guarantee of equality as laid out in the constitution of the republic of Uganda (1995). Second, there is the promotion of women's participation in decision-making from grassroots to national levels through the quota systems within local governing councils as well as affirmative action in higher institutions of learning. Thirdly, there are entrenched cultural and religious rights and traditional authorities, which implicitly discriminate against women. There is a contradiction between the first two characteristics and the third one. Despite political commitment towards gender issues and increase in gender-equality by the position of gender-issues in the constitution, the quota-system and affirmative action for women to increase women's political participation in Uganda, there are still some constraints related to culture and tradition that hampers gender equality and the participation of women.

Patriarchy still exists in the Ugandan society and forms a major obstacle for achieving gender equality and a gender balanced energy policy. Lopez (1991: 114) states that the existence of sexist cultural patterns in the education system, the mass media, religion and other social institutions, created cohesive ideological and cultural pressures which limited the effective participation of women.¹² Patriarchy is something that exists across the whole structure of society and influences the law, social norms and attitudes, social and economic activities, cultural forms and personal relations.

2.4.2 Energy in Uganda

Looking at energy use in patterns in Uganda, some characteristics of energy use in Uganda can be identified. Firewood is the most utilised source of energy in Uganda (93%). Households

¹² Lopez, Eugenia Piza, "Overcoming the Barriers: Women and Participation in Public Life", in; Wallace, T.; Candida March (eds), 1991



mostly use firewood, especially for cooking (98% of the domestic requirements is firewood for cooking). However, using firewood causes indoor air pollution and unsafe situations for women and children. Burns from open fires, head and back injuries from carrying firewood and lung diseases are only some of the few health risks of using firewood. The problem is that especially poor households in rural areas do not have alternative energy sources for firewood. The bulk of energy consumed in rural areas is wood-fuel for cooking and kerosene for lighting. The use of portable solar panels and diesel generator sets for recreational purposes is increasing among rural communities. However, the equipment is expensive and the maintenance costs are high. Most households own radios and would like to power it using electricity other than expensive batteries. However, the rural areas are far from the grid and have therefore no access to electricity. Renewable sources of energy are a possibility, but not without limitations. Hydroelectricity, despite the huge potential, will be less than 5% of the energy consumption by 2015 and requires a lot of technical and financial input as well as skills training. Solar systems can be a good alternative for firewood, but the initial costs are very high and they are not suitable for cooking. Solar PV panels are producing low watt electricity, which does not provide enough capacity for cooking. Solar cookers can be used for cooking but there is evidence that this does not benefit women and could even have a disempowering effect.

Table 2.2: Percentage distribution of households by type of fuel mainly used for cooking by residence

Cooking Fuel	Urban	Rural	Uganda
Firewood	22.1	91.3	81.6
Charcoal	66.8	7	15.4
Paraffin	4.0	0.9	1.3
Electricity	4.3	0.3	0.8
Gas	0.7	0.1	0.2
Cow dung or grass	0.1	0.2	0.2
Biogas	0.0	0.0	0.0
Other	1.9	0.2	0.4

Source: Uganda bureau of statistics; Ugandan housing and population census, Sept. 2002

As demonstrated in the figures 6 and 7 above, Uganda has an electricity deficit. From the different energy sources available in Uganda, only 4% of the utilization of energy sources is electricity. In the year 2000, electrified rural households were only representing 2.1% of the rural electrification rate and urban households only 21% of the urban electrification rate. To respond to the increasing demand for electricity, the Ugandan government has to extend the electricity-capacity. Besides, more capacity is needed to catch the huge electricity-demand between 6.00pm and 8.00pm. Though to overcome the power deficit, the Government of Uganda has built more new power-generation dams.

The building of a new dam at Bujagari falls near Jinja town is likely to increase the amount of power generated within the country but will not overcome the energy poverty of the majority of the Ugandan people. The dam may only overcome power deficits in the capital Kampala and the industrial city Jinja. Accordingly, the main problem with the electricity supply in Uganda is that the location of the power-plants are very centralized in the major cities, and the Northern part does not have a grid-plant at all. Besides, the network that does exist is not developed. In Uganda about 20% of the population is living in the cities and the people living in the rural areas are widespread over the country and are not concentrated in villages. Therefore it is difficult to provide electricity by extending the grid. Alternatives for grid-systems need to be developed, like diesel-generators, micro-hydro and PV-systems. The advantage of these systems is that the power-distribution in a sparsely populated area is not that difficult and expensive. Those stand-alone systems will be sufficient for providing energy in the rural areas, since the consumption of electricity at rural level is very low and basically used for lighting, small income-generating activities, TV, radio's, and other non-heavy power load activities. Nevertheless, using these stand-alone systems for rural electrification is not unproblematic. As mentioned earlier, the initial costs are high and there is a need to develop a local technical network for the maintenance.

2.4.3 Gender and Energy in Uganda

Energy and gender are closely linked in Uganda. 81.6 % (Figure 7) of the energy used in Uganda is consisting of firewood. Household energy use is representing the biggest energy-using sector in Uganda of which women are the main users and providers. Nevertheless, women might be the

suppliers and users of the bulk of energy used in Uganda that does not imply that they have access and control over the energy resources. Furthermore, it can be questioned if they have decision-making power over which energy source to use and how to use it. Women and their needs should be majorly represented at the policy level in an energy policy, even at community level the integration of gender and women's energy needs is lacking and should be improved.

Gakwaya (2002) identifies four barriers for women's participation in energy issues in Uganda. First of all, in the Ugandan culture there are energy-related taboos in the home. A survey carried out by the Integrated Rural Development Institute (2000) on factors affecting adoption of fuel-efficient domestic stoves, identified that there are many taboos in different regions of the country that are hindering the adoption of these stoves. One taboo is that there are certain activities that are culturally deemed masculine while others are feminine. As a result, women are reluctant to get involved in activities that are according to the cultural norms 'unacceptable' or 'inappropriate' for women. Women are for example not supposed to construct the improved stoves that they have learned to build in a project, because the husband or other men can only make a domestic stove. Since men in general do not prioritise cooking as a household issue, many homes will have to continue using an unhealthy and polluting stove. Another issue that affects the adoption of fuel-efficient stoves is that the taste of the food could change. For example, matooke is the traditional main dish in Uganda. It is made of bananas steamed in banana leaves on a small, low-heat charcoal fire. This dish is difficult to make when using another stove than the traditional one and especially when the fire is too hot. Furthermore, the smoke of the charcoal fire gives the matooke its unique and typical taste.

A second argument why women are overlooked in energy issues is that in general women's income is lower than that of men. As a result, women cannot play an active role in improving the household energy. For example, the initial costs of the installation of such a stove is Ushs400.000/=, which may seem large to men who do not use it and may be impossible to save for rural women. Subsidies from the government or funding from donors could lower the price and make the purchase of improved household energy systems for women better affordable.

A third obstacle mentioned by Gakwaya is the lack of awareness on gender and energy issues. Consequently, energy is not high on the agenda of women's organizations and that of donor-

agencies. Furthermore, awareness raising on energy issues had largely been left to NGOs, which often do not have the financial and human capacity to sponsor prolonged programmes capable of fostering change. The last obstacle Gakwaya mentions is policies. The under representation of women at policy level leads to development of technologies that are less acceptable to the majority of women. To overcome these obstacles, gender balanced energy policy could provide an answer. Therefore, the next section will be focusing on how to achieve a gender balanced energy policy and specifically which conditions are available in Uganda to realise it.

2.5 CONDITIONS FOR A GENDER BALANCED ENERGY POLICY

2.5.1 Participatory Framework

Uganda does not have a feminist movement or a feminist tradition. However, the absence of a feminist tradition does not imply that there is no awareness on gender issues or women's position in society. At present, according to Barbara Mbire-Barungi (1999) addressing the more explicit gender imbalances is a common cause in Uganda. Since 1986 the Women's movement in Uganda is one of the strongest mobilized societal forces. Its history started during the colonial period and they continued to grow after independence under the first Milton Obote regime (1962-1971). Amin suppressed the women's organizations, so they re-emerged under Obote's second regime (1980-1985). When the National Resistance Movement assumed power, the women's movement revived and the National Resistance Movement was willing to listen to them. For example, the women's movement pressured the National Resistance Movement to elevate women for key positions in government. This resulted in the appointment of the first female vice-president in Africa. By 2002 about 18% of the representatives in parliament were women. The 1995 Constitution demands that one-third of the local governmental representatives must be females. Theoretically Women's movement are now actually aiming that the enclosure of the one-third percentage just be a minimum though in practice it is actually maximum.

