GENOL
Gender and Energy Network of Lesotho

ENERGIA International Network on
Gender and Sustainable Energy

Gender Audit

The Energy Policy and Programmes for the Kingdom of Lesotho

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Executive Summary

This report presents a gender audit of the energy policy and programmes and is structured in five chapters. The executive summary follows that structure and outlines the contents and key points chapter by chapter.

Chapter One: Background Review

The first sub-chapter provides a country level review of gender and development issues. Lesotho is classified as a least developed country and, by the UN Human Development Report, as a country with low human development. However, Lesotho ranks a bit better than Sub-Saharan Africa regarding the human development index and the gender inequality index.

The Government of Lesotho (GOL) is a signatory to a number of international and regional instruments/conventions that are meant to address gender inequalities; some of these have been put into practice and have influenced the gender landscape in the country. Furthermore, GOL has endorsed the Millennium Development Goals (MDGs) and protocols regarding environmental protection and climate change, which influence the supply and demand for energy. The energy sector recognises and makes contribution towards achievements of three MDGs: to eradicate extreme poverty and hunger; to promote gender equality and empower women; and to ensure environmental sustainability. However, the absence of the energy sector in these instruments in the MDG's suggests that the energy needs of women may be side-lined in policy formulation at national level.

At the national level, gender is regarded as a cross cutting issue within GOL policy, and in line with this the National Gender and Development Policy was passed by Cabinet in March 2003. The Bill of Rights of the Constitution of Lesotho (1993) prohibits discrimination on the basis of sex though it exempts customary law from the non-discriminatory principle. In 2006 the Married Persons Equality Act was passed by Parliament to abolish husband's marital power over the person and property of his wife.

The sub-chapter provides a gender perspective on a number of social and economic issues, among them economic activities, education and health:

- As in many other countries women dominate in low paying jobs despite their high literacy rates.
- Unlike most African countries, Lesotho has enjoyed high female literacy rates and higher enrolment than boys and men from primary to tertiary level.
- One big health challenge that is facing Lesotho currently is the high prevalence of HIV infections. The prevalence rate is estimated at 18.0 per cent for men and 26.7 per cent for women.

Extreme poverty in Lesotho is concentrated in the rural areas, particularly the mountain areas where 71per cent of the population live below the poverty line. Women in both rural and urban areas make up a predominant proportion of the poor. It is estimated that 30.7 per cent of households are headed by women. The incidence of poverty among female-headed households is persistently high with approximately 64 per cent well above the national average of 58 per cent.

By 2005 Lesotho had not achieved 30 per cent women's representation in the National Assembly as dictated by the 2010 SADC Gender Protocol. However, at local government women's representation exceeds 50 per cent. Representation at the

national level is showing some positive trends even though there is still a lot to be done. Thus, women's representation in the National Assembly has seen an increase especially after the electoral reform from first-past-the-post model to mixed membership proportional model.

The second sub-chapter provides a ***country level review of energy issues*.** It begins by providing an overview of the national energy sector. Like in many developing countries, energy consumption patterns in Lesotho exhibit traditional characteristics where the utilization of traditional sources (wood, dung and crop residues) is higher than that of conventional fuels (coal, oil, natural gas, electricity). Thus, 67 per cent of the energy consumption in 2008 was made up of biomass in 2008, while electricity accounted for only six per cent. Furthermore, only 14 per cent of all households had access to electricity with a meagre two per cent of rural households.

The sub-chapter then goes on to analyse the development of new energy policy that started in 1999 and resulted in the Draft Energy Policy of 2003. The process was guided by the 2002 Energy Policy Framework, which provides general energy policy direction. Finally, the sub-chapter identifies the institutions, dominated by the government, and stakeholders in the energy sector.

Chapter One ***concludes*** that there is clear absence of linkages between the gender and energy policies. Institutions that are mandated to implement energy projects and programs are not informed by the gender and development policy, while on the other hand the gender policy does not treat energy as a key concern despite women's dominance as energy consumers.

Chapter Two: Methodology

This chapter describes the methods that have been used in the gender audit and for putting this report together. They are summarised below. In summary, the methodology was influenced mainly by the ENERGIA manual but other components were adapted to the national context.

- The gender and energy sector situational analysis in Chapter One was done through a desk review of various documents and statistical data.
- The gender assessment of the draft energy policy was done using a quick scan tool for assessment from ENERGIA Handbook for the Gender Audit.
- Three projects were reviewed for gender assessment. First, a quick scan of the projects documents was used to determine the number of times key gender concepts are mentioned in the document; second, a gender scorecard was further used on these energy projects to test their gender sensitivity; and third, the project documents were reviewed to determine if gender mainstreaming was applied.
- A gender-sensitive analysis of the DOE budget was carried out.
- The organisational assessment of the DOE was undertaken to provide an internal organisational assessment of the capacity planning, implementation and monitoring of the energy policy, to mainstream gender. In order to access this information a self-assessment questionnaire was administered to DOE staff in order to understand their perceptions on gender mainstreaming. The assessment also comprised focus group discussions.
- The capacity assessment of stakeholders in the energy sector was carried out to provide insight into how key stakeholders perceive the importance of gender mainstreaming in the implementation of the draft energy policy, while the gender sector capacity assessment was intended to provide insight into how key stakeholders in the gender sector support gender mainstreaming in energy policies

and programmes. A checklist of questions was developed to guide the consultations with the key stakeholders in the energy and gender sectors

Chapter Three: Review of Energy Policy and Energy Projects

Chapter Three presents a gender review of the energy policy, the national energy programmes and the gender responsive budgeting.

The current Draft ***Energy Policy*** was derived by DOE staff from the 2002 Energy Policy Framework (EPF).Although, there was public consultation during the policy making process, it was not specific to men and women as beneficiaries and consumers. Thus, the main weakness of the process was that although men and women were consulted as part of a household's beneficiaries, their representation per se was not visible during the policy formulation process. Their fate was determined by policy makers, various experts team and other energy sector stakeholders. However, gender issues were considered during data collection and situational analysis as well as in the initial policy formulation. There were people who specifically advocated for inclusion of gender issues in the energy policy formulation and revision. In the end, however, the policy goals do not include the aspect of promoting gender equality and women's empowerment.

The EPF was drawn within the national, regional and international context. In the national context, reference is made to socio-economic issues, and national development and economic objectives. Although the policy context does not highlight gender dimension in both the background and problem statement of the policy, this is implicit in the reference national context. The Gender Policy was also underdevelopment and discussions on the gender dimensions of energy development were held. However, the gender dimension and related policy statements were unfortunately not included in the ultimate DEP document. The omission was perhaps due to further rationalisation and condensation of policy statements from EPF or simply policy evaporation on the part of DOE. Nonetheless, it is implied that the energy policy formulation was informed by gender issues to a limited extent.

Analysis of sex disaggregated data and gender statistics was used to a limited extent. Recognition was made on the disparity between the rural and urban population energy requirements. The policy documents contain a fairly detailed analysis of energy supply and demand in different sectors and regarding different types: households; transport; industry and commerce; agriculture; biomass fuels; electricity; petroleum and gas; coal and renewable energy.

The government implemented a number of power sector reforms, among establishing new institutions Although the rationale for establishing new institutions were not informed by gender considerations, there were nonetheless opportunities to combine energy reforms with gender needs. Furthermore, the development of proposed standards for renewable energy systems provides opportunities for gender considerations.

The capacity and resources of the organisations that will implement the Energy Policy and work with gender mainstreaming strategy varies. The DOE, which is the leading organisation in the energy sector, currently does not have the capacity and resources for gender mainstreaming. The capacity and resources of other government organisations is also very low. However, the attitude of key actors in the implementation of the gender responsive Energy Policy is positive. This has been confirmed through consultations and interviews with key stakeholders.

There is no formalised mechanism for women's organisations, networks and gender experts to advise on the implementation of the Energy Policy. However, participation of these organisations is largely on advocacy and communication

through gender awareness campaigns. Moreover, there are no gender-sensitive indicators for monitoring and evaluation in the associated Energy Action Plan. In most cases, there is no baseline information to inform the EAP targets. The indicators are broad and even where quantified, they do not measure gender aspects.

Overall, the Draft Energy Policy document is gender neutral. For example, baseline and justification documents did not make specific reference to gender issues, and data used were not disaggregated by gender.

Two ***energy programme documents*** were reviewed: the Lesotho Renewable Energy-Based Rural Electrification Project (LREBRE); and the Lesotho Electricity Supply Project (LESP). A quick scan was done of the project documents; a gender sensitivity analysis of the project documents was conducted by providing answers to a set of questions; and a gender score card was used to determine the level of gender mainstreaming in each project.

The gender sensitivity analysis looked at 16 issues, among them: project objectives and gender goals; target "beneficiaries" and gender; choice of partners with capacity on gender mainstreaming; gender participation in project identification, design and monitoring and evaluation; potential negative gender impact of the intervention; gender sensitive indicators for monitoring and evaluation; and documented gender impacts. The gender scorecard included 18 questions on gender issues with two answer options: Yes or No.

There were two objectives of LREBRE:

- to reduce Lesotho's energy-related CO2 emissions by substituting fossil fuel with renewable energy sources; and
- to improve people's livelihoods by promoting the utilisation of renewable energy to provide basic electricity services to the rural areas in Lesotho.

Overall, the gender sensitive analysis of LERBRE indicated that there was little explicit consideration of gender issues in the project document, although there are a couple of positive points. The gender score card answered No to all questions.

The objectives of LESP focused on improvements and increased capacity in the energy sector.as a means to assist the country to reduce poverty and achieve the MDGs. Although the gender score card for LESP answered No to all questions, gender analysis was undertaken as part of environmental and social impact studies.

Several international tools for ***gender budgeting*** were explored. It was decided to use the gender-aware policy appraisal tool. This refers to an analytical approach which involves examining the policies of different portfolios and programmes by focusing on the implicit and explicit gender issues involved. It challenges the assumption that policies are 'gender neutral'. It further assesses policies and their budget appropriations to identify their likely impact on men and women.

After an overview of an overview of the government budgeting process, the report concludes that the budget appears to be gender neutral or can be described as gender blind. The budget does not only contain gender disaggregated data, but there are also no gender specific activities and allocations. Specific assessment of the recurrent budget indicated that there is no budget allocation for capacity development on gender mainstreaming. Gender sensitive budgeting appears to be a relatively new phenomenon for GOL. Although the Department of Gender have pioneered the concept and developed guidelines, it is still a long way before GOL adopts the concept. The government is yet to take its gender commitments and translate them into budgetary commitments.

Chapter Four: Gender Organizational Assessment

Chapter Four presents a gender organizational assessment of the Department of Energy, the key energy institutions and the key gender institutions. The main focus is on their capacity to mainstream gender in the energy policy and programmes.

As a background to the assessment of ***the capacity of DOE***, the mandate and structure of the Department is outlined followed by some facts on the staff composition: There are 25 staff of which 14 are women; at the senior management level, there are four men and one woman. The sub-chapter then goes on to relate the outcome of focus groups discussions and the responses to the questionnaire that was used. Examples:

- More than 60 per cent of the staff at the Department is not aware of the strategy of gender mainstreaming, while only 13 per cent of staff mentions that they are aware of that strategy.
- On organizational issues, over 70 per cent of the staff stated that the Department does not have an active policy to promote gender equality and respect for diversity in decision-making, behaviour, work ethic and information.
- The capacity to strengthen knowledge of staff on gender issues is seen by more than 70 per cent as not enough.
- On average most staff agree or affirms that it is important to include gender mainstreaming outcomes in energy programmes and project reporting procedures.
- Only 13 per cent of the respondents stated that they don't see the importance of including gender mainstreaming outcomes in energy programmes and project reporting procedures.
- Officials mentioned that while they are involved in budgeting for their ministry, this is influenced by the broad national priorities. In other words, their budget is the reflection of the government's development prioritization.

The focus group discussions showed some limited differences by gender. However, it was clear that perceptions on gender were not significantly different between staff at the middle and senior management levels. Similarly, there were no significant differences in responses from both technical and support staff. The level of gender awareness is almost the same across the board.

The assessment of the capacity of the DOE to mainstream gender in energy policies and programmes has highlighted a number of limitations as well as areas of positive opportunities to mainstream gender. While gender expertise is very limited in the Department, the fact that some of its staff members are active members of GENOL suggests that these can be used as a pool to build capacity in the department. Moreover, the current review of the energy policy is an opportunity to mainstream gender which in turn will influence the formulation and implementation of energy projects and programmes.

Interviews were conducted by one gender analyst and one energy expert of the audit team with professional staff from different ***stake holders in the energy sector***. What follows are some important points raised in these interviews.

Most energy programmes are not necessarily focusing on individual gender needs but on households' energy needs with women as main consumers of energy. For example, there is focus on innovations on improved cooking technologies although this does not explicitly target women. What's more, the focus of the energy policy is on households not on gender groups. Energy problems in the policy are addressed as national issues not gender issues. Women's travel time to collect firewood is considered as a constraint to their empowerment and, as such, takes gender issues into

account. Gas companies focus on customers and not necessarily gender groups; however on company recognizes the role women play as main gas users.

Almost all organizations interviewed do not have any formal interaction with the national gender machinery neither do they have working relations with women's organizations. A clear interaction is among energy stakeholders in government and in the civil society but according to the respondents DOE and energy stakeholders never address gender issues during their meetings but focus on technical issues only.

No financial resources are allocated for gender mainstreaming by almost all energy key stakeholders. Resources are allocated to target the community at large, while no financial resources are allocated for gender training. It should also be mentioned that none of the organizations collect gender-disaggregated data.

The analysis of the stakeholders has highlighted a number of opportunities that can be used to promote gender equality in energy programmes. For example, gas distribution companies already have proposals to distribute small cylinders for poor households. Besides, civil society organizations already have energy programmes that are meant to empower women entrepreneurs. On the other hand, the lack of linkages between energy organizations and companies and gender institutions have led to marginalization of energy needs of the poor women in the informal sector as well as those in the rural areas.

A sample of stakeholders from the public sector, civil society and the international organizations was identified for interviews in order to assess ***the capacity of gender institutions.*** The interviews show that most of the stakeholders in the gender sector were not involved in the development of the draft energy policy and, thus, have limited appreciation of its content. They seem not to be familiar with the concept of gender mainstreaming let alone make a connection with energy in their planning and implementation of activities. Overall they have limited capacity to support gender mainstreaming in the energy sector. However, there is scope to support gender mainstreaming in the energy sector through the Department of Gender with support from the international organizations such as UNFPA and UNDP.

In relation to the energy key stakeholders and the DOE, the analysis shows a clear compartmentalization of energy and gender issues. While DOE has relations with gender organizations such as GENOL, this networking does not filter down to energy companies or institutions to influence their practices. In cases where women are targeted this is not necessarily due to any pressure from either the DOE or Department of Gender. In relation to expertise on gender mainstreaming, the Department of Gender has knowledge of gender issues and they have the support of international donors such as UNFPA which provide not only financial resources but also technical support. This assistance can be used to support energy programmes to address gender inequalities. The policy environment and context is conducive for lobbying and advocacy to hold government accountable to commitments that call for equal access to services including clean and affordable energy sources.

Chapter Five: Key Findings, Conclusions and Recommendations

The final chapter begins by summarising the ***key findings*** chapter by chapter followed by conclusions which are summarised below.

- While energy access does not appear in key gender policy pronouncements the government through the Department of Energy is dedicated to providing energy to every citizen without discrimination of gender or geographical location.
- GOL is aware of the importance of mainstreaming gender in the Energy Policy and in its programmes and participates in GENOL and other energy forums.

However, there is a clear disjuncture between gender equality policies and energy policy statements emanating from international and regional agreements such as the MDGs that fail to prioritize energy access as key to addressing inequalities and poverty reduction.

- The twin national development problems of poverty and the HIV and AIDS scourge seem to be disproportionately shouldered by women. However, the presence of energy institutions and gender organizations provides an entry point for inclusive energy interventions.
- Participation of key stakeholders seems to be compartmentalized and this leads to diffusion of linkages between the energy and gender sectors.
- There are limitations in capacity of the DOE to mainstream gender in energy policies and programmes as well as areas of positive opportunities. The current review of the Energy Policy is an opportunity to mainstream gender which in turn will influence energy in of projects and programmes.
- Most of the stakeholders in the gender sector were not involved in the development of the draft energy policy and have little knowledge of its contents. However, there is scope to support gender mainstreaming in the energy sector through the DOE with financial and technical support from donors.
- The lack of linkages between energy organizations and companies and gender institutions have led to marginalization of energy needs of the poor women in the informal sector as well as those in the rural areas.

Finally, the report provides a number of recommendations under five headings: policy development; policy implementation; gender structures and gender mainstreaming; planning and budgeting; and research, monitoring and evaluation.

Chapter One
Background Review

1.1 Introduction

The kingdom of Lesotho is a small mountainous country covering 35,000 sq. km. with a population estimated at 1.8 million (2006 census). The country is landlocked and completely encircled by the Republic of South Africa. Three quarters of the country is highlands while the remaining one quarter covers the lowlands. The highlands experience severe colds that have implication for energy needs of the poor rural folks. Because of the vast ragged landscape cultivation is limited to less than 10 per cent of the arable land. The rural highlands are relatively less developed and experience periodic severe winters and heavy snowfalls between June and August that often cut off rural people from basic services.

Lesotho is classified as a least developed country with a per capita income of US$1,209 (2009). According to the Household Budget Survey (2002/3), more than 50 per cent of household members live below the poverty line. The survey further shows that the depth of poverty stands at 28.97 present. Furthermore, according to the UNDP Human Development Index (HDI) of 2006, Lesotho ranked at 149 out of 177 countries. This has been linked to declining social and economic indicators; these include increasing maternal mortality rates which show 762 deaths per 100,000 live births, and high HIV prevalence which ranks around 23 present, which is the third highest in the world. These factors have contributed to declining life expectancy at birth, currently estimated at 35.2 years. One feature of the HIV prevalence is its concentration in the urban and peri-urban areas, linked to textile manufacturing sector that predominantly employs young female adults. One implication of this situation is that rural clinics are run by generators or at times without energy at all. This means that females who may need antenatal or postnatal services that require electricity will not get such services.

Table 1.1 below highlights some of the key indicators that explain Lesotho's development situation. For instance, while population growth rate shows a declining trend, poverty is on the increase as the number of people living below the poverty line is above 50 per cent.

Table 1.1 Selected Development Indicators

Indicators	Value	Year	Source
Population size (de jure)	1 897 thousand	2011	BOS
Annual population growth rate	0.26 %	2011	BOS
Life expectancy at birth	42.6 years	2011	BOS
Gross national income (GNI) per capita	2 021 US$	2008	HDR
External debt as % of GNI	49 %	2008	CBL
Population below poverty line	50.2 %	2003	BOS

In order to understand the country's human development performance Figure 1.1 overleaf shows Lesotho's position in world rankings according to the Human Development report of 2010:

- Lesotho's HDI ranks 141 out of 169 countries but is above the average of Sub-Saharan Africa.

- Lesotho's HDI is the lowest among its neighbours in the Southern African Customs Union.
- Lesotho's gender inequality index ranks 102 out of 138 countries and quite a bit better than the average Sub-Saharan Africa.
- Lesotho's gross national income (GNI) per capita ranks 127 out of 169 countries and is approximately the same as the average of Sub-Saharan Africa.

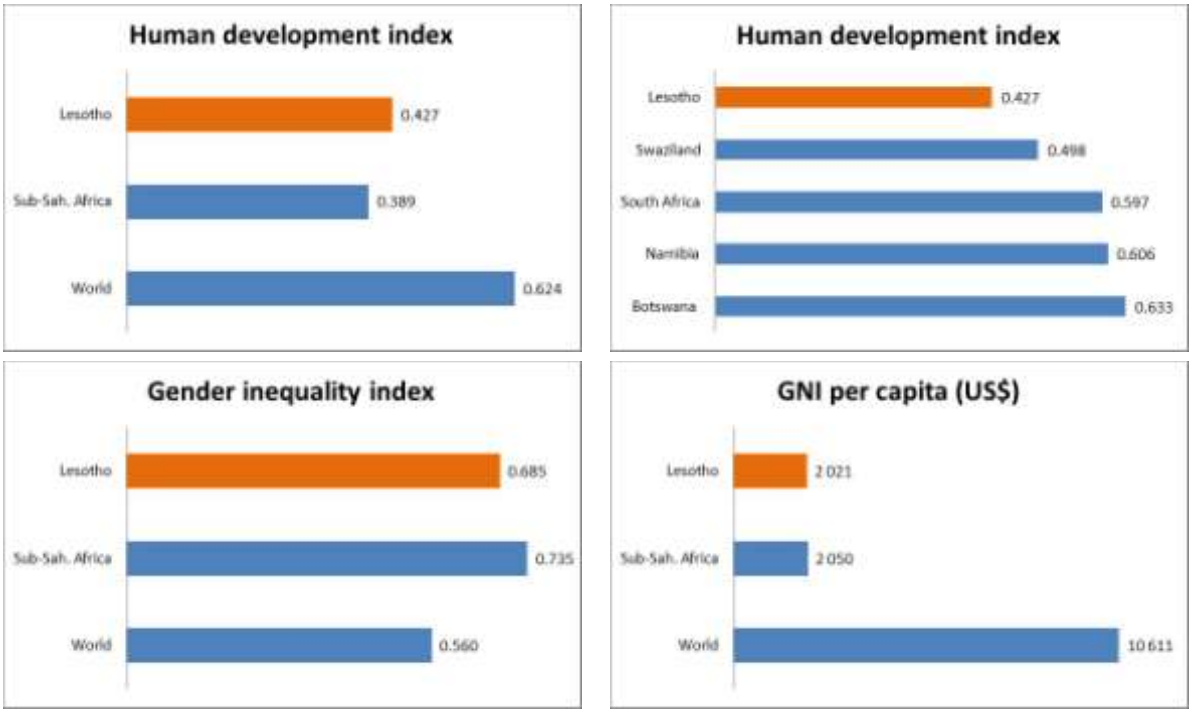

Figure 1.1 Lesotho in the Human Development Report 2010
Source: Lesotho Population and Housing Census 2006

The background information in this subchapter is meant to inform the focus of the audit as it presents the current gender and development situation in Lesotho. It tries to present key gender issues that may have a direct bearing on how energy issues are addressed and the extent to which such approaches are informed by gender equality discourses. The review is also a situational analysis that presents the context within which gender mainstreaming efforts are being implemented. The review used secondary data in the form of government and Donor reports on development and gender issues, as well as the 2006 Census Report. The analysis of these documents was informed by the Draft ENERGIA Handbook for Gender audit of Draft Energy Policy for Lesotho (December 2010). The review was carried out by members of the Lesotho Audit team, the team leader and a gender analyst, policy analyst and energy planner from the Department of Energy with the guidance of ENERGIA Technical Advisor. The process began in December 2010 with identification of key documents to be used in the review this was followed by allocation of responsibilities in January 2011 spear-headed by the Audit Technical Advisor's visit with the team.