What Tripp (2000), identifies as the remarkable character of the women's organizations in Uganda, is the minimal importance they attach to religion, race, ethnicity and political affiliation. When they do want to make a difference then the differences that matter are ethnicity, religion and region. Especially ethnicity plays an important role in the patriarchal society of Uganda. However, in rural Ugandan context, local women's groups tend to cut across patriarchal ties

partly because married women from patrilineal societies often find it easier than men to form associations that cut across ethnic clan and kinship ties. Statistics collected by the Uganda Bureau of Statistics (2000) demonstrate that despite an increase in women's political participation and involvement in decision-making, women's participation in political processes and activities related to undertake decisions at various levels is still not equal with that of men in Uganda. A possible explanation mentioned by Tripp (2000) is that women's organizations do not want to be associated with politics and will deny their political involvement. Politics in Uganda is still very strongly associated with military, repression, civil war and sectarian fighting and a domain of men. Another obstacle for women to participate in politics is the patriarchal society. The society sets up stereotyped divisions of responsibilities, roles and norms, which marginalize women. To encourage women to participate more, the government issued an affirmative action policy. This was not very successful because few women are able to participate in political positions. Women are facing great opposition from societies where relational attachments determine behaviour. Women politicians are receiving personal attacks and constantly reminded about their reproductive roles and implications of performances of a politician. Furthermore, different opportunities in resource allocation, is the reason that women lack productive resources and have no rights over property. They are not able to pay for political participation, for example the registration fee candidates need to pay. For example, although, the registration fee for a candidate was uniform for both men and women in the recently concluded elections, it was more difficult for women to raise the amount.

2.5.2 Methodological Framework

To make people aware of gender inequality, a lot has been done to increase this awareness and to enlarge the knowledge on gender issues on all levels; from the grassroots to governmental level. A major tool for awareness raising used in Uganda is training of people on gender issues and the consequences of gender inequality. In the interview with one of the respondents at Makerere University, it was found out that some of the academics of the Gender and Women's Studies Department of the Makerere University were involved in training of NGOs and CBOs in addressing gender issues in their communities. After these trainings, NGOs and CBOs carried out awareness raising projects and gender training on their own. For example, there is the

Federation of Women Lawyers, who have been heavily involved in awareness raising on women's rights and rights in general and they do not only train women but also men.

Awareness raising is an important step towards gender equality, as recognised by Sara Longwe as the third step out of five; conscientisation. As already described in prior sections of this work, conscientisation or awareness raising is the understanding of the difference between sex roles and gender roles, and that the latter can be changed. When awareness is raised, equal participation of men and women will be the next step towards gender equality. Different actors in the development process have different underlying principles for integrating gender issues. As a result different actors have different approaches towards gender and that is reflected in their training material. For example, the Ministry of Gender, Labour and Social Development has its own training materials in which a specific approach towards addressing gender issues is the guideline. However, some NGO's and international donor organisations have also training programmes and women or gender projects in the country. They could have another approach towards gender issues. For example, some women's organisations are more focussing on women's empowerment while some NGO's dealing with energy issues are more focussed on sustainability or efficiency goals. This could result in confusion by the people who are trained or who participating in projects from different organizations.

Besides training there are other ways to increase more awareness on gender issues. One of the major reasons for a lack of awareness is lack of knowledge on what gender is and how gender inequality can be overcome. An objective way to create more awareness is to provide gender disaggregated data. The Ugandan government recognises the importance of gender disaggregated statistical information and how this can be used to assess the extent to which equal opportunities for women and men has been achieved. In this regard, the Directorate of Gender in the Ministry of Gender, Labour and Social Development and the Statistics Department initiated a collaborative process for collecting gender disaggregated data on Uganda. In 1998, a national publication was produced entitled 'Women and Men in Uganda; Facts and Figures 1998'. This has been followed by the production of sectoral series booklets, which provided detailed information on women and men in specific sectors studied both at national and district level. These booklets are free available and are also available online.

2.5.3 Legal Framework

At national level, the 1995 Constitution of Uganda provides a legal basis for ensuring equality and equity between men and women in all aspects of life. Recognized, as a general and all-embracing principle, is women's triple role in society.¹³ This principle is to create positive attitudes in society, for it to become fully considerate and just in the treatment of women. The constitution also addresses the protection and promotion of human rights and freedoms. It affirms the equality of all persons, women and men, before and under the law in all spheres of political, economic, social and cultural life and in every other respect. It specifically prohibits any discrimination in the enjoyment of these rights and freedoms based on sex or other considerations.

There is only 'positive' discrimination in the form of affirmative action. Article 32 (1) states that; notwithstanding anything in this Constitution, the State shall take affirmative action in favour of groups marginalized on the basis of gender, age, disability or any other reason created by history, tradition or custom for the purpose of redressing imbalances which exist against them. Apart from this provision for affirmative action, every chapter and provision in the constitution applies equally to both women and men. Another achievement of the women's movement is the use of non-sexist, all-inclusive language throughout the Constitution. A very important article for women's representation in the constitution is Article 3 paragraph VI, which states that; the state shall ensure gender balance and fair representation of marginalized groups on all constitutional and other bodies. This implies that it is unconstitutional to have any public body where women are not fairly represented. Article 78 (b) allows one woman district representative in Parliament, while article 180 (b) ensures that one third of the members of each local government council are female.

From the points mentioned above, it could be concluded that the Ugandan constitution provides several opportunities for women in gender balance. In Maude Mugisha's opinion (2000), this was achieved only through a strong women's lobby and the support of gender sensitive men during the constituent assembly debates. Women's movement major achievement in the

¹³ Women's 1) reproductive, 2) productive and 3) community roles

constitution-making process is that there is no discrimination in any way against women anywhere in the preamble, the national objectives, the nineteen chapters and seven schedules of the constitution. The achievements are however still in theory and the real test of the value of these provisions for women will be the implementation of the legislation and policies. As Maude Mugisha (2000) points out it still remains a challenge to alter all Uganda's laws written in an all-inclusive, non-sexist language. The same challenge is extended to the country's mass media, books, constitutions of associations at all levels, and above all, in books used in schools.

The Uganda government committed itself to several (international) conventions and political statements, which promote the role of women and focus on gender issues. These (international) documents form together a legal and political framework for the empowerment of women and gender equity in Uganda. The first document the Uganda government signed in this respect was the United Nations Convention on the Elimination of all forms of Discrimination against Women (CEDAW) in 1985, they ratified it in the same year without any reservations to the original text. CEDAW prohibited discrimination against women and proposed measures for its elimination in civil, political, economic and social and cultural spheres. It also advocated the need for temporary affirmative action measures to accelerate the equal participation of women and men in public life. When ratifying CEDAW, member states are legally bounded to implement the proposed measures what the Ugandan Government did in their Constitution of 1995.

The Beijing Platform for Action adopted at the Fourth United Nations World Conference on Women in Beijing China in 1995, set out an agenda for removing obstacles to women's active participation in all spheres of public and private life. This was to be achieved through ensuring their full and equal share in economic, social, cultural and political decision-making. The Uganda government participated in the Beijing Conference and showed initiative to follow it up. The Uganda government prioritised 6 areas of concern for women's advancement; poverty, health, education, the girl-child, mechanisms of the advancement of women and legal rights and decision-making for women which they worked out in the National Action Plan for Women (1999).¹⁴ This plan has the goal to achieve equal opportunities for women by empowering them to participate in, and benefit from, the social, economic and political development. It was a five-

¹⁴ Ministry of Gender and Community Development, UNFPA, December 1995



year plan, which sets out the critical areas of concerns, objectives, actions and indicators to monitor the process of implementation of the Action Plan. It sets priority areas for women empowerment through four priority areas of concern. These include; 1) poverty, income generation and economic empowerment; 2) reproductive health and rights; 3) legal framework and decision-making; and 4) the education of the girl child.

Among the other political or legal bounded documents the Ugandan government signed is the Commonwealth Plan of Action on Gender and Development formulated in 1995, which among others addressed itself to the establishment of Gender Management Systems in member countries and integration of gender concerns into macro-economic policies. Others include the 1994 African Platform for Action (5th regional conference in Dakar); the Rio Conference on Environment and Development (1994), the Cairo Conference on Population and Development (1994) and the Social Summit (1995) all of which reaffirm the centrality of gender issues in all aspects of development. Concerning gender and energy issues, the Ugandan government not only participated in the Rio Conference, but also in the Earth Summit in Johannesburg (2002) and the Durban Ministerial Workshop on Gender and Energy. By identifying with the above international policy/legal instruments, Uganda has committed itself to addressing gender concerns in all aspects of development, of which energy is inclusive. Although not all documents are binding, the documents provide a basis for policy formulation and legislation.

2.5.4 Political framework

The National Gender Policy (revised 2007) of the Government of Uganda forms the political framework for addressing gender issues and to increase gender equality. Article 4.1 points out that the overall goal of the National Gender Policy is to mainstream gender concerns in the national development process in order to improve the social, legal/civic, political, economic and cultural conditions of the people in Uganda in particular women. The National Gender Policy is a legal document binding for the government, its agencies and institutions. It is a part of the National Development Policy framework. The aim of the gender policy is to guide and direct planning and resource allocation at National, District and Sectoral levels. It emphasizes government's commitment to gender responsive planning and is designed to ensure integration of gender perspectives in all mainstream areas of development.

The policy intends to achieve its objectives through a range of strategies, which include gender sensitisation and training in gender analysis skills, promoting WID and GAD approaches and promoting a holistic, integrated approach to development planning. Remarkable is the fact that the Gender Policy makes a combination of GAD and WID approaches. The gender policy proposes this combination, because projects specifically for women within gender-mainstreaming are still very important to overcome the gender gap in Uganda. However, the use of these two approaches simultaneously is a weakness of the gender policy.

According to national gender policy (2007) the gender policy has several strengths. First of all it conceptualizes the main gender-inequalities that exist in the country and to make that the focal point for development. The policy offers a framework within which gender mainstreaming can be implemented within the country. It proposed the Ministry of Gender, Labor and Social Development, the so-called national machinery, to be the steering institution to implement the gender policy. That ministry should work in co-operation with the ministry of finance, planning and economic development to ensure that all development programmes taking into account gender and that resources are provided. Since the Ugandan government is promoting decentralization, the gender policy highlights areas with gender issues for local governments as well. So the policy commits all governmental levels and sectors to gender-mainstreaming.

A second strength of the Gender Policy is that the awareness of the existence and the content of the Gender Policy is available at the governmental level and among academics, development workers and donor organization. They are applying that policy when drafting projects. What contributed to this awareness was the timing of the release of the policy. It is a part of the National Development Policy, which received a lot of international and national attention. It was recognised by different actors that in order to stimulate the development process in Uganda more attention to gender issues was needed. The timing of the release was also positive since the Ministry of Gender was operational and was embedded in the government institutions. The Ministry was not only the initiator of the Gender Policy; they also had enough experience to implement it.

However, a weakness of the gender policy is the lack of implementation. The National Gender Policy acknowledges that its implementation requires an effective, institutionalised monitoring and evaluation system with appropriate feed-back mechanisms. It calls for all sectors to have internal checks and balances to ensure that gender concerns are adequately addressed at all levels and in all sectoral activities. However, according to Assumpta Tibamwendalkiriza (2001), resource constraints, a heavily reliance on sector wide approaches to planning and rapid policy shifts especially in the decentralised governance have slowed down the implementation of the gender policy. This has in turn led to a lack of gender mainstreaming in ministries. The Ministry of Gender and Community Development developed therefore guidelines for monitoring of gender-oriented policies in line with Ministries (February 1997). Among those guidelines are that there will be co-operation between the ministries and the Ministry of Gender in the establishment of gender oriented policies. Furthermore, those ministries should be willing to participate gender-sensitisation training, in which the gender issues that are relevant to their own sectors will be identified. After identifying, the ministries will be able to translate these gender issues into policy statements, or that they will seek the necessary support to do so. A final guideline is that ministries should establish indicators of success or progress for each objective, and determine how this success or progress can be measured and verified.

2.5.5 Institutional Framework

The institutional framework for gender issues is in Uganda's Ministry of Gender, Labour and Social Development. Article 6.1 of the National Gender Policy points out that the National machinery, which is the Ministry of Gender, Labour and Social Development, is charged with the responsibility of spearheading and co-ordinating gender responsive development and in particular ensuring the improvement of women's status. In Uganda, the national machinery is part of the government. It provides policy guidelines on gender and it gives technical support in gender mainstreaming to stakeholders. It is involved in the development of gender policies in other sectors, acting both as a catalyst and a facilitator/expert on gender issues. A major task of the Ministry is to organize seminars and workshops to sensitise different categories of policy makers and programme planners to gender issues. The target group is ministers, permanent secretaries, and senior officials, members of district development planning committees; men and women.

Figure 2.2: The development of the Ministry of Gender, Labour and Social Development and labour policy

1987: Women's Desk at NRM secretariat
1988: Department for Women in Development
1991: Department for Women in Development is upgraded to the Ministry of Women in Development, Youth and Culture
1994: creation of Ministry of Gender and Community Development
1997: Enactment of gender policy
1998: change to the present Ministry of Gender, Labour and Social Development
2007: revised gender policy

As demonstrated in figure 8 above, the development of the National Machinery started in 1987 when a women's desk was established at the NRM secretariat. The mandate was to mobilise women and to empower them politically. The task was to raise women's political awareness and to work on the political education of women. Following a strong lobby from National Women Council and women NGO's, the women's desk evolved in a Department for Women in Development. Their mandate was to dismantle all barriers of tradition and the practice of legislation in path of women's advancement to equality. However, when the Ministry was just established, it was facing several difficulties in executing this mandate. Kawesi (1990) mentions the fact that when the ministry was created, the creation was not anticipated in current budgetary provisions. Furthermore there was a need for a comprehensive survey on women's needs before appropriate policies could be formulated. This study has to be aware of the fact that the needs of women in different parts of the country are different, because of the different levels of development and resources.

When the Ministry was just established, the ministry adopted the Women in Development (WID) approach, which focused on the advancement and empowerment of women. However, the ministry realised in line with the international debate that women could not be treated in isolation from men and the overall social context with which they interact. Hence, the Gender and

Development (GAD) approach was adopted alongside the WID approach. By adopting the GAD approach, it was possible to work with different sectoral ministries to review existing policies and programmes and formulate sector policies from a gender-perspective. The Ministry, having realised the need for using a combination of the GAD and the WID approach, has two departments, one for gender development and the other for women in development. This institutionalisation ensures that both the 'strategic needs' and 'practical/welfare needs' of women are addressed. However, Kakande and Sengendo (2001) mention in their study that the fact that these are mere departments in a bigger ministry has limited the staffing positions in these departments and therefore reduced scope and effectiveness of the planned implementation of activities. With this limited capacity, due to a lack of resources and staff, the national machinery cannot provide adequate professional and technical guidance to other stakeholders.

2.5.6 Financial Framework

Despite the efforts of the Ministry of Gender, Labour and Social Development to try to implement the policy at all levels in all institutions, it is not implemented yet in all the institutions, in all districts and ministries. According to Ikiriza, AssumptaTibamwenda (2001), the reason for this lack of implementation is that there is a lack of funding. The Ministry does have a lot of initiatives (like the monitoring guidelines) to implement the policy, but they need resources to implement it. The funds they received are not enough to fund all the projects they have. The political will of the Ugandan government to promote gender mainstreaming is there. The political needs however, should to be supported with sufficient funding as well.

Conclusively, the fact that Uganda has tried to integrate gender into their energy policy is influenced by a political commitment from the government to mainstream gender and also by the National Gender Policy. However, there were other elements as well that conditioned the environment in which the energy policy was formulated. In Uganda, the process towards gender-mainstreaming started indeed with participation of women's groups, but the next phase was the establishment of an institutional framework, namely the Ministry of Gender. The process moved on with a financial framework, since the Ministry needed resources to operate. The legal framework for mainstreaming gender was embedded in the Constitution of 1995 and a political framework was established with the publication of the National Gender Policy in 1997. One of the issues mentioned in the Gender Policy is gender-disaggregated data. The establishment of a

methodological framework was therefore the last phase in the gender-mainstreaming process of Uganda.



CHAPTER THREE: RESEARCH METHODOLOGY:

3.0 INTRODUCTION:

Majorly, this Chapter explains the methodology used in this research work and why it was preferred. In this chapter the study population is clearly explained, sample size and a scientific procedure for determining sample size is clearly put forward.

3.1 RESEARCH DESIGN:

A cross-sectional study design was used, by developing and administering a survey to 96 participants to collect qualitative data. This research was conducted by employing qualitative method. Five characteristics of a gender balanced energy policy were explored in the qualitative data and the conditions under which such a policy can be achieved were also identified. Data collected was statistically analysed to test its content validity and reliability. The criterion followed cronbach's α statistics to measure the form of reliability.

Data was collected over a period of three months between September and December, 2010 at the different times of the day at the front door of selected offices of departments belonging to the two ministries. Data was also collected from NGO's; Community based organisations, civil society organisations and public institutions. The 96 respondents were key-informants selected from the representatives of ministry of Gender, Labour and Social development as well as from the Ministry of Energy and Mineral Development, Non-governmental organisations; Community based organisations, civil society organisations, Private Not-for-profit organisations and public institutions. These were interviewed to provide additional information and insights on integrating gender in energy policy.¹⁵

3.2 STUDY POPULATION

The study targeted a population of 500 policy experts in the ministry of Gender, Labour and Social development as well as in the Ministry of Energy and Mineral Development and policy makers in public sector and civil society. A total of Ninety Six policy makers from the

¹⁵ a list with all the respondents and their occupation is attached in the appendix

Ministries of Gender, Energy, and from public institutions and civil society organizations were interviewed and presented with questionnaire about the essential characteristics of a gender balanced energy policy and whether these were present or absent in the current national energy policy. Respondents were further interviewed about the conditions under which such a policy can be realized. Results were analysed to determine the characteristics of gender energy policy and the conditions under which such a policy can be realized.

3.3 SAMPLE SELECTION PROCEDURE:

The respondents were selected by using Exponential Non-Discriminative Snowball Sampling, by asking respondents if they knew other possible respondents. Respondents were interviewed by using two separate questionnaires, one for gender-experts and one for energy-experts. The gender-people were asked about national gender policy and the general background information on gender-issues in their country and what they know about gender and energy policy. The energy experts could provide background information on energy in general and the attempts to integrate gender into energy policy and projects. The questionnaire was measured using multiple items, fully anchored, five point and at scales ranging from “strongly agree” to “strongly disagree.” No predefined scale was needed for the characteristics of a gender balanced energy policy and the conditions for its realization and therefore a closed ended questionnaire was constructed for this research.