1.2 Background Country-level Review of Gender and Development Issues

1.2.1 Gender Situation Analysis

This section provides a description and understanding of gender issues vis-à-vis national sector and United Nations/Millennium Development Goals (UN/MDG)

indicators, by revealing the different conditions and inequalities between women and men in the country. In as far as possible the attempt has been made to present gender disaggregated information. In some cases some relevant regional or historical differences have been presented, and in some cases quantitative information has also been provided.

The Government of Lesotho (GOL) is signatory to a number of international and regional instruments/conventions that are meant to address gender inequalities; some of these have been put into practice and have influenced the gender landscape in the country within both the private and the public space. These tools include the following:

- Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) (Signed in 1980 but ratified in August, 1995 with reservations on customary law)
- Beijing Platform of Action 1995 (emphasizing gender mainstreaming and empowerment)
- Gender and Development Declaration of Southern African Development Community (SADC) 1997 (Advocating for Gender quotas, e.g. 30% by 2005)
- The Protocol to the African Charter on Human and People's Rights on the Rights of women in Africa (2003) (sets forth the reproductive right of women).
- SADC Gender Protocol; (these are concrete, time-bound commitments to achieving key strategic objectives, for example, it requires that by 2015 all member states must enshrine gender equality in their constitution and give the provision primacy over customary law).

GOL has endorsed the Millennium Development Goals (MDGs) 2000 and protocols regarding environmental protection and climate change, which influence the supply and demand for energy. Although there are no specific energy targets in the Lesotho MDGs, the energy sector recognises and makes contribution towards achievements of the following goals:

Goal 2: To eradicate extreme poverty and hunger;

Goal 4: To promote gender equality and empower women; and

Goal 7: To ensure environmental sustainability.

While these instruments do not necessarily single out energy as a gender issue, their call for equal participation, empowerment and equal rights bind state parties to take initiatives that would enhance service delivery that address different needs. And because these instruments are based on the understanding that men and women have different needs, their endorsement suggests that states are committed to addressing such needs in their development interventions. However, the absence of the energy sector in these instruments, for instance, in the Beijing critical actions and the MDG's suggests that the energy needs of women may be side-lined in policy formulation at national level.

At the national level, gender is regarded as a cross cutting issue within GOL policy, and in line with this the National Gender and Development Policy was passed by Cabinet in March 2003. The Bill of Rights of the Constitution of Lesotho (1993) prohibits discrimination on the basis of sex though it exempts customary law from the non-discriminatory principle. For example, the ratification of CEDAW reserves certain sections that have constitutional implications regarding customary laws, the church and chieftainship. Despite this enabling context gender stereotypes still influence the way women are perceived and treated by society, consequently gender discourses and practices have been dominated by the minority status of women. This

is more evident in decision making positions where women are grossly under-represented and their voice in major decisions of their country is thus limited. This underrepresentation has direct implication for achieving a number of MDGs such as eradication of extreme poverty. This situation may be attributed to a number of domestic factors, for instance, gender equality does not form part of the political agenda of political parties but it is often brought into party manifestos during election campaigns. Similarly, while the NGO community is visible within the human rights agenda, the women's movement in Lesotho operates at the margins of mainstream politics and most women's organisations focus less on political empowerment while women politicians are often left out of the mainstream gender debates. Similarly the National Vision 2020 of 2004 highlights two key challenges facing government as to uproot discrimination and appoint more women into areas of responsibility and decision-making in both the public and private sectors, while on the other hand there is a need to uplift women without neglecting boys and men.

Historically, under the customary law women married under community of property were considered perpetual minors. For example, they were excluded from making decisions regarding the choice of domicile and guardianship of children without their spouse's explicit consent. However, in 2006 the Married Persons Equality Act was passed by Parliament to abolish husband's marital power over the person and property of his wife. The Act also enables spouses married in community of property equal capacity to dispose of assets. This Act follows the Sexual Offences Act of 2003 that was adopted to address sexual and domestic violence including marital rape. All these legal milestones came from both international, regional influences and domestic legal activism.

Despite this success of legal interventions gender inequalities still exist within other sectors, for example, in technical fields such as transport and construction. One key weakness within gender equality debates in Lesotho is the failure to use international, regional, or even domestic equality instruments to claim social entitlements such as access to affordable public goods including energy and water. The right to access basic public goods and services has not been subjected to gender analysis. For instance, access to clean and affordable energy which could contribute to decreased time poverty for women has not formed part of the mainstream gender equality discourses.

A gender perspective on the population profile

According to the results of the 2006 Population and Household Census in Lesotho most of households are headed by men as they constitute 64.9 per cent of all household heads, while female household heads comprise 35.1 per cent. However, the proportion of male headed households has declined over time indicating an increase in female headed households. It has also been observed that there is a higher proportion of male headed households with possession of household assets than the proportion of female headed households implying that male headed households are better off than their female counterparts. For example the 2006 country report of the African Development Bank estimates that 63 per cent of female headed households live below the poverty line. This situation may be a result of the fact that since in most societies men are breadwinners, if they die subsequently females become heads of households. The results in 2006 Census show that there are more frequencies of widows than widowers hence the increasing number of female heads of households.

Although men dominate the public space, the results of the Census have also shown that literacy rates of female heads are higher than literacy rates of male heads. However, these results do not necessarily imply that male heads are less disadvan-

taged than female heads, but they follow the pattern of literacy status of the whole population where females have high rates as compared with men. In Lesotho literacy achievement cannot necessarily be directly linked to poverty levels but to a number of demographic and socialization dynamics. The literacy achievement has not necessarily implied that more women are found in technical fields that could equip them with skills that could be used in the energy sector. In fact as the study will show, there are fewer women in energy institutions especially in engineering. As the Lesotho Poverty Reduction Strategy (2004) shows, extreme poverty is concentrated in the rural areas in absolute terms, and that de jure female headed households are particularly vulnerable because they are 'typically headed by ageing widows, who may have lost the assets they once possessed'. These are less likely to own agricultural assets, such as livestock, and have difficulties in securing cash incomes. The decline in agricultural assets has a direct link to the loss of biomass energy sources. Even with the introduction of social grants to this group the amount they get can only meet few of their needs while they are also burdened with taking care of their grandchildren who have become orphans due to high mortality rates as a result of HIV and AIDS. This aspect of the status of the elderly is very important in future policy formulation as it can inform interventions such as access to clean, affordable energy sources and technologies. The absence of statistics on energy needs of the elderly and orphans is a gap that this audit has established; it needs to be integrated in the energy action plan.

Table 1.2 below presents selected indicators that compares Lesotho with other SADC countries and among others shows the low percentage of women in economic decision- making; a point which corroborates other findings on women's position on the economic scale and their dominance in the informal sector. However, the high education attainment can be used as an entry point for promoting energy-related courses and programmes. Through these women can be encouraged to take business opportunities offered by the energy industry. This table shows position of Basotho women in various spheres in relation to other SADC countries as an attempt to highlight the country's performance that indicate areas where the country is showing progress and where there is a need for improvement.

Table 1.2: Key Indicators of the Status of Women in Selected SADC Countries, 2010

% Women	Angola	Botswana	**Lesotho**	Malawi	Mozambique	Namibia	South Africa	Swaziland	Zimbabwe
Governance									
Parliament	39	8	**23**	21	39	27	43	22	18
Local government	…	19	**58**	…	36	42	40	18	19
Cabinet	26	21	**32**	23	32	18	41	24	17
EDUCATION									
Primary	46	49	**51**	50	47	51	49	48	49
Secondary	44	52	**56**	44	44	54	52	50	48
Tertiary	40	53	**44**	39	38	56	53	50	…
Economy									
Economic decision-making	24	44	**21**	18	25	25	23	40	23
Income	…	38	**28**	41	41	28	31	28	37
Sexual and Reproduction									
Using contraceptives	6	44	**37**	42	17	55	65	43	60
Births attended by skilled staff	46	99	**55**	54	48	81	92	74	69

Table 1.2: Key Indicators of the Status of Women, 2010 (continued)

% Women	An-gola	Bo-tswana	**Le-sotho**	Ma-lawi	Mozam bique	Nami-bia	South Africa	Swazi-land	Zim-babwe
HIV and AIDS	…	39	**8**	26	35	35	35	29	10
Comprehensive knowledge	7	40	**26**	42	43	65	27	52	44
Living with HIV	61	58	**58**	58	60	50	59	57	62
HIV + pregnant receiving PMCT	14	95	**71**	14	28	58	83	69	43

Source: SADC Gender Protocol 2010 Barometer

A gender perspective on the economic activities in the formal and informal sectors

The Lesotho Poverty Reduction Strategy (2004) shows that Lesotho is currently experiencing a rapid increase in the number of households that are losing, or have lost wage earnings as a result of massive retrenchment from South African mining sector over the last two decades, and also as a result of the increasing prevalence of the HIV and AIDS pandemic that targets individuals who are at the productive stage. For example, according to the Lesotho National AIDS Commission Report of 2006-2010 HIV prevalence for women between 35 and 40 is 42.3, while for men at the same age it is 35.4. The retrenchment has also led to the reversal of gender roles as more rural women migrate to urban centres as well as to the Republic of South Africa to get employment as domestic workers and in the informal sector. With this change women have not only been more visible as new migrants but they have also been increasingly visible within the informal sector, which means that they are becoming the bread-winners for the family. The reversal of gender roles suggests a need for gender responsive credit schemes directed to support women's businesses in the informal sector. This reversal also means that men are left with family chores including collecting fire wood. This change in gender roles may suggest that there is a need to address men's energy needs as much as the needs of the elderly and children heading families, and that this consideration should influence any future energy policy formulation. While the Lesotho Gender and Development Policy (2003) rightly highlights the need to pay particular attention to women's time poverty caused by 'the double burden of paid work and their unpaid work', it is very critical to acknowledge the reversal of gender roles so that the needs of all marginalized groups are addressed through development interventions.

Women are found in almost all types of jobs as Table 1.3 below shows. However, they dominate more in low paying jobs despite their high literacy rates. In addition they are mostly found in those sectors whose demands affect their time to perform domestic chores, like the 35.2 per cent in elementary occupations, mainly the textile and clothing factories. The low incomes limit women's choices and access to basic public goods such as electricity. While the table shows a high presence of women across all occupations it does not show earnings differentials; e.g. a nurse and an engineer are both professionals but they earn different salaries.