3.4SAMPLE SIZE:

Since the current energy policy has certain characteristics of a gender balanced energy policy and since there are certain conditions available for a gender balanced energy policy in Uganda, it was assumed that a gender balanced energy policy is prevailing at 50%. The margin of error was assumed to be 1%. The researcher desired to have a minimum sample size of 96 respondents. Sample size was calculated using a formula devised by Cochran (1977) basing on the prevalence rate and the desired precision as shown below:

$$n = z^2 * p (1-p) / d^2$$

Where n = Minimum sample size required

 Z = risk expressed in Z score

p = expected prevalence

d = desired precision

t = Value for appropriate α (i.e. 1.96 for sample sizes)

$$\begin{aligned}\text{Therefore sample size was: } & 1.96^2 * 0.5(1-0.5)/0.1^2 \\ & = 3.842 * (0.5*0.5)/0.01 \\ & = (3.84*0.25)/0.01 \\ & = 0.9605/0.01 \\ & = 96\end{aligned}$$

3.5 DATA COLLECTION METHODS:

A cross-sectional study design was used, by developing and administering a survey to 96 participants to collect quantitative and qualitative data. The targeted respondents as demonstrated in the figure 9 in Chapter 4 were 96. Of the 96 respondents were 58 females and 38 males. 15 were working with energy-issues, 17 with gender and 2 with gender and energy. 26 were working at the public sector, 17 at statutory bodies, 19 at NGO's and 2 at private sector.

3.6 RESEARCH INSTRUMENTS.

The researcher used self-administered questionnaire instrument based on SAQ Likert scale to gather information from the area. Additionally, the researcher interviewed key informants in the sectors in energy and gender. The interview tool was formulated in simple and unbiased format to ensure accuracy and free expression of the respondents for empirical analysis of gender balance in energy policy. The approach also included a review of current literature on gender and labour policy as well as library search. The literature study included academic publications; and statistical information.

Besides some publications on gender and energy in general, there is hardly any academic literature on gender and energy policy. Therefore, people from organizations representing civil society, the government and the private sector were interviewed on how these stakeholders influence the policy process. Stakeholders who participate in the policy process are national and local actors, private, governmental and non-governmental organisations. Particularly interesting is to try to understand how different actors participated, or did not participate in developing



national energy policy, and what the actors have done to put gender on the energy agenda and which obstacles they are facing in doing that.

3.7 VALIDITY AND RELIABILITY OF INSTRUMENTS:

The content validity for the survey was to determine whether the survey was appropriate for measuring issues related gender balance and energy policy; the characteristics of a gender balanced energy policy as well as conditions under which such a policy can be realized. The initial version of interview instrument was pretested for content validity using a convenience sampling.

Ten pairs of questions, including a functional question and a dysfunctional question, were formulated for each characteristic about gender balance in relation to energy policy. The functional question included the respondent's responses if the current policy has that particular characteristic. Conversely, the dysfunctional question focused on the reaction of the respondent's if the current energy policy did not, or little, had that particular characteristic. For example, for the characteristic of gender mainstreaming, the functional question was "The current national energy policy takes into account both men and women's needs and concerns" The respondent would then give answer that corresponds to: very true, true, not sure, untrue or very untrue. The dysfunctional question on the other hand was: "Women are under re-presented in decision making on energy policy issues." The corresponding answer would also range from very true, true, untrue to very untrue. Eight of the ten pairs of questions were valid with gender balanced energy policy characteristics (CVI=0.8).

The coefficient alpha as an internal consistency index was designed and used. This was a very useful tool because the instrument was asking respondents to rate the degree to which they agree or disagree with a statement on each particular aspect of the relationship between gender and energy policy.

3.8 DATA ANALYSIS:

Data was analysed using qualitative method. It was hoped that qualitative method would best give a holistic approach to this work as a social phenomenon. Qualitative data analysis was not seen as a single methodology but included among others organizations' culture content analysis. It was always more sensitive to nuances and subtle fluctuations than quantitative research which is more precise.

This sensitivity broadened significantly the possible scope of research findings. The advantage of qualitative research was that it was used to know how people make decisions and to understand what they really need in depth. It was thus used to explore the characteristics of a gender balanced energy policy and the conditions under which such a policy can be achieved. Data collected was statistically analysed to test its content validity and reliability. The criterion followed cronbach's α statistics to measure the form of reliability.

3.9 STUDY LIMITATIONS

The non-discriminative sampling used, resulted into the researcher having little control over the sampling method. The subjects that the researcher obtained relied mainly on the previous subjects that were observed. Representativeness of the sample was thus not guaranteed.

Another limitation was that the researcher lacked the financial capacity to conduct a separate study on the causes of inconsiderate energy policy in gender issues. This would have helped to get first-hand information on why energy policy is quiet about gender issues and what should be done. There was a lot of reliance on labour and energy experts most of whom are responsible for the current policy that is gender blind.



CHAPTER FOUR:

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.0 INTRODUCTION

This Chapter presents findings of the study, following pertinent study objectives. The researcher has used tables, figures and charts for easy comparisons and contrasts. In some cases the direct verbatim of respondents is captured for critical analysis

4.1 DEMOGRAPHIC CHARACTERISTICS OF RESPONDENTS

Table 4.1: Demographic characteristics of respondents

List of respondent by sector	MALE	Per cent	Female	Per cent	Gender/Energy
Public	10	26	16	42	Energy
Statutory bodies	7	18	10	26	Energy
NGO	8	21	8	21	Gender
FBO	3	8	5	13	Gender
Private	2	5	2	5	Gender and Energy
PNFP	4	11	9	24	Gender and Energy
CBO	4	11	8	21	Energy
Total	38	100	58	100	

Source: Primary data, December 2011.

As demonstrated in the figure 4.1 above, of the 96 respondents there were 58 females, representing 60.4% of the total number of respondents and 38 males, representing 39.6% of the total number of respondents. 26 were working in public institutions, 17 in statutory bodies, 16 were working in NGOs, 8 were working with Faith Based Organisations, 4 in private sector and 13 in private not for profit organizations, while 12 were working with civil society organisations. All the respondents were working on either energy or gender issues as shown in the table above. 55 were working with energy-issues, 34 with gender and 11 with gender and energy. The respondents were selected by using Exponential Non-Discriminative Snowball Sampling, by

asking respondents if they knew other possible respondents. All the 96 respondents were above 25 years of age.

4.2 CHARACTERISTICS OF A GENDER BALANCED ENERGY POLICY

Table 4.2: Views of respondents' on characteristics of a gender-balanced energy policy

	Strongly agree (Frequency)	Per cent
Giving stakeholders a chance to participate in energy policy formulation	23	24
Stakeholders participate with the main objective of integrating gender into energy policy	14	15
Availability of some specific organisations of gender mainstreaming that participate in energy policy formulation	20	21
Gender equality in distribution of key decision making positions in the ministry of energy and mineral development	27	28
Availability of full knowledge of integrating gender in energy issues	12	13
Total	96	100

SOURCE: Primary data, December 2011.

As portrayed in the above table, and looking at the five characteristics of a gender balanced energy policy gender mainstreaming, participation, recognition of women needs, integrated energy planning approach and gender disaggregated data; identified by respondents and in literature search, the following analysis can be made from the remarks of respondents. First of all, respondents showed that stakeholders were able to participate during the energy policy formulation process, since they were consulted about all the aspects within the energy policy. According to the information from interviews, these stakeholders were not only public institutions, but also international development organizations, NGO's, CBO's and private companies dealing with energy issues. One of the stakeholders was the East African Energy Technology Network. They participated with as one of the objectives to integrate gender and

women's issues into the policy. However, specific organizations aiming at women empowerment or gender equality did not participate in the consultation process. Furthermore, although some top few positions in the Ministry of Energy and Mineral Development are occupied by females, there are hardly women who work in decision-making positions within the Ministry of Energy and Mineral Development. The knowledge on gender issues was nevertheless available as well as awareness on gender and energy issues.

Since the household sector is the biggest energy-using sector in Uganda and women are the primary users and providers of household energy, an energy policy should react on this situation by acknowledging women's role in the energy sector. Furthermore, since they are the main users of energy sources, they represent the demand side of the energy sector in Uganda. Formulating energy policy from an integrated energy planning perspective, emphasis is on the demand side.

The recognition of women's role and energy needs in the energy policy of Uganda is made explicit in some sections of the policy, but mostly the policy speaks about households. Considering the fact that women are the main users and providers of household energy, these sections in the policy are indirectly aimed for women. However, women's productive role is neglected in the energy policy. Furthermore since the electricity rate is very low in Uganda, the main energy source used in households is firewood. Since it is women's task to collect this firewood and since cooking is women's responsibility, some people working in the Energy Ministry considered an energy policy in Uganda as gender-sensitive in nature. However, it is not that simple. Women's role and their energy needs according to that are needed to be explicitly mentioned in an energy policy. An energy policy will be the framework for designing energy programmes and projects. To ensure that these projects are implemented in a gender-sensitive way and that they integrate women's needs, the role of gender according to energy is needed to be mentioned very clearly in an energy policy document.

The aim of this section was to answer the first research question by describing characteristics of a gender balanced energy policy. When describing the relationship between gender and energy, a need for a more balanced gender energy policy was identified. The current national energy policy, gender issues are given very little attention and therefore the policy is not considered

gender balanced. Gender mainstreaming is therefore critical to a gender balanced energy policy. As defined in chapter two, gender mainstreaming is the process whereby the concerns and needs of both men and women are considered in planning and policy making and that all policy makers consciously provide answers to the needs and concerns of men and women in view of their roles and responsibilities. A gender balanced energy policy should therefore include gender mainstreaming which identifies five levels of gender equality: welfare, access, conscientisation, participation and control.

The second characteristic in achieving a gender balanced - energy policy is to increase participation of both men and women in the sector. According to MujuniAggrey, (interviewee) besides some few sections, women are generally underrepresented at the decision making level in the energy sector and are rarely consulted regarding energy projects. If a country decides to use integrated energy planning approach for making energy policy, they need to focus on demand side of energy sector. As household managers, women are the primary consumers and providers of household energy. To react on women's energy needs and concerns, and on their demand, the government should consult those women and let them participate in order to formulate and energy policy that reflects their energy demands. Men, especially male energy experts and policy makers should also be trained in energy issues in order to make them appreciate women needs and demands as well as application of gender analytical tools.

Another characteristic of a gender balanced energy policy is gender disaggregated data. This helps to understand women's energy use and demand compared to that of men. The fact that women are using and collecting firewood for household purpose or for small enterprise is not visible in statistics since they are not using energy services provided by government or companies. They might be interested in those energy services like electricity or other forms of energy but since their users' pattern is not reflected in statistics, energy planners do not know what energy demand is and can therefore not design appropriate energy policies. Gender disaggregated data is a way to distinguish energy users and to react on energy demands and needs. During interviews, one of the respondents (Kyomuhangi Sarah) noted that demands, needs and gender are dynamic concepts that change in time. This raises consciousness that



gender analysis is a tool to identify and react on these changes. It can also be useful in applying energy pricing and subsidies for disadvantaged users.

The fourth characteristic important in formulation of Gender energy policy is the recognition of women's role in the energy provision and use and their energy needs. Women fulfil the most important roles in society: productive, reproductive and community role. They thus have energy needs according to those roles; for example, cooking, and energy for income generating activities, lighting and many others. In Uganda, women hold a special place in energy. They are the household – energy managers. Special attention to women's role and their energy needs should be paid in energy policy. This could contribute to overcome the current gender blindness of energy sector by increasing awareness on the need to integrate gender issues.

When integrating gender into energy policy, a multi-disciplinary interactive approach combined with integrated energy planning approach should be the guideline. As highlighted above, gender is a cross cutting issue and energy also has multi-disciplinary aspects. A multi-disciplinary perspective towards energy policy making will thus provide a framework to look at gender and energy from different angles, help to understand the relationship between gender and energy and what the impact of certain energy policy decisions will have on both men and women. The interactive approach will provide ways for women to influence energy policy formulation and to advocate for the integration for their needs into energy policy.

4.3 CONDITIONS UNDER WHICH A GENDER BALANCED ENERGY POLICY CAN BE ACHIEVED

Table 4.3: Respondents' views on achieving a gender balanced energy policy

Views	Strongly agree (Frequency)	Percentage
Equity and equality in gender relations	30	31
Women and empowerment	35	36
Efficiency of projects, programmes and policies	11	11
Sustainability of energy services	20	21
Total	96	100

SOURCE: Primary data, December 2011.

As shown in the table 4.3, stakeholders were interviewed about the underlying principles of a gender balanced energy policy formulation process. Although different stakeholders had conflicting principles, many were in agreement with the ones identified in the literature review. Several underlying principles for realizing gender mainstreaming as identified included equity and equality in gender relations, women's empowerment, and efficiency of projects, programmes, policies and sustainability. These principles were identified by interviewing key-informants on gender and energy issues. These principles were analysed to form a basis of conditions under which a gender balanced energy policy can be achieved. Whether these conditions are achieved in practice in Uganda, was tested in the study of the current energy policy.

4.4 CURRENT DEVELOPMENTS GEARED TOWARDS A GENDER BALANCED ENERGY POLICY IN UGANDA

Table 4.4: Current developments in Uganda geared towards realizing a gender balanced Energy Policy as analysed from respondents' views.

Condition	Views on Elements	Frequency	Per cent
Participatory framework	<ul style="list-style-type: none"> – Participation of women's movements in the political arena – Participation of gender-sensitive men – Strong women's movement – The goal of one-third of local government representatives to be women 	25	26
Methodological Framework	<ul style="list-style-type: none"> – There are gender disaggregated data available and widely published since 1998 – Government staff is trained to use gender analytical tools and methods 	10	10
Legal framework	<ul style="list-style-type: none"> – Strong position of gender issues in the constitution of 1995 – Signed and ratified CEDAW in 1985 – Participated in the Beijing Conference 	19	20

	<ul style="list-style-type: none"> – Signed the Commonwealth Plan of Action on Gender and Development in 1995 – Participated in the Rio Conference (1992) and in the Earth Summit (2002) 		
Political framework	– Existence of a National Gender Policy since 1997	15	16
Institutional framework	– Existence of a national machinery for women since 1987 and since 1994 a separate Ministry of Gender	14	15
Financial framework	– Budget is allocated to the Ministry of Gender and to the implementation of gender policies and programmes	13	14
Total		96	100

Source: **Primary data, December 2011.**

In this section, research question 3 is partly studied; what are the developments in Uganda geared towards a gender balanced energy policy and what conditions the realisation? The figure above is visualizing the developments that have taken place in Uganda geared towards a gender balanced energy policy. As shown in the table above, it is important to note that the conditions were available in Uganda to create a background for realising a gender balanced energy policy. The existence of a National Gender Policy is a demonstration of the political commitment towards achieving gender equality. According to the National Gender Policy, all governmental levels and sectors need to encourage gender-mainstreaming. An energy policy should therefore acknowledge gender and women's issues. Although women are hardly mentioned in the National Energy Policy, the content and the formulation process are however reflecting some of the characteristics of a gender balanced energy policy.

When describing the process of making energy policy gender balanced, it is important to bear in mind what the underlying principle is and why stakeholders want a gender-balanced energy policy.

4.5 CONDITIONS FOR REALIZATION OF A GENDER BALANCED ENERGY POLICY IN UGANDA

In this section, research question 3 fully is studied; what are the developments in Uganda towards gender-aware energy policy and what conditions the realisation? Table 4.5 is visualizing the conditions that need to be in place if Uganda is to realize a gender balanced energy policy.

Table 4.5: What needs to be done in Uganda to achieve a gender balanced energy policy?

	Elements	Strongly agree (Frequency)	per cent
Participatory framework	<ul style="list-style-type: none"> – Increase Number of women working in energy sector – Increase Participation of women's movements in the political arena 	30	31
Methodological Framework	<ul style="list-style-type: none"> – Provide gender disaggregated data – Provide tools and gender analytical methods 	17	18
Legal framework	<ul style="list-style-type: none"> – Emphasize position of gender issues in the constitution 	10	10
Political framework	<ul style="list-style-type: none"> – Sensitize people on existence of a gender policy and/or affirmative action policy 	10	10
Institutional framework	<ul style="list-style-type: none"> – Provide a strong national machinery for women 	9	9
Financial framework	<ul style="list-style-type: none"> – Increase gender budgeting; the allocation of resources to gender issues 	10	10.5
Implementation	<ul style="list-style-type: none"> – The main obstacle inhibiting achieving a 	10	10.5

framework	gender balanced energy policy is people's attitude – Superiority of masculinity		
Total		96	100

Source: **Primary data, December 2011.**

Respondents' views on conditions for achieving a gender balanced energy policy as presented in the above table concurs with five points of availability, affordability, accessibility, sustainability and security as Annecke (2001) describes which need to be taken into consideration when integrating gender into energy policy. The main policy goal in the energy sector is to meet the energy needs of the Ugandan population for social and economic development in an environmentally sustainable manner. Also the multi-disciplinarity of energy policy is acknowledged by respondents by mentioning not only the political side of energy policy but also the economic, environmental and social aspects.