Table 1.3 Economically active population in Lesotho by major occupation and sex (per cent)

Major occupation	Total	Males	Females
Legislators, senior officials & managers	1.6	1.7	1.4
Professionals	1.4	1.1	1.8
Technicians and associate professionals	5.1	3.2	8.0
Clerks	3.8	2.4	5.9
Service workers and sales workers	6.2	5.6	6.9
Skilled agriculture and fishery workers	23.2	26.3	18.8
Craft and related workers	12.0	9.1	16.1
Plant and machine operators and assemblers	3.4	5.2	0.9
Job seeking	4.2	4.2	4.2
Elementary occupations	38.5	40.4	35.8
Armed forces	0.5	0.7	0.1
Total	100.0	100.0	100.0

Source: Population and Household Census 2006

Another notable feature of Lesotho's labour market is the change in the distribution of the population within the labour force. The main causes of this have been largely external, for instance changes in the global economy and in particular the declining opportunities to get work in the South African mines. The number of Basotho migrant miners has decreased from 64,907 in 2000 to 52,450 in 2005 and 45,555 in 2010. While changes in migrant labour system influenced the visibility of women in the informal sector, it must be noted that they are largely engaged in the traditional 'female' enterprises such as selling food, fruits, local beer and second hand clothing. In some of these enterprises women use firewood or other energy products they can afford and any policy intervention that does not consider this sector will leave out the energy needs of this group and hence fail to address women's poverty. The audit has established that there is need for energy services directed at women in productive enterprises. The energy needs of women in the informal sector need to be addressed because such interventions can increase their productivity. Table 1.4 below highlights trends in the distribution of the size of the population participating in the labour force in the last three decades.

Table 1.4 Trends in the sex distribution of the sizes of the population aged 10+ years and of the labour force, 1976-2006 Censuses

	1976	1986	1996	2006
Population 10+ years				
Male	424 691	552 314	672 635	696 300
Female	466 258	593 400	720 089	752 618
Total	890 949	1 145 714	1 392 724	1 448 918
Labour force, numbers				
Male	286 961	367 973	381 298	347 000
Female	136 713	136 148	191 766	204 989
Total	423 674	504 121	573 064	551 989
Labour force, % of total population 10+ years				
Male	67.6	66.6	56.7	49.8
Female	29.3	22.9	26.6	27.2
Total	47.6	44.0	41.1	38.1

Source: 2006 Lesotho Population and Housing Census

According to the above table the size of the male population in the labour force decreased from 1996 to 2006 after having increased from 1976 to 1996. The impact has been felt by male headed households while at the same time this means that women had to take new roles. As per the 2006 population census (Analytical report, Volume IIIB), the decline from 1996 in the size of the male labour force has been attributed to the increasing mortality among males who are in their prime working ages. This mortality emanates from both economic and social dimensions. For instance, it has been established that men are reluctant to seek medical advice until they are critically ill, and this has been more evident with AIDS related illness. Furthermore, the continual decline of job opportunities for male migrant workers in the South African mining industries has acted as a push factor for increased proportions of females in the labour force with the aim of finding employment so as to compensate the household income lost by their spouses due to retrenchment. Most of these females get absorbed by the informal sector both in Lesotho and South Africa.

Table 1.4 further shows that the proportion of females in the labour force dropped from 1976 to 1986 but increased to 26.6 per cent in 1996 and further to 27.2 per cent in 2006, the increase though slight, can be attributed to the growth of textile industries as a result of the United States Government's African Growth Opportunities Act (AGOA). These factories employ young adult females more than males; while the meagre wages in the sector remain a big problem, another challenge is that this is the group that is more vulnerable to HIV infection as at present the number of females within the sector living with the virus stands at 40 per cent while the national figure stands at 23 per cent. The vulnerability to the virus is not only posing a burden on health service provision but it also affects women's purchasing ability and access to public goods such as energy technologies. It is important to note that with the end of the Multi-Fibre Agreement most factories closed down and as a result many women lost their jobs (it is estimated that 12,276 employees lost their jobs in 2005 out of an estimated total of 45,000 employees). However, the sector recovered partially in 2006.

A gender perspective on education

As part of the preparations for the 2010 Millennium Development Goals (MDGs) a summit the UN system in the country supported Government of Lesotho in preparing an update on the status of the MDGs. The resultant is that the country has made significant progress in the education sector. Free primary education introduced as a strategy towards achieving universal primary education and Education for All (EFA) goals is on track. The net enrolment for primary education increased from 60 per cent in 1999 to 82 per cent in 2000 and further increased to 83.9 per cent in 2006.

Unlike most African countries, Lesotho has enjoyed high female literacy rates from primary school to tertiary level. This achievement is however threatened by the high incidence of HIV and AIDS infections which forces girls to drop out of school to look after sick parents and consequently look after their siblings when their parents die. This trend, together with an increased enrolment of boys in primary education, is thus narrowing the gap between male illiteracy and female illiteracy. What is also unique about Lesotho is that women make up the majority at all levels of education, also at the tertiary level. See Figure 1.2 overleaf.

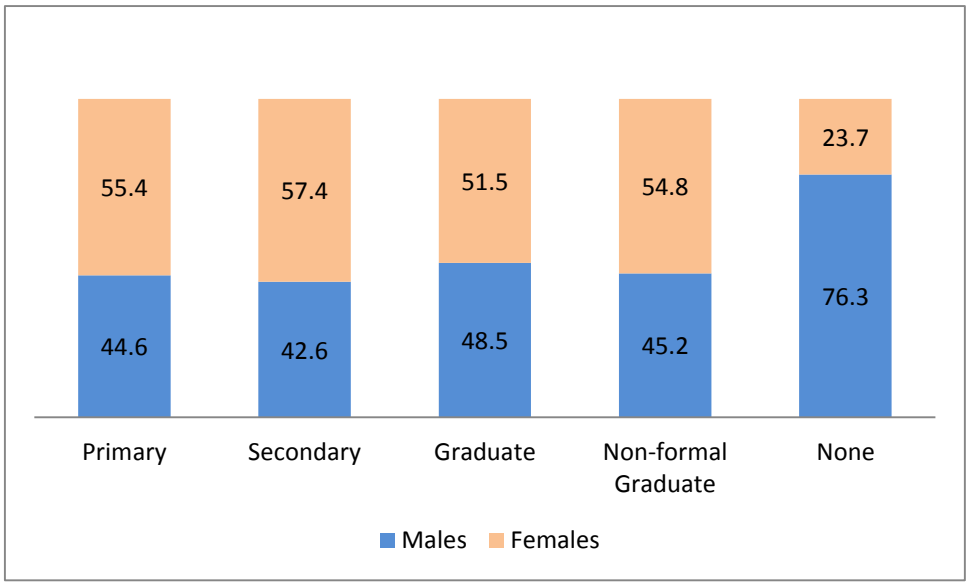

Figure 1.2 Percentage distribution of persons aged 15 years and above by educational attainment and sex
Source: Lesotho Population and Housing Census 2006

The high levels of educational attainment of women have not necessarily opened leadership space for them. For example, in the Department of Energy most engineers and technicians are male while most women are found in the lower ranks of the ladder in the department. This is a result of the education system that has entrenched patriarchal ideology by encouraging female students to enrol mainly in 'soft' disciplines while male students are found in disciplines that help them to be more competitive in the labour market. This gender gap calls for incentives to encourage girls to enrol in the technical disciplines.

The 2006 Population and Housing Census, shows an increase in literacy rate for females compared to males yet this declines with age. One observation that can be made about this sector is that while female attainment is high from primary to secondary levels, there is a notable decreasing gap at graduate level and this can be attributed to gender dynamics that include girls dropping out as a result of marriage and other gendered roles that prevent women from pursuing their careers beyond high school level. This decrease has direct bearing on females' visibility at positions of power including decision making in policy debates.

A gender perspective on the health sector

Though health service delivery is not particularly impressive, the health sector has the most gender sensitive policy. Run by both the church and government the sector operates in public institutions that are highly subsidised by government. Family planning services are found in all except the Catholic-run facilities. Nonetheless reproductive rights of women have been affected by the minority status of women to the extent that poor women do not have control over the number and spacing of children. Historically their legal minority status affected their choices on reproductive health options. Furthermore, high fertility rates of rural and poor women due to inaccessibility of contraceptives, economic dependence, early marriages and teenage pregnancies have direct bearing not only on education but mostly on maternal mortality rates. In the same manner antenatal and postnatal services are disproportionately located in favour of the urban population. In most cases health centres found in rural areas are run by the church and these may discourage the use of contraceptives and life education on adolescent sexual health, hence continuing high fertility rates. These health challenges lead to increased burdens on resources as well as service delivery

while on the other hand clinics run by government are under-resourced. In addition to these challenges, these rural health centres are run on unreliable energy sources which in turn affect services needed by pregnant women and mothers.

One big health challenge that is facing Lesotho currently is the high prevalence of HIV infections. The prevalence rate is estimated at 23.5 per cent and it is highest in the 30-39 year demographic groups at 40.0 per cent. According to the National Aids Commission (2010), HIV positive men make up 18.0 per cent while women make 26.7 per cent. These figures highlight the vulnerability of women to the pandemic. In addition to biological factors both economic and cultural factors have been cited as contributing to the high infection rates among women. The social unequal relations between women and men are major forces behind the spread of HIV and AIDS; these relations are manifested through sexual and domestic violence which in turn predisposes women to the transmission of the virus as women cannot negotiate safe sexual practices due to their subordinate position. Furthermore, HIV and AIDS burden is also disproportionately shouldered by women. The reproductive role of caring for the sick and orphans rests upon women and girls and this has effect on girls' educational development as well as access to employment opportunities. The burden of care that rests with women and girls has affected productivity that leads to food insecurity, while in some cases there has been increase in property grabbing resulting from females' lack of property rights. This suggests that the government should provide a better access for women and girls to services such as electricity in order to help them perform the care responsibility effectively. Nonetheless, on the issue of property rights of children government has intervened by establishing a unit in the Master of the High Court to deal with children's rights to inherit their parents' property.

A gender perspective on the water and sanitation sector

Millennium Development Goal number seven, targets sanitation as key to improved health status. In Lesotho less than 5 per cent of households use sewage system and septic tank, while 32 per cent use pit latrines. According to the 2006 Population Census, almost half of the population is at risk of unhygienic methods of human waste disposal as 42 per cent of households throughout the country do not have toilets at their residences. On the other hand access to clean water has been reported as increasing as about 73.9 per cent of the population is able to get clean water. Though there is notable improvement in this sector there are still some parts of the country where people spend from 30 minutes to two hours time to get water. For instance, about 25 per cent of households spend 15-29 minutes to access piped community tank. Though this figure is not disaggregated by gender, the responsibility for providing water for the household, in the context of Lesotho, lies with women. This puts burden on women and girls who have to head load water leading to poverty time, while boys and men have the privilege of using Intermediate Mode of Transport such as wheelbarrows and donkeys. Making electricity available for mechanical water pumping would address women's practical needs and time poverty.

As regards water, according to the latest Water and Sewerage Authority Annual Report 2008/9 – now referred to as Water and Sewerage Company – over 300,000 people in the urban centres are served with potable water. The company provides drinking water to 50,000 post-paid connections including 400 public stand pipes. There are also 2,500 domestic prepaid connections and more than 2,200 communal pre-paid card holders. The company also serves the industries and commercial premises particularly in Maseru, the capital city, which use about 40 per cent of water produced. While numbers of people connected have been stipulated, they do not categorise number of men and/or women with connections. In the remaining 14 town

centres, i.e. the districts, raw surface water is obtainable from rivers and well points, while some ground water is obtained from springs and boreholes. Because women are main users of water they bear the larger burden of both costs and management of water in the households.

A gender perspective on land access

In Lesotho land is held by the King in trust for all citizens; land is a national asset that has to benefit all Basotho. However, citizenship was narrowly defined within customary law as it entitled only men to be allocated rights of using the land and only sons could inherit such rights. As the 2006 Census highlights, in rural areas women's access rights and widows' tenure security were limited. For instance, the report shows that 64.9 per cent of male headed households have tittles to their land as compared to 35.1 per cent of their female counterparts. This inequality to land access has implications for energy needs of women in relation to control over crop residue which women use as fuel while men may prioritize this for animal feed.