The major obstacle for the implementation of the gender policy however is; the attitude of people. The problem with a reluctant attitude towards gender issues are not only at grassroots level, even in government institutions there are people, men and women, that are not gender-sensitive and who are not supporting gender mainstreaming. A possible reason for this attitude mentioned in the interviews is the fact that some people in the governmental institutions have been working in those institutions for a very long time. They have a certain style of working and they might consider women's issues and gender issues not positively. According to interview with respondents, there will always be a fear of what will happen when working on those issues. If they are working on gender mainstreaming, they might get criticism from their families who have a traditional opinion towards gender roles and relations. However, when they are refusing to work on gender issues, they might lose their job. So in the end they will be willing to work with gender issues but they still have a negative attitude towards it. One solution to improve this situation is by sensitising governmental institutions. The tendency is that the people at key-positions send their junior-assistant to gender-sensitising workshops. But the juniors are not making the decisions. It is the people in key-positions that need to be gender-sensitive and as long they are not, it is difficult to implement the policy; because those are the people who allocate the budget and design the projects.



From the above analysis, it is therefore clear that achieving a gender balanced energy policy is indeed a process. It involves formulation of underlying principles that act as the basis for the policy, certain conditions must be followed if this policy is to be in practice with the aim of achieving certain objectives and this brings into place a policy and its desired characteristics.

There is a tendency to emphasize women, because empirical statistics are showing that women have a disadvantage position compared to men. So when the Ugandan government is talking about gender-mainstreaming, the emphasis is on women just to address the imbalance, which cannot be addressed by being gender neutral.

Furthermore, statistics show that women do not have equal access to and control over productive resources. The government recognises that inequality has negative implications for the government and the country in general. Hence, the government is committed to make considerable progress in promoting the social and economic development of women. As a result, the National Gender Policy was adopted in 1997, which is part of the National Development Policy and the development of an institutionalised policy framework to address gender and women's issues. Consequently, the issue of gender-inequality is no longer a matter of a few interests groups, NGOs, or women's organizations, but it became a matter of national policy. The National Gender Policy is a cross-cutting policy; all actors in the development process are required to take action in those specific areas that address gender inequality. It is a policy that has a crosscutting relevance and application and therefore an energy policy should also integrate gender issues.

As presented in the table above, it was observed during the field study that there is quite some awareness on gender issues in Uganda, especially on governmental level and among academics and development workers from NGO's and international donor organizations. This gender awareness is more expected by organizations working on gender-issues, but the field study reveals that gender awareness also existed in organizations working on energy. Even some private companies dealing in solar energy equipment were aware of women's energy needs and

were trying in their way to contribute to a more equal distribution of energy resources between men and women. According to interviews, they organise for example training for men and women in installing and maintaining solar energy equipment and offer credit-schemes to men and women who want to buy solar energy equipment. However, it was noted that different actors are participating in gender-mainstreaming of an energy policy with different underlying principles.

Private companies in Uganda consider women as potential customers and an extension of their market. So their motivation for integrating gender is to increase efficiency. The underlying principle of the government, reflected in the National Gender Policy, to realize gender mainstreaming is to achieve gender equality or equity. This seems to be the underlying principle to integrate gender into the Energy Policy. However, anti-poverty is also a motivation of the government. Empowerment is a principle mentioned by NGO's and especially of Women's Organizations. International (donor) organisations reflected something of a mixed bag concerning their underlying principles. Gender equality and poverty reduction were often mentioned as reasons to integrate gender into energy policy. Efficiency could be a motivation as well; however this motive was mostly not mentioned directly by international organizations.

What can be concluded is that the developments towards a gender-balanced energy policy are promising in Uganda. The conditions for realizing a gender balanced energy policy are available and the characteristics of the National Energy Policy are reflecting the characteristics of a gender balanced energy policy. However, how gender is balanced in the energy policy is dependent for a large part on the implementation of the policy and the elaboration of policy objectives into concrete projects. The two elements are largely lacking in the Ugandan Energy Policy. Concerning the formulation phase of the energy policy in Uganda, it can be said that the availability of a National Gender Policy worked as a catalyst for realizing the conditions and creating gender balance in Uganda that enabled a background for developing a gender balanced energy policy. However, patriarchy forms a huge obstacle in the realization of gender-equality in Uganda and has been identified in this research as an obstacle for the implementation of the National Gender Policy. Consequently, it forms an obstacle for the implementation of a gender balanced energy policy and an obstacle in addressing gender-issues in the energy sector.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.0 SUMMARY

Despite the efforts of Uganda to ensure gender balance in energy policy, the government, civil society and Non – governmental organizations still do not show much knowledge of what a gender balanced energy policy is about. There is not much knowledge on what the main characteristics of such a policy are, and how the government can ensure gender balance in the energy policy. The Government, civil society and development organisations, need to realise gender mainstreaming in the area of energy. The main objective of this study was therefore to contribute to the formulation of a gender-balanced energy policy, which could help to overcome gender-inequality in national energy policy by developing and defining the main characteristics of a gender-balanced energy policy and analysing under which conditions such a policy can be realised. To realise this objective, the main research question of this study was formulated thus: What are the characteristics of a gender-balanced energy policy and which conditions, based on the experiences and the developments in Uganda, enable the integration of gender in a national energy policy?

The findings have revealed five characteristics of a gender balanced energy policy which includes the following: gender-mainstreaming, participation, recognition of women's role in the energy provision and use and their energy needs, an integrated energy planning (IEP) approach, and a gender-disaggregated data on male and female energy use.

Six conditions were also identified to realize a gender balanced energy policy and these were analyzed to determine whether these conditions were achieved in Uganda. These were: participatory framework, methodological framework, and legal framework, establishment of a political framework, an institutional framework and a financial framework.

5.1 CONCLUSION

When describing the process of making energy policy gender balanced, it is important to bear in mind characteristics of a gender balanced energy policy and the conditions under which such a policy can be achieved. It is also important why stakeholders want a gender-balanced energy policy and developments towards such a realization.

Identified in this research is the effect of catalysts and obstacles. Concerning the formulation phase of the energy policy in Uganda, it can be said that the availability of a National Gender Policy worked as a catalyst for realizing the conditions and creating gender balance in Uganda that enabled a background for developing a gender-balanced energy policy. However, patriarchy forms a huge obstacle in the realization of gender-equality in Uganda and is identified as an obstacle for the implementation of the National Gender Policy. Consequently, it can be said that patriarchy forms an obstacle for the implementation of a gender-balanced energy policy.

The question at stake is; then what needs to be done? From the above analysis, it is therefore clear that achieving a gender balanced energy policy is indeed a process. It involves formulation of underlying principles that act as the basis for the policy, certain conditions must be followed if this policy is to be in practice with the aim of achieving certain objectives and this brings into place a policy and its desired characteristics.

Finally, answering the following questions can provide an enabling background to a concrete policy that is gender balanced: what are the underlying principles of the different actors to aim for a gender-balanced energy policy and can these be realized? Does the situation of poor rural women improve when there is a gender-balanced energy policy? Is giving them a say in the policy process, a guarantee of the reflection of their needs and interests in a national (energy) policy? Is providing women with sufficient, safe and affordable energy services a release of their burden or is it just one part? Do women and men really prioritise energy issues and do they really care whether a national energy policy is reflecting their needs and interests or are they more worried how to feed their kids, how to take care of the businesses or which soccer-team will win the game? An article in Monitor newspaper, 25th October 2010, nevertheless demonstrated that energy has a high priority in Uganda: "at least 21 people were killed and a dozen more seriously



injured in a bus accident on Sunday 24th October 2010, in Nwoya district, north-western Uganda, according to local police”. The on-looters mourned the victims, but also regretted the loss of so many litres of petrol while others rushed with containers to scoop the spilling fuel. This does not prove that life and energy are giving equal priority; it does demonstrate however that energy is recognized as a basic need, at least by some people!

5.2 RECOMMENDATIONS

5.2.1 THE CHARACTERISTICS OF A GENDER-BALANCED ENERGY POLICY

First of all, five characteristics of a gender-balanced energy policy were identified. The first characteristic is hidden in the name; gender balance. When describing the relation between gender and energy, a need towards more gender balance in the energy sector was identified. In current energy policy gender-issues are receiving no attention and therefore energy policy can be considered not to be gender balanced. To overcome this gender imbalance, energy policy-makers should try to mainstream gender issues. Gender mainstreaming is a process to ensure that the concerns and needs of both women and men are considered in all planning and policy-making and that all policy-makers are aware of the needs of women and men and their roles and responsibilities. A gender balanced energy policy should therefore ensure that the energy needs and energy concerns of both men and women are considered. In Uganda, this was the case during the energy policy formulation process. The government was aiming to improve unequal control and access over energy resources and to reflect the energy demands of men as well as women in their energy policy. Also bound by the constitution in which gender equality was laid down, both governments were committed to realize gender equality in all sectors and at all levels of society. As a result, gender-mainstreaming should also be realized in the energy sector and be reflected in the energy policy.

The second characteristic of mainstreaming gender into energy policy is to increase the participation of women and men in the sector. Besides some exceptions, women are generally under-represented at the decision-making level in the energy sector and are rarely consulted regarding energy projects. The government needs to focus on the demand-side of the energy sector. As household managers women are the primary consumers and providers of the household energy. To react on women’s energy needs and concerns and to react on their demand,

the government should consult those women and to let them participate in order to formulate energy policy that reflects their energy demands. In Uganda stakeholders were able to participate during the energy policy formulation process, since they were consulted about all the aspects within the energy policy. These stakeholders were not only public institutions, but also international development organizations, NGO's, CBO's and private companies dealing with energy issues. However, specific organizations aiming at women empowerment or gender equality did not participate in the consultation process. Furthermore, apart from a few women leaders on top policy positions in the ministry of energy and mineral development, there are hardly women who work in decision-making positions within the Ministry of Energy and Mineral Development.

A gender balanced energy policy should furthermore recognise women's role in the energy provision and use and their energy needs. Women fulfil a triple role in society; namely; a productive, reproductive and a community role. They have energy needs according to those roles, like cooking, energy for income generating activities, lighting, and many others. The recognition of women's role and energy needs in the energy policy of Uganda is made explicit in some sections of the policy, but mostly the policy speaks about households. Considering the fact that women are the main users and providers of household energy, these sections in the policy are indirectly aimed for women. However, women's productive role is neglected in the energy policy.

When integrating gender into energy policy, an integrated energy planning (IEP) approach should be the guideline. Gender is a crosscutting issue and energy also has multi-disciplinary (political, social, economic and environmental) aspects. A multi-disciplinary perspective towards energy policy-making could provide a framework to look at gender and energy from all these different angles and it help to understand the relation between gender and energy and what the impact of certain energy policy decisions will be on women in relation to men. Furthermore the main feature of the integrated energy planning is the demand-driven approach towards energy planning. This gives an opportunity to react on women's energy needs in energy policy. Also the fact that IEP recognizes that energy is linked with other sectors of economy and society is an

opening for integrating social aspects (like gender) in the energy planning process. These concrete avenues for making a gender balanced energy policy.

One of the main characteristics of an integrated energy planning is that it is recognized that energy is linked with other sectors of a society and that energy has a multidisciplinary character. Such aspects should be mentioned in any gender balanced energy policy (e.g. financing and pricing), social (e.g. human resources), political (e.g. governance and institutional capacity) and environmental (e.g. environment and energy efficiency) aspects of energy policy and by linking it to sectors like agriculture, industry and transport.

One way to enlarge the knowledge on women's energy use and demand is to collect gender-disaggregated data on male and female energy use. The fact that women are using and collecting fuel wood for household purposes or for small enterprises is not visible in the statistics, since they are not using energy services provided by government or companies. They might be interested in those energy services like electricity or other forms of energy, but since their users' pattern is not reflected in statistics, energy planners do not know what women's energy demand is and can therefore not design appropriate energy policies. Since IEP is the framework for the development of an energy policy in Uganda, there is a need for a database. In Uganda, there are gender-disaggregated data available and published, however, not on energy issues. There are statistics available on energy, but these are only very general and not disaggregated at all. Within the Ministry of Energy and Mineral Developments, as well as in the National Energy Policy the need for more detailed and gender-disaggregated data is recognized.

5.2.2 THE CONDITIONS FOR REALIZING A GENDER-BALANCED ENERGY POLICY

Six conditions can be identified to realise a gender balanced energy policy and in the case of Uganda it was analysed whether these conditions were achieved. A first condition to be realised is a participatory framework; involving beneficiaries in public policy through stakeholders-participation by working in collaboration and participation of government, development organisations, civil society organisations, and many others. The political participation of women and the existence of a women's movement were available in Uganda. Furthermore, there are

affirmative action policies to increase the number of women in several sectors in the society and within the governmental institutions.

A second condition is the availability of a methodological framework. This is necessary to generate and analyse gender-disaggregated data so that policy-makers can have appropriate data so that they can take action to overcome unequal gender relations. Using gender analysis can create more gender balance among stakeholders. In Uganda several booklets are publicized with facts and figures on the status of men and women in Uganda. These publications are containing gender-disaggregated data, so there is somehow a methodological framework. The importance of gender-disaggregated data should not be underestimated. It is an important tool to demonstrate gender-inequality and to make policy-makers and other decision-makers aware of the importance to integrate gender into their policies. Furthermore, it is also a framework for monitoring the process towards gender-equality.

Gender balance of a government, can be demonstrated by equalizing opportunities by modifying the legal framework. Is the legal treatment of men and women equal? Are men and women equal before the law? Are gender-issues integrated into the constitution? A positive answer to these questions can be given in the case of Uganda. The national constitution forbids discrimination and is committed to gender-equality. Part of this legal framework is also the legal and political commitment of government to international conventions. The country signed and ratified CEDAW and participated in the Beijing Platform of Action and the Earth Summit in Johannesburg (2002).

The fourth condition that needs to be fulfilled in order to realise gender mainstreaming is the establishment of a political framework for using targeting measures to narrow the gender gap. Uganda has a National Gender Policy since 1997. The existence of a National Gender Policy is a demonstration of the political commitment towards achieving gender equality. According to the National Gender Policy, all governmental levels and sectors need to encourage gender-mainstreaming.

To implement the political framework and to monitor the legal framework, an institutional framework for gender issues in relation to energy needs to be established.

Finally, a financial framework is crucial for realising gender balanced policies and to demonstrate political commitment to gender mainstreaming by allocating sufficient resources to gender policies. One way to give sufficient financial support is by gender budgeting for energy. Gender budgeting can give the government the opportunity to redirecting public policies and expenditure to promote gender equality. In principle, public expenditure on social services and infrastructure are allocated on a gender-neutral basis, in practice, women and men use services differently. Government's budget should therefore be gender disaggregated. In Uganda there are initiatives to realize and implement gender-budgeting.

When these conditions are realised, a background is established to enable the creation of a gender a balanced energy policy. Fulfilling the conditions mentioned above will demonstrate a commitment within a society to realise gender-mainstreaming. However, several actors within that society will have their own underlying principle for aiming or opposing gender-mainstreaming. Therefore, several underlying principles for ensuring a gender balanced energy policy have been identified, namely: welfare, empowerment, equality/equity, efficiency and anti-poverty. Which rationale a government chooses to implement a gender balanced energy policy determines their motivations and their underlying reasons for realising that. However, within a government, even within a department of a ministry, several motivations can exist simultaneously. Also several stakeholders in a policy formulation process are participating with different (often conflicting) motivations. This research revealed that in general private companies are more participating with an efficiency-motive, while NGO's (especially women's organisations) are more aiming at women's empowerment. International (donor) organizations do have different underlying principles for ensuring a gender balanced energy policy, of which poverty reduction and gender-equality take centre stage. Ugandan government had as its main motivation for realizing a gender balanced energy policy, gender equity/equality and this motivation is also reflected in the energy policy. Because of the differences between motivations of stakeholders, it can be questioned whether multi-stakeholder-participation is effective.

5.2.3 DEVELOPMENTS IN UGANDA GEARED TOWARDS A GENDER BALANCED ENERGY POLICY AND CONDITIONS FOR SUCH A REALIZATION

In this section, research question 3 has been fully answered; what are the developments in Uganda geared towards a gender balanced energy policy and what conditions the realisation? The researcher has noted that the conditions were available in Uganda to create a background for realising a gender balanced energy policy. The existence of a National Gender Policy is a demonstration of the political commitment towards achieving gender equality. According to the National Gender Policy, all governmental levels and sectors need to encourage gender-mainstreaming. An energy policy should therefore acknowledge gender and women's issues.

5.3 AREAS FOR FURTHER RESEARCH

Further research is needed to compare countries with a gender- balanced energy policy with countries that do not have such a policy, and countries that have attempted to have a gender balanced energy policy and do have considerable gender-equality in their energy sector. It is assumed in this study that in order to realize equal access and control over energy resources between men and women, a gender-balanced energy policy is necessary. But maybe, there are other ways to achieve that and this calls for further research.

The scope of this study was on how to have a gender balanced energy policy and as such no conclusions can be drawn on the success or failure of the implementation of a gender-balanced energy policy. A policy can be looking good on paper, but implementation may prove whether policy objectives will be achieved. Looking at the five points (availability, affordability, accessibility, sustainability and security) of Annecke that needs to be taken into consideration when integrating gender into energy policy, they are all mentioned several times in the Energy Policy of Uganda. However, these five points should also be considered when transforming policy objectives into concrete projects or programmes to implement the energy policy.

During this study more questions arise than could be answered. Ensuring a gender balanced energy policy is multi-dimensional since gender and energy have different aspects (social, economic, political, legal, and cultural). When analysing an energy policy on its gender balance,

more in-depth research is necessary on these aspects. How do they contribute to the gender mainstreaming in energy policy and how are they reflected within the policy? This study focuses on the formulation stage of the energy policy process. A next study should also try to assess what the experiences are of implementing a gender balanced energy policy. Also the relation between gender mainstreaming and the existence of a gender-balanced policy needs to be analysed then. Maybe it is possible to implement policies that are not explicitly gender-balanced than projects that are gender-balanced, so that the end goal of gender-mainstreaming is still realised.