In an effort to address inequalities embedded in the justice system Government established a law reform commission in 1997 whose mandate was to review all laws that are discriminatory, in conflict with the constitution, or outmoded. As a result, laws that discriminate against women are being dealt with accordingly. For example the Land Act of 1979 which discriminated against women has been under a lot of scrutiny, and there have been amendments to address its shortcomings. For instance, the Land Act 2010 shows that the land tenure system and its administration are not responsive to the economic needs of the country. The system limits rights of some sections of the population such as rural women and orphans; as a result the new Act is aimed at bringing equality to land use. While in the past women married under customary law could not register land in their name, the Act provides them with their citizenship right as it postulates thus:

> *Where persons are married in community of property either under civil, customary or any other law and irrespective of date on which the marriage was entered into, any title to immovable property allocated to or acquired by anyone of them shall be deemed to be allocated to or acquired by both partners, and any title to such property shall be held jointly by both partners.*
> Land Act 2010 section 10 (1).

In this way an attempt is being made to afford women their rights to land which can be used even to implement small projects such as tree plantations for firewood and rear animals from which they can get dung cakes for fuel and biogas production.

A gender perspective on the agriculture sector

Arable land is estimated at less than 10 per cent of the total area or about 0.2 hectares per person. Women make up the majority of agricultural labour force, this is authenticated by the Agricultural Census of 1999/2000 that there were more women than men in agricultural work in all the ten districts, except for the Botha-Bothe district (in the North) where men were in the majority (52 per cent). Although women's rights had been limited to use of the cultivated land, but with the adoption of the Land Act 2010 marginalized groups such as widows are given full rights of use and ownership of their husbands' land. This is a big turn- around from the Lands Registry Act of 1967 which specifically provided that no land shall be registered in the name of married women since women were regarded as legal minors. In terms of gender division of labour, for example, livestock production, range management, ploughing and planting of crops were men's responsibilities.

However, there are a number of challenges that women face who form the majority of small scale farmers. For example, productivity is affected by severely degraded

soils due to erosion that affects the mountainous districts and the lowlands, lack of capital to invest in farming; decreased labour force due to HIV and AIDS related illnesses as well as lack of diversity that limits women's competitiveness in the market. Furthermore, the declining of remittances has also affected investment in agriculture. According to the GOL's Development Framework (2009/10-2010/11), many rural households who have in the past based their livelihoods on remittances from family members working in South African mines and industries increasingly have to rely on unpredictable agricultural output as these workers are retrenched. All these factors have resulted in low yields and food insecurities which put pressure on women's choices. There is therefore a need for aggressive energy programmes that can encourage the development of non-farm based enterprises that target both men and women in order to address food security demands.

A gender perspective on the environmental sector, including issues on deforestation; pollution; and climate change

The Millennium Development Goal number seven that aims at ensuring environmental sustainability demands countries to integrate the principles of sustainable development into country policies and programmes and also strive to reverse the loss of environmental resources. All these can be achieved if gender issues are taken on board to influence environmental initiatives. The GOL Gender and Development Policy (2003) indicates that gender relations have a direct bearing on environmental and natural resources management. Females and males have different relations with the natural environment due to the gender division of labour which in turn affects their practical and strategic needs. Because Basotho women play a critical role in the domestic space including use of natural resources such as shrubs and trees for cooking it is important to consider their role management of environmental resources. Moreover, with the increasing negative impact of climate change there is more demand for gender sensitive interventions that address this situation.

A gender perspective on the social, cultural and political roles

Lesotho's gender landscape is characterized by gender inequalities emanating from the patriarchal system that has shaped both socio-cultural norms and women's legal status. While some of Basotho cultural practices are protective of women and children, there is also evidence that there are some practices that deny women some freedom. Gender stereotypes emanating from this system among others predispose women to different forms of discrimination and gender-based violence. The patriarchal system does not only influence women's social status but also their political roles to a great extent. It should be noted though that a number of factors have changed traditional ways in which gender roles were prescribed. For example, women are increasingly taking up traditionally male roles as a result of retrenchment of men from South African mines. This retrenchment, in tandem with the HIV and AIDS pandemic and the resulting changing employment patterns within Lesotho, have also increased vulnerability through their impacts on household structure and social sharing mechanisms. As culture is not static, Basotho women are redefining their identities and this need to be considered in policy making processes.

Despite the seemingly dominant role of women in education and public sector employment, Basotho women have suffered from gender discriminatory legislation for a long time. This has been partly from the application of customary law at local and central courts and civil law by Magistrates' Courts, the High Court and Appeal Court. This dual legalism has affected mainly women whose marital status falls under the community of property as they are seen as legal minors who could not enter into contracts without the consent of their husbands. This has been the case even under the

civil law. With the influence of both local activism and external forces measures have been taken to reform the law and remove obstacles to women's participation in economic activities, including access to financial resources for investment and operation of businesses. With the enactment of the Married Capacity Law (2006), women can now apply for loans, get into contracts and even have property registered in their names. This means that they can now venture into large companies such as those dealing in petroleum for instance.

1.2.2 Gender and Poverty

According to the World Bank (2008), extreme poverty in Lesotho is concentrated in the rural areas, particularly the mountain areas where 71per cent of the population live below the poverty line. Women in both rural and urban areas make up a predominant proportion of the poor. It is estimated that 30.7 per cent of households are headed by women. The incidence of poverty among female-headed households is persistently high with approximately 64 per cent well above the national average of 58 per cent and a male-headed average of 57 per cent. A large proportion of female-headed households are said to be vulnerable to poverty because they lack agricultural assets due mostly to cultural beliefs and practices coupled with limited access to social services that increases their workload. The report further argues that while the available information tends to limit the gender profile of poverty to female-headed households, in reality not all female-headed households are necessarily poor. The Bank's findings show that large numbers of women in male headed households are poor because they lack access and control of household resources and decisions. Furthermore women are also impoverished by discriminatory laws and most rural women are not aware of their legal rights. It must be highlighted though that the legal minority status of women has been repealed by the legal capacity of married persons of 2006 which abolishes husbands' marital power.

The declines in remittances, increasing mortality as a result of HIV and AIDS, and limited natural base have resulted in the increasing number of people living below the poverty line. Because of gendered roles that society prescribe for women, the impact of increasing poverty is disproportionately shouldered by women. Of course poorly educated men who can no longer get employed in South African mines and the selective recruitment of the textiles industry have introduced a reversal of gender roles as men are becoming poorer. Nonetheless, it has been established that women's dependence on men has been the major factor that affects their capabilities and their poverty status. on the other hand the HIV and AIDS pandemic has also restructured poverty trends as agricultural activities are now falling on the shoulders of older women and children who are orphaned by the pandemic. Although the Lesotho PRS (2004) shows that extreme poverty is concentrated in the rural areas in absolute terms there is also evidence that the urban poor are struggling to access basic public goods such as clean water, sanitation facilities, and energy sources.

In an attempt to address poverty the GOL embarked on policy reforms such as the Poverty Reduction Strategy that has taken gender equality as cross cutting issues across all development areas. In addition to this strategy, the Millennium Development Goals have been pursued with the aim of reducing poverty among Basotho. However, according to the MDG Review of 2010, it has been noted that the Lesotho's progress is mixed, for example, while there has been noted improvement in free primary education, food insecurity is still on the increase as many people are reported to suffer from undernourishment.

1.2.3 Gender Governance

The Kingdom of Lesotho embraces a multiparty democracy with a constitutional monarchy styled after the Westminster model of the former colonial master, with the King as Head of State and an elected prime minister as Head of Government. Since 1993, a democratically elected government has been in place amidst a number of disputed election outcomes. Even with the current democratically elected regime in power, Lesotho cannot be classified as a fully democratic state; rather it can be described as a nascent democracy in transition.

The commitment to promoting representative democracy and gender equality in particular since Lesotho attained independence in 1966 reflects a very sluggish process. Gender equality has not constituted the 'core' business of the national political agenda though the concept features in almost all major policy documents. Besides, the country has been involved in various international forums on women's issues and has signed and ratified almost all international instruments meant to address gender inequalities. Evidence shows that women's issues are normally brought into national debates as a response to international calls. There are however a number of contextual factors that is central in analysing the institutionalization of equality agenda in the country. It is these factors that have the potential to shape and define the content and place of a developmental agenda within the national or domestic political discourses. Lesotho, like the rest of the developing world, has its unique historical and political factors that shape the implementation of global gender equality issues.

In an effort to domesticate international instruments and to achieve gender equality GOL established the Ministry of Gender, Youth, Sports and Recreation (MGYSR) as national machinery to coordinate gender equality interventions. The GOL thereafter adopted a Gender and Development Policy (March 2003) that commits government to ensure that all sectors of development take gender equality into account and thus address gender inequalities. Among others this policy commits government to decentralize basic services to the poor and "to pay particular attention to women's time as well as poverty caused by the double burden of paid and unpaid care activities" (2003, 9). Within this framework, gender mainstreaming is adopted as a strategy to institutionalize gender equality hence the commitment to allocate adequate resources for the implementation of the gender mainstreaming process within different line ministries. Ines an effort to strengthen public institutions to mainstream gender, the gender focal points were created in different line ministries. However, the effectiveness of these structures, especially in the Department of Energy was found to be weak by the audit. More discussion on this issue is found in the organizational assessment of the audit.

1.2.4 Gender Institutions and Structure

Government institutions

Lesotho national gender machinery is the Department of Gender under the Ministry of Gender, Youth, Sports and Recreation (MGYSR), which put together the Gender and Development Policy in March 2003 as a government tool aimed at addressing the challenges of inequalities, poverty, widespread HIV and AIDS, and unemployment by adopting a rights based approach to overall development.

Energy as a development aspect is not explicitly depicted in the said policy. However, it makes provision for advocacy for implementation of gender sensitive sectoral policies identified by the Beijing Platform for Action and tabulates 12 critical issues to be pursued. "Gender and Environment" is to some extent pertinent and

relevant to this exercise in that mostly women are the ones who walk long distances to fetch firewood in order to prepare food and warm their homes for their families as caretakers of the homes, so the critical role they play as far as forests/shrubs are concerned must not be overlooked. In addition, "Gender and Science and Technology" is relevant to energy issues evidencing that women's participation in science and technology ends up at quantifying only those women who participate in the formal economy, i.e. the aspect of technology in policy considers only appropriate energy needs of women while inadvertently not considering energy saving technologies for them. Again our vocational institutions (not intentionally or previously thought) have this stereotype curriculum where only electricity lessons are taught but no other forms of energy such as biomass and solar. Thus, at the end of their education they are not conversant in installation of equipment for provision of other sources of energy, while actually most of these students come from poor families however with animals that provide resource for biogas, for example.

Civic society institutions

Most gender Non-Governmental Organisations (NGOs) and Community Based Organisations (CBOs) up to the present have focused mainly on income generating activities and survival strategies of poor women. On the other hand, there are few gender organizations within the civil society that emerged in the late 1980s as a response to the global democratization wave of the time. These are Women and Law in Southern Africa (WLSA) and the Federation of Women Lawyers (FIDA).WLSA and FIDA are significantly visible as both professional and knowledge-based advocacy institutions sharing information on women's rights within the country and the region, on the other hand the Lesotho National Council of Women (LNCW) has a long history within the women's movement in Lesotho and it has been able to pick up different women's issues even those beyond their mandate. Lesotho Council of NGOs has a Women's and Children Commission whose mandate is to coordinate activities of NGOs working on the protection of women and children's rights. WLSA, FIDA and LNCW are affiliates of the Commission.

Most umbrella organisations and networks of women's or gender issues are not necessarily addressing energy needs of women; instead, most activism has been around legal status of women. However the registration of the Gender and Energy Network of Lesotho (GENOL) as an NGO in 2010 has brought a new breath in the gender equality debates. Ideally the purpose of GENOL is to fill the gap within the civil society community which has now shifted to HIV and AIDS. The objectives of GENOL at the national level include:

- to empower households by making them aware of different sources of energy and its technologies;
- to create a forum for women and men to discuss and exchange information on energy and gender;
- to encourage education in activities that promote gender and energy;
- to facilitate maximum collaboration and partnerships with relevant departments and line ministries on matters concerning energy and gender;
- to work closely with the Department of Energy and Ministry of Gender, Youth, Sports and Recreation on mainstreaming gender in their energy policies;
- to provide women and men at grassroots level with skills that strengthen their role in sustainable energy development; and
- to liaise with other national, regional and international energy networks.

GENOL activities have so far been financed by ENERGIA – the International Network on Gender and Sustainable Energy. However, lately GOL has made contributions in relation to the two on-going projects that GENOL regards as priority activities. Communication strategy entails, but is not limited, to public gatherings, newspapers, other media, brochures, email and telephone. This strategy is utilised to also interlink with other institutions comprised by our membership and outside membership within the country.

The network has membership from both government, public and private institutions pushing its agenda of mainstreaming gender into energy policies and plans. GENOL is a network that is in place to ensure that gender is incorporated in energy issues. The network was registered on 28th January 2010 as an NGO and launched as such on April 29th 2010. GENOL was established by a workshop held on September 4, 2001. The workshop was hosted by the Institute of Education of the National University of Lesotho (NUL). The workshop also identified a National Focal Point (NFP) for ENERGIA. Khalema Redeby Consultancy Services (KRCS) assumed that responsibility from 2002. GENOL operates under the umbrella of ENERGIA together with other ENERGIA Africa networks.

Think tanks with experience and expertise in gender issues to a noticeable extent do not exist in Lesotho, a welcome practice in some other countries that deserves to be emulated by Lesotho. The practice has been that NGOs such as WLSA and FIDA have straddled between legal advocacy and research and different development related issues such as climate change.

Donors with strong gender mandates

Historically, most donors in Lesotho did not have empowerment programs specifically aimed at women. Those who had them were in the realm of health and maternal care. In addition, because of the fact that women were better educated and that they are in majority, many projects had a high rate of female involvement. However, in terms of women's agency there has been less focus. Furthermore, the aid industry has changed drastically as a result of the democratic rule in South Africa. There has been a great exodus of donors to Pretoria leaving Lesotho with limited choices. However, the remaining donor agencies in the country are involved in a number of empowerment programs including working with political institutions. For instance, the UNDP is working with the Parliament women's caucus as a strategy to push the gender equality agenda on the policy debates. Currently UNDP is also working with other stakeholders to introduce renewable energy sources as an attempt to reduce poverty. On the other hand the Irish Aid has also been influential in pushing the 30 per cent representation of women in the transport sector as well as in politics.

Academics or researchers from university gender studies department

Most institutions do not have gender policies and there are no mechanisms to enforce gender mainstreaming outside state institutions. For instance, the National University of Lesotho efforts to have a gender policy have been suspended indefinitely as different leadership have paid no attention to its drafting. However, the University has a number of courses on gender across different programs while the Institute of Southern African Studies has a directorate of gender studies. On the other hand institutions that offer energy related courses do not expose students to social issues such as gender equality. As stated earlier the role of focal points in different ministries is questionable. While women's organizations such as Women and Law in Southern Africa (WLSA) and Federation of Women Lawyers (FIDA) have been visible in influencing legal reforms, the voice of women in mixed-sex NGOs working on democracy and human rights have been dominated by a group of male elites. At

different historical moments some women have been in the leadership of these organizations. For instance, the Transformation Resource Centre (TRC) had a woman President between, while the Lesotho Council of NGOs (LCN) has been run predominately by these male elites. Needless to say the Council has a Women's and Children's Commission which for some has been dominated by children's rights and the audit actually found out that energy issues in council are treated under a different commission and that these commissions do not work together.

1.2.5 Gender Representation in Decision Making

By 2005 Lesotho had not achieved 30 per cent women's representation in the National Assembly as dictated by the 2010 SADC Gender Protocol. However, at local government women's representation exceeds 50 per cent. The achievement owes its origin from the legislated gender quotas that were applied during the Local Government elections in 2005. The extent to which the presence of these women in decision making has made a difference is still to be assessed. Representation at the national level is showing some positive trends even though there is still a lot to be done. The Parliament is made up of two houses, namely the National Assembly and the Senate. The Senate is made up of 22 principal chiefs and 11 nominated members. Because of the principles of succession within the customary law most chiefs are male; women chiefs who are in the Senate are acting for their husbands or their minor sons. Women's representation in the National Assembly has seen an increase especially after the electoral reform from first-past-the-post model to mixed membership proportional model. As Figure 1.3a and b show, the number of women MPs has increased since 1993 from 4.6 per cent to 23.3 per cent in 2007. There is more room for improvement though and the increased number of women must bring women issues that address their daily lived experiences such as energy issues.

Figure 1.3b also shows the average representation in the parliaments of the SADC countries; Lesotho is slightly below that average.

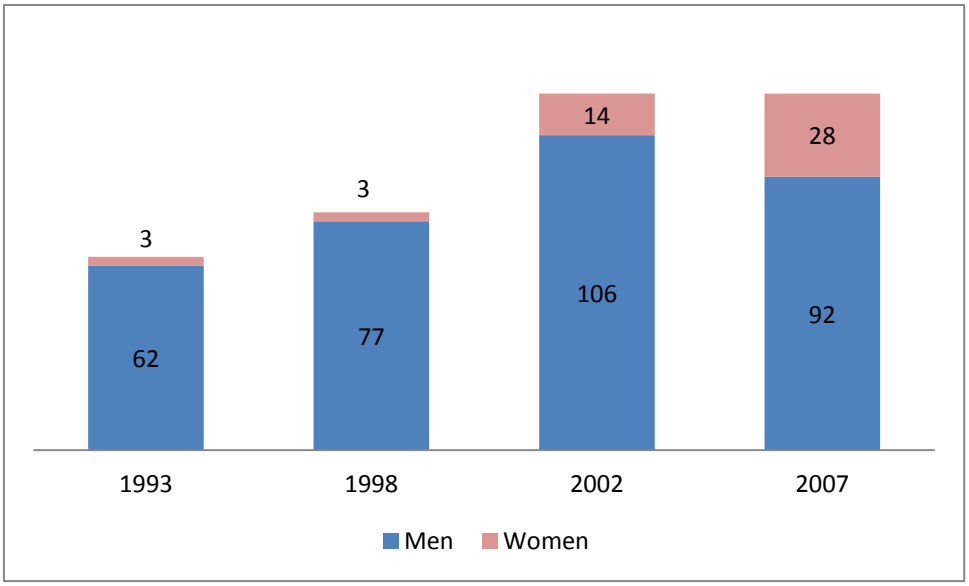

Figure 1.3a Number of MPs in Lesotho

Source: Ntho, M (2010): 'A Mixed Legacy: The Institutionalization of the Transnational Feminist Agenda in Lesotho (1966-2005)', Unpublished PHD Thesis

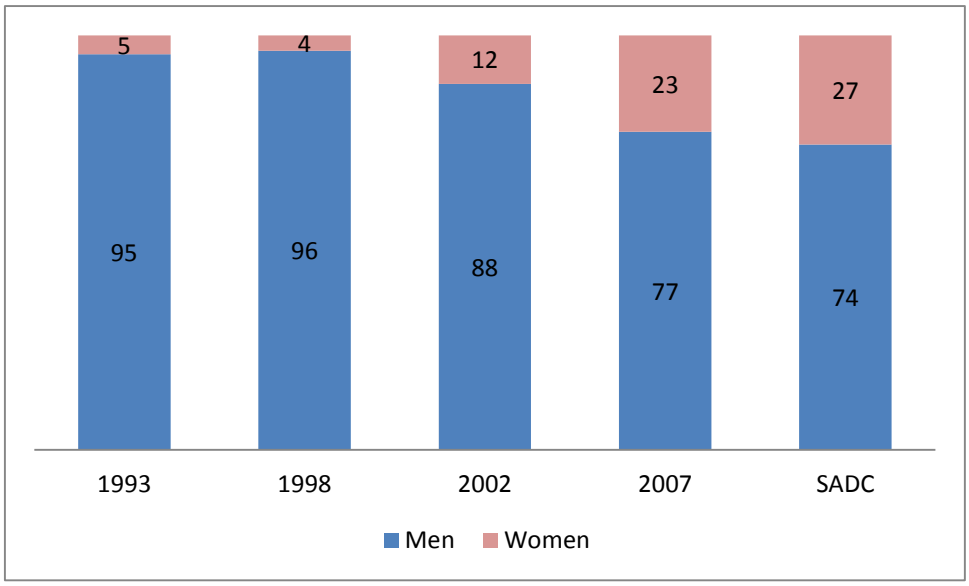

Figure 1.3b Percentage distribution of MPs

Source: Ntho, M (2010): 'A Mixed Legacy: The Institutionalization of the Transnational Feminist Agenda in Lesotho (1966-2005)', Unpublished PHD Thesis

1.2.6 Gender Disaggregated Statistics

The Bureau of Statistics (BOS) is a government department under the Ministry of Finance and Development Planning which is mandated to provide accurate, timely, reliable and relevant statistical data. A number of gender disaggregated data used in this review has been derived from the census reports and household surveys. The statistics is available for government institutions as well as for independent research. This information is supposed to inform government's development planning. BOS collects data in line with key development frameworks such as PRS, MDG's and Vision 2020. The Bureau disaggregates data along a number of demographic factors such as gender, age and rural/urban divide, and in its last census it has included information on disability. Apart from BOS there are other sources of data, for example, country reports and consultancy reports that are mostly funded by donors which also attempt to produce gender-disaggregated data. It is the responsibility of each government institution to make use of the statistics. These statistics can be accessed from population and housing census reports, statistical yearbooks, household budget survey reports. BOS also has a working website, and it holds dissemination workshops about data utilization. Workshops for researchers have been held in Maseru and across the country on available data and specifically on the results of the 2006 census. The reports are sold at very minimal prices to both government departments and independent researchers and most of them can be downloaded for free from the BOS website.

1.2.7 Gender Best Practice

Donors

Key best practices of gender mainstreaming and working with women have been implemented by relatively few ministries while most donor agencies have gender mainstreaming strategies. The introduction of a 30 per cent quota for women representation in local government elections has been successfully implemented in transport programmes funded by the World Bank and Irish Aid. These focused mainly on the labour intensive rural roads construction. Small constructors have been forced to employ at least 30 per cent women before they could be afforded contracts. However, this has not been extended to ownership of construction transport compa-

nies. Women have thus failed to benefit from the growing infrastructure industry. UNDP and UNFPA are other development partners of GOL that are committed to promoting gender equality, for example, UNDP has funded a number of programmes on gender mainstreaming, and in an effort to institutionalize gender equality in its programs it took a gender assessment (2005) of UNDP programs to ascertain the extent to which gender issues reflected in country programmes. In addition, both UNFPA and UNDP are actively taking part as local advisory units of the current Gender Audit of the Energy Policy.