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APPENDIX 1: QUESTIONNAIRE:

I am Turyamureeba Claudio, a second year student of Master of Public Administration and Management at Kampala International University-Western campus. I am conducting a research on **Gender balance and energy policy Rukungiri district**; as a partial fulfilment to award of the aforementioned degree. I am requesting you to help me in filling the questionnaire below:

Your views on gender balance and energy policy

This Questionnaire seeks to gain a better understanding of gender balance and energy policy in Rukungiri to contribute to the formulation of a gender balanced energy policy, which could help to overcome problems associated with gender-inequality in national energy policy by developing and defining the main characteristics of a gender balanced energy policy, analysing under which conditions such a policy can be realized and proposing practical ways for realizing a gender balanced energy policy

Your opinions therefore are very important to me. Please be as truthful as possible.

Age

Sex

Marital Status

Profession

Sector.....Public / Private (Please tick the applicable answer)

Working with gender/Energy sector (Please tick)

Characteristics of a gender-balanced energy policy

Please circle the most appropriate answer to the following statements.

The following are the characteristics of a gender balanced energy policy

1. Giving stakeholders a chance to participate in energy policy formulation
 - a. Strongly disagree
 - b. Disagree
 - c. neutral
 - d. agree
 - e. strongly agree

2. All the Stakeholders participate with the main objective of integrating gender into energy policy
 - a. VeryUntrue
 - b. Untrue
 - c. neutral
 - d. True
 - e. VeryTrue
3. Availability of some specific organizations of gender mainstreaming that participate in energy policy formulation
 - a. Veryaccurate
 - b. accurate
 - c. neutral
 - d. Inaccurate
 - e. Very inaccurate
4. Availability of full knowledge of integrating gender into energy issues
 - a. Very incorrect
 - b. incorrect
 - c. neutral
 - d. correct
 - e. Very Correct
5. Gender equality in distribution of key decision making positions in the ministry of energy and mineral development.
 - a. Strongly don't concur
 - b. Don't concur
 - c. neutral
 - d. concur
 - e. strongly concur
 - f.

Conditions for realizing a gender balanced energy policy

The following are conditions for realizing a gender-balanced energy policy

6. Equity and equality in gender relations
 - a. Very true
 - b. True
 - c. neutral
 - d. Untrue
 - e. Very untrue
7. Women should be fully empowered and sensitized on gender issues
 - a. Very true
 - b. True
 - c. Neutral
 - d. Untrue
 - e. Very untrue
8. There should be efficiency of projects, programmes and policies
 - a. Very true
 - b. True
 - c. neutral
 - d. Untrue
 - e. Very untrue
9. Energy services should be sustained without compromising the needs of future generations and taking into account the needs of every one
 - a. Very true
 - b. True
 - c. neutral
 - d. Untrue
 - e. Very untrue

Developments in Uganda geared towards a gender balanced energy policy and what needs to be done to achieve such a realization

The following are some of the developments in Uganda geared towards creating a gender balanced energy policy:

10. There is Participation of women's movements in the political arena, Participation of gender- sensitive men, Strong women's movements and there is goal of one-third of local government representatives to be women
- a. Very Correct
 - b. Correct
 - c. neutral
 - d. Incorrect
 - e. Very incorrect
11. There are gender disaggregated data available and widely published since 1998
- a. Very correct
 - b. Correct
 - c. neutral
 - d. Incorrect
 - e. Very incorrect
12. Government staff is trained to use gender analytical tools and methods
- a. Very Correct
 - b. Correct
 - c. neutral
 - d. Incorrect
 - e. Very incorrect
13. There is strong position of gender issues in the constitution of 1995. Signed and ratified CEDAW in 1985, Participated in the Beijing Conference, Signed the Commonwealth Plan of Action on Gender and Development in 1995 and participated in the Rio Conference (1992) and in the Earth Summit (2002)
- a. Very Correct
 - b. Correct
 - c. neutral
 - d. Incorrect
 - e. Very incorrect
14. Existence of a National Gender Policy since 1997
- a. Very Correct

- b. Correct
- c. neutral
- d. Incorrect
- e. Very incorrect

15. Existence of a national machinery for women since 1987 and since 1994 a separate Ministry of Gender Very Correct

- a. Correct
- b. neutral
- c. Incorrect
- d. Very incorrect

16. Budget is allocated to the Ministry of Gender and to the implementation of gender policies and programmes

- a. Very incorrect
- b. Correct
- c. neutral
- d. Incorrect
- e. Very incorrect

Conditions necessary for realizing fully a gender-balanced energy-policy

17. Increase Number of women working in energy sector, increase Participation of women's movements in the political arena

- a. Very incorrect
- b. Correct
- c. neutral
- d. Incorrect
- e. Very incorrect

18. Provide gender disaggregated data, Provide tools and gender analytical methods

- a. Very incorrect
- b. Correct
- c. neutral
- d. Incorrect
- e. Very incorrect

19. Increase gender budgeting; the allocation of resources to gender issues

- a. Very incorrect
- b. Correct
- c. neutral
- d. Incorrect
- e. Very incorrect

20. Provide a strong national machinery for women

- a. Very correct
- b. Correct
- c. neutral
- d. Incorrect
- e. Very incorrect

APPENDIX 2: INTERVIEW GUIDE:

Subjects will be informed that this is a study about gender and energy policy and will take about 20 minutes to complete. Upon agreeing to participate, each interviewee will be interviewed separately on the aspects as per research objectives. The descriptive aspects of the field notes will form the interviews as encompassed in the following:

Interviewer self-record: This including date, time, attendance, and major activity of the interview. Also, the body language through the communication and the sitting place of the researcher will be described in detail.

Description of characteristics of a gender balanced energy policy and conditions for achieving such a policy: This will be a record of all interviewees' expectations, feelings and attitudes in relation to the current energy policy including, aspects of being listened to/participation in decision making, gender disaggregated data, gender masculinity roles, cultural aspects, political, economic, environmental implications and aspects of sustainable development.

Interviewer reflections: This will include experiences, thoughts during the interview of data collection, feelings, opinions, and reflections on events that happen in the ministry of energy and mineral development as well as in the Ministry of gender, labour and social development and in civil society organisations, community based organisations, private institutions and public institutions. All records of the interviewees' verbal statements during interview sessions will be transcribed and ordered chronologically. The researcher will write field notes after reviewing audiotapes of each interviewed person.



APPENDIX 3: TABLE FOR TESTING RELIABILITY

Table 3.2: Cronbach's alpha used to test reliability.

Question s	1	2	3	4	5	6	7	8	9	10
1	2	2	2	3	4	5	2	1	2	4
2	1	1	2	4	5	5	1	2	2	2
3	1	2	2	5	5	4	1	2	2	1
4	3	2	2	2	1	3	2	2	2	2
5	5	5	5	4	4	3	3	2	3	4
6	1	1	1	1	5	1	1	1	1	1
7	2	2	2	2	2	2	2	2	2	2
8	2	1	2	2	4	1	3	3	1	1
9	5	5	1	1	1	2	1	2	5	4
10	4	3	3	3	1	2	1	1	3	4
N	10	10	10	10	10	10	1 0	1 0	10	10
Σx	26	24	22	27	32	27	1 7	1 8	23	25
$\frac{\Sigma x}{N}$	2. 6	2. 4	2. 2	2. 7	3. 2	2. 8	1. 7	1. 8	2. 3	2. 5

Σx^2	90	78	60	89	13 0	98	3 5	3 6	65	79
$\Sigma(x - \bar{x})^2$	22 .4	20 .4	11 .6	16 .1	27 .6	19 .6	6. 1	3. 6	12 .1	16 .5
S^2	2. 5	2. 3	1. 3	1. 8	3. 1	2. 2	.6 8	.4	1. 3	1. 8

= .917 .467 .337 .455 .014 -.146 .512 -.06 .74

SOURCE: James P. Key.(1997). Research design in occupational Education, Oklahoma State University.

$$= \frac{\Sigma xy}{\sqrt{(\Sigma x^2)(\Sigma y^2)}} \quad \Sigma xy = \Sigma xy - \frac{(\Sigma x)(\Sigma y)}{n}$$

P = Mean Interitem Correlation

$$\text{Alpha} = Np / [1+p (N-1)]$$

$$= (10) (.36) / [1+.36(10-1)]$$

$$= 3.6/4.24$$

$$=.849$$

APPENDIX 4: VISITED ORGANIZATIONS

1. Probation officer – Rukungiri District local government
2. PROMICE Uganda-Promoting Micro enterprises Uganda
3. Caritas Uganda- Rukungiri Offices
4. Department of Community Development – Rukungiridistrical local government
5. Department of Environmental Management- Rukungiri Local government
6. IRDI- Integrated Rural Development Initiatives, Rukungiri branch
7. North Kigezi Diocese – Church of Uganda
8. NSARWU-National Strategy for the Advancement of Rural Women in Uganda
9. Rukungiri Management Institute - Department of Women and Gender Studies.
10. Rukungiri Police station – Women and family protection Unit
11. Solar Energy for Africa Ltd.
12. Solar Energy Uganda Ltd.
13. URDT-Uganda Rural Development and Training
14. UREA-Uganda Renewable Energy Association
15. UWFT-Uganda Women's Finance Trust Limited