Government

Another example of best practice is 30 per cent representation in local government elections of 2005 which resulted in 58 per cent of women councillors. These local government elections were unique in Lesotho in that for the first time quotas were used to increase the number of women in decision making positions. The elections drew a lot of opposition which led to a High Court case in which some sectors of the population were opposing the reservation of some constituencies for women citing the constitutionality of non-discriminatory practices. The outcome of these elections were strengthened by nomination of 40 per cent of District Administrators, though this has suffered some regressions as by 2008 the number had gone down to 20 per cent. While the success of Lesotho on this issue has been applauded by many, currently there is an attempt by political leaders to reverse the intervention and the 2010 local elections were postponed to cater for their concerns. This means that gains for political representation are being lost amidst global calls for 50/50 representation. This regression explains prevailing gender stereotypes dominating the political culture of Lesotho.

Civil Society

Other examples of gender best practice relate to gender mainstreaming workshops that have been held by GENOL. For instance, in November 2008 a five day workshop was held and its key deliverables being to strengthen and enhance further, building on previous initiatives, the capabilities of GENOL members and other stakeholders in mainstreaming gender in energy projects. This was followed by a two days follow up workshop on gender mainstreaming in energy projects in August 2009. The aim was to assess progress made in relation to implementation of action plans developed in the initial workshop. Another notable intervention is on local projects such as the dung project and the tree planting project which have been reviewed to incorporate gender concerns.

1.2.8 Engendering Communication

The communications industry in Lesotho is comprised of both state and private print and radio media. There is only one television station which is run by the state. The private media is a member of a number of regional networks some of whose mandate is the promotion of gender sensitive reporting; these include GEMSA, Gender Links and others. There have been attempts by some female journalists to create a local organization but its presence has been weak. As indicated in the SADC Protocol Barometer females constitute a mere 18 per cent in senior management positions, which explains the limited coverage of gender issues especially those that relate to gendered service delivery.

1.3 Background Country Level Review of Energy Issues

1.3.1 National Energy Sector

Like in many developing countries, energy consumption patterns in Lesotho exhibit traditional characteristics where the utilization of traditional sources (wood, dung and crop residues) is higher than that of conventional fuels (coal, oil, natural gas, electricity). The low levels of industrialization as well as poverty are the main reasons for this state of affairs that has been blamed for a major portion of environmental degradation. The rising demand for biomass fuel sources, particularly wood, has been blamed for deforestation, soil erosion and land degradation, loss of soil fertility, declining agricultural production and productivity, and dwindling biodiversity. Despite this unsustainable demand pattern, lack of affordable energy alternatives and population growth indicate that biomass energy sources will continue to be main sources of energy in Lesotho for some time, particularly in the residential sector.

Energy supply

Estimates from the Department of Energy show that Lesotho had a total energy demand of 35.44 PJs in 2008 as shown in Table 1.7. Of this demand, 71% was satisfied from biomass sources, 20% from petroleum sources, 5% from coal, and 3% from electricity. Liquid petroleum sources, on the other hand, satisfied a mere 1% of the energy demand.

Table 1.5 Energy Consumption in Lesotho in 2000 and 2008

Energy form	Energy consumption, PJ	
	2000	**2008**
Biomass	23.23	23.65
Petroleum	6.73	8.05
Coal	1.71	1.62
Electricity	1.00	2.12
Total	**32.67**	**35.44**

Source: Department of Energy, Energy Balance Estimates

Biomass: The Energy Policy Framework for the Kingdom of Lesotho (2002) identified biomass, comprised of wood, shrubs, dung and crop residue, as the main source of energy for the majority of households, especially the rural households in Lesotho. The wood fuel is sourced from Government and private woodlots, natural forests, i.e. scrublands, and community plantations. Alternatively, wood fuel is imported from the South Africa and sold by wood and coal retailers. Dung is gathered from the kraal for those who have animals and in the fields for those who do not have them. Crop residues are gathered from fields after harvest. It is estimated that in 1999, Lesotho had a biomass energy consumption level of 23.23 PJs, as shown in Figure 1.4 with wood and shrubs accounting for 35 per cent each, dung 24 per cent and crop residues 6 per cent of this biomass energy demand.

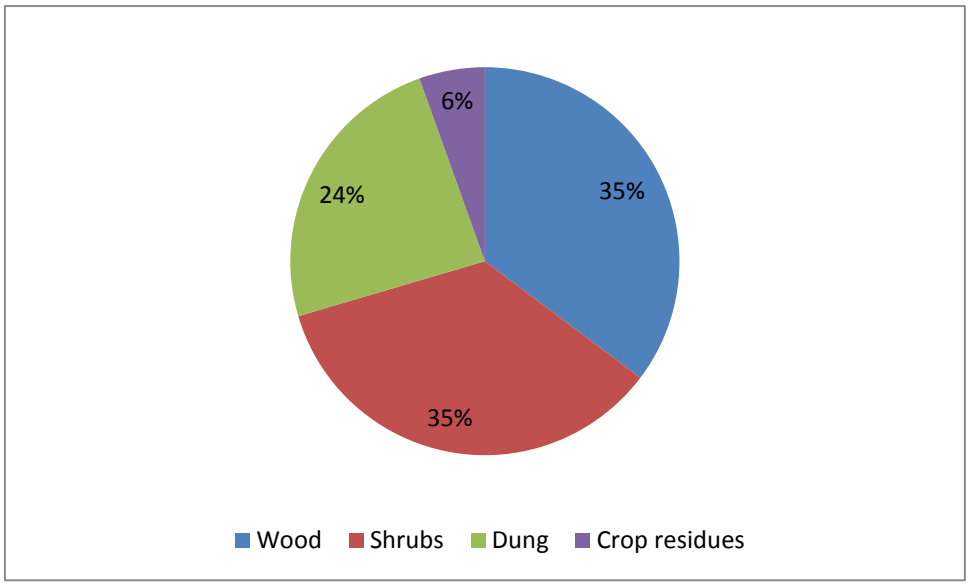

Figure 1.4 Estimated biomass consumption in Lesotho in 1999 (PJ)
Source: Department of Energy, Energy Balance Estimates

The source is the Energy Policy Framework for the Kingdom of Lesotho (2003). It should be noted that figures are rough estimates based on the last comprehensive biomass consumption survey carried out as part of the Lesotho Electricity Master Plan (1991).

Electricity: According to SADC Energy Yearbook 2008, hydropower is the most important source of energy in Lesotho. It is estimated that the country has a potential of 3000 MW pump storage and about 450 MW of conventional generation. However, it is reported that only 76 MW is currently being exploited. The sources are the 'Muela Hydropower Plant (72 MW) and Katse mini-hydropower plant (500 kW) owned by the Lesotho Highlands Development Authority (LHDA) as well as four mini-hydropower plants of Mantšonyane (2 MW), Semonkong (0.18 MW), Tlokoeng (0.67 MW) and Tsoelike (0.4 MW) owned by Lesotho Electricity Company (LEC). The latter two plants from LEC were decommissioned owing to technical and siltation problems.

It is reported that with the installed capacity of 72 MW from 'Muela Hydropower Plant (MHP), Lesotho is able to meet its electric needs during the summer and export a modest amount of electricity to South Africa. However, in winter, which is the peak period for electric demand, electricity is imported from Eskom in South Africa. Furthermore, as the economy expands, generation capacity will have to be expanded or the country will be compelled to depend on imports to cover the emerging deficit. The LEC is responsible for electricity transmission and load management. This is regulated by the National Control Centre established in May 1999 at Ha Mabote. LEC purchases electricity locally from LHDA and imports back-up units from Eskom. In 2007, total electricity sales were 503.0 GWh and 115.2 GWh were imported from Eskom as per Table 1.6 below.

Table 1.6 Electricity, Gigawatt hours from 2000 to 2009

Description	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Lesotho Electricity Company										
Sales: Prepaid, domestic	…	…	63.4	80.5	91.3	99.5	104.5	124.8	…	…
Sales: Prepaid, general purpose	…	…	22.3	45.2	45.7	51.5	63.8	65.1	…	…
Credit sales	…	…	247.6	194.8	179.4	202.6	251.9	282.5	…	…
Total sales	336.0	342.7	333.3	320.5	316.4	353.6	420.1	472.5	502.9	503.0
Imports	68.9	47.3	40.2	49.3	15.4	35.8	38.9	56.0	55.0	115.2
Lesotho Highlands Development Authority										
Sales to LEC	369.0	355.1	349.7	342.6	388.5	381.1	441.9	478.8	511.6	488.9
Exports	17.4	16.4	23.2	35.3	40.3	10.7	22.0	3.9	8.3	4.0

Note: Data refer to the financial year, April-March; for example 2007 refers to financial year 2006/07
Source: Lesotho Electricity Company and Lesotho highlands Development Authority

On the other hand, although Lesotho has 300 days of sunshine a year, as reported by the SADC Energy Year Book 2008, current installed solar energy capacity is estimated at 65kW. The corresponding insulation levels are estimated at 5.4 Kwh/m^2/day. These photovoltaic systems are reportedly used to power national communication system, repeater stations and household signal receivers, water pumps for rural water supplies, rural clinics, powering small household appliances and lighting. The wind energy potential has not been fully exploited with few windmills used for water pumping in the country. The estimated wind potential is 20 MW from three sites in the highlands surveyed by Department of Energy and Lesotho Meteorological Services. This is equivalent to 450W/m2 at an average speed of 7.5m/s.

Petroleum and gas: As reported by the Energy Policy Framework for the Kingdom of Lesotho (2002), since there are no known oil or gas deposits in Lesotho, the country is totally dependent on imports via South Africa for requirements of all its petroleum and gas products. According to SADC Energy Year Book 2008, 87.9 million litres of petrol, 42.9 million litres of diesel and 39.2 million litres of illuminating paraffin were imported in 2005. These products are imported, distributed and sold, wholesale and retail by six registered oil companies (Exel, Engen, Caltex, Shell, Total and Lesotho Petroleum). There are currently three major depots in Maseru with storage capacity of approximately three days of petroleum supply. Apparently these depots do not have storage facilities for liquefied petroleum gas (LPG). The importation of LPG is undertaken by some fuel dealers, private sector wholesalers and/or retailers. Imports of petroleum products for the years 1995-2005 are shown in Figure 1.5 overleaf.

Coal: Lesotho currently imports coal from South Africa since reported coal reserves are said to be uneconomic to exploit. The importation and trading of coal is not regulated but left entirely in the hands of the private sector. The coal consumption in 2008 was estimated at 59,156 tons, equivalent to 1.6PJ as per SADC Energy Year Book 2008. The source cautioned that the figure is subject to a high degree of uncertainty because of the unreliable reporting of coal imports.

Animal power: According to the Statistical Year Book 2008, animal power is important for transport, horses and donkeys and draught, oxen and cows in Lesotho. The statistics show that in February 2007, there were 687,588 cattle, 69,031 horses and 172,364 donkeys in the country. It has been reported that 99 per cent of oxen are kept mainly for draught power while 88 per cent of cows are kept for both draught and milk production. Furthermore, the majority of horses and donkeys are kept in the mountains and foothills to provide a source of transport for people and goods.

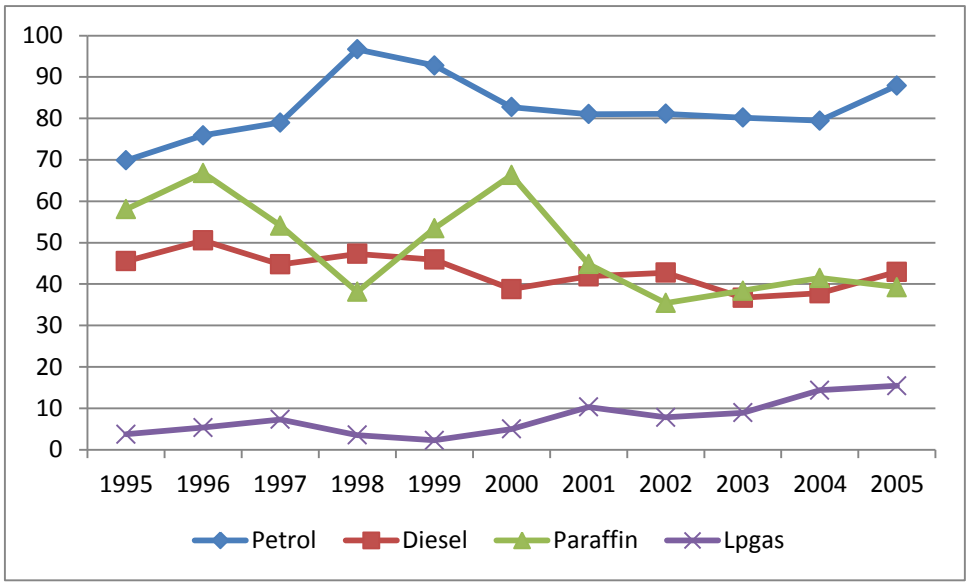

Figure 1.5 Imports of petroleum 1995-2005, thousand tonnes
Source: SADC Energy Yearbook 2008

Energy demand

According to the Energy Policy Framework for the Kingdom of Lesotho (2002), the consumption of energy is highly dependent on factors related to the accessibility, affordability, reliability and availability of energy resources. As shown in figure 1.6 below, households account for 82 per cent of energy demand while transport accounts for 12 per cent. The demand share of all other sectors is a mere six per cent. According to the Energy Policy Framework for the Kingdom of Lesotho (2002), the actual consumption is highly dependent on factors related to the accessibility, affordability, reliability and availability of energy resources.

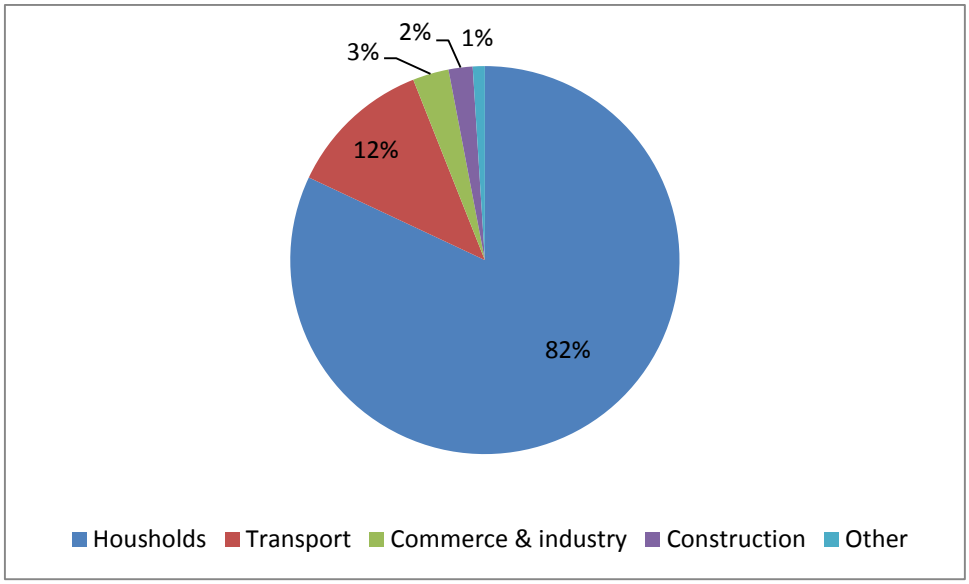

Figure 1.6 Sector distribution of energy consumption
Source: Department of Energy, Energy Balance Estimates

Households: According to 2006 Population Census, the population of Lesotho is about 1.9 million persons, of which about 77 per cent live in rural areas. The rural areas are characterized by rough terrains with villages sparsely scattered on mountain sides and accessibility to some is only by foot or horseback. With an average of just below five persons per household, this leads to approximately 294,000 households residing in rural areas. At present only 14 per cent of households in Lesotho have

access to electricity, with most of these being located in urban areas as per Table 1.7. It is estimated that only one per cent about 2,400 households of rural households has access to reliable electricity. Electricity consumption in rural areas through solar photovoltaic (PV) systems is being stimulated by the Rural Electrification Project managed by the DOE. The objective of the government of Lesotho is to increase the electrification targets from the current 14 per cent countrywide to at least 40 per cent 2020.

Table 1.7 Access to electricity

Area	1994/95	2002/03
Urban, Maseru	21.4	39.1
Urban, other	7.8	18.9
Rural	0.8	1.9
Lesotho	5.6	14.0

Source: 2002/03 Household Budget Survey Report, Lesotho

Biomass is the most significant energy resource used in the rural sector in Lesotho mainly for cooking, water heating and space heating. See Table 1.8. According to Lesotho Energy Master Plan (1991), it accounts for about 90 present of energy consumption in the rural areas. The declining number of trees in rural areas has resulted in rural people having to walk 5-10 kilometres to collect firewood. Paraffin is mainly used for cooking, heating and lighting depending on access and affordability. Many rural people have to travel long distances to get fuels such as paraffin, often at very high price. Other fuels such as liquefied petroleum gas (LPG) and coal play a relatively minor role in rural areas, and very few households in the rural areas use solar PV systems or diesel/petrol generators. On the other hand, the predominant energy sources used by urban households are electricity, LP gas, liquid paraffin, coal and commercial wood for cooking, space heating, water heating and lighting.

Table 1.8 Access to electricity

Area	Urban, Maseru	Urban, other	Rural	Lesotho
Electricity	15.5	5.2	0.2	4.3
Gas	6.5	8.7	2.3	5.3
Paraffin	69.7	58.4	16.2	39.8
Coal	4.9	7.0	4.0	5.2
Cow dung	0.6	1.8	12.3	6.6
Firewood	2.1	18.6	64.1	37.9
Crop waste	0.3	0.3	0.6	0.4
Other	0.4	0.2	0.4	0.3
Total	100.0	100.0	100.0	100.0

Source: 2002/03 Household Budget Survey Report, Lesotho

Government buildings and institutions rely on electricity and coal as the main sources of energy for their operations. It is estimated that 90 present of the consumption for these two fuels is for space heating and lighting.

Commerce and Industry: Electricity is predominately used, at 75 per cent, by the commercial sector for lighting and space heating. The balance of energy requirements is provided by coal, diesel, commercial wood and LPG.

Agriculture: Since there is no significant commercial farming in Lesotho, most energy is provided through human labour or animal power for subsistence farming. Tractors are used for ploughing and milling to a limited extent. However, the

contribution of the sector is important for generating biomass fuels as well as the possibilities for income-generating activities that require energy as an input.

Transport: The motorised transport sector is entirely dependent on refined petroleum products petrol, diesel and aviation gas for energy sources. In the rural areas, the demand for animal powered transport (including donkeys, horses and ox cart) is significant. The energy demand for aviation is reportedly low given the current level of aviation activity in the country.

Employment in the energy sector

Employment statistics for the energy sector are not readily available. Such information including factors that affect different levels and types of employment is yet to be compiled.

1.3.2 Energy Policy

Energy policy formulation process

The Department of Energy (DOE) initiated the process for development of a new Energy Policy in 1999. This was intended to replace the Lesotho Energy Master Plan published in 1988 and subsequently updated in 1991. The process was designed and implemented in three phases: inception phase, preparatory phase and policy formulation phase as per Figure 1.7.

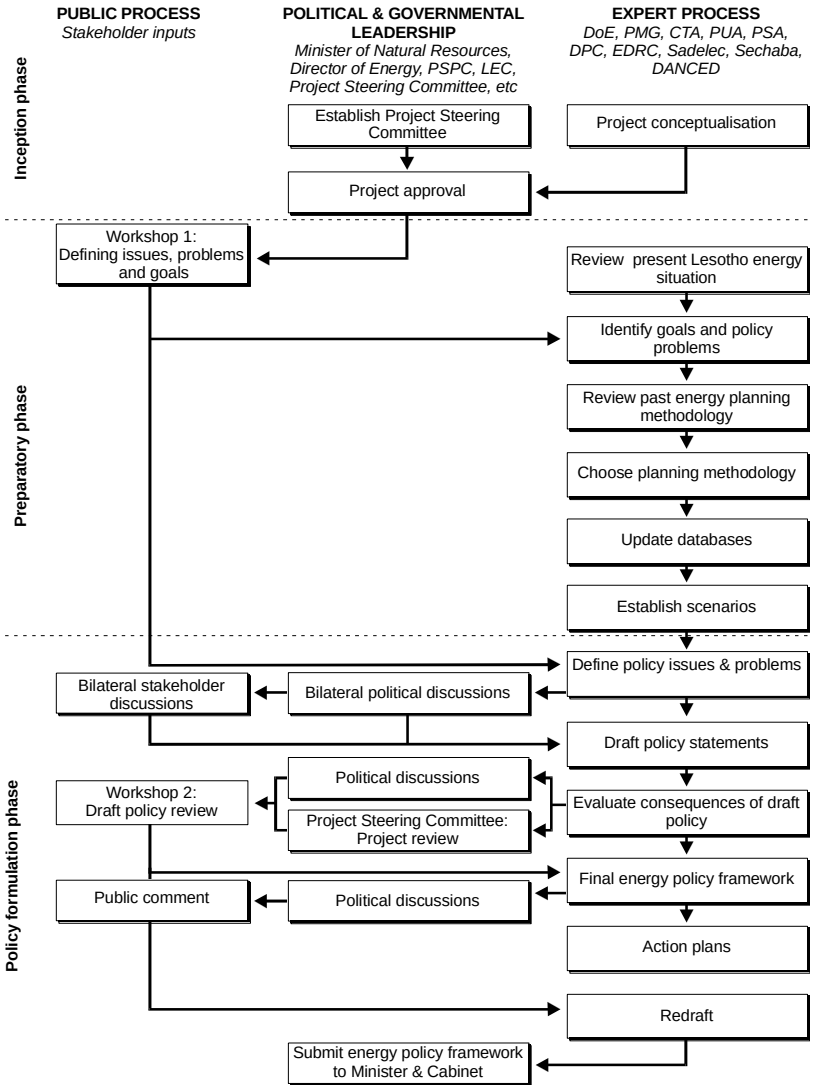

Figure 1.7 The energy policy formulation process

The inception phase entailed project conceptualisation and establishment of the relevant project structures. The political and government leadership established the high level Project Steering Committee led by MNR to approve the project and provide policy guidance, facilitate bilateral consultations and political discussions, review project outputs and to facilitate presentation of the proposed policy to the Minister and Cabinet. On the other hand, the staff of the DOE supported by a team of Danish and Southern African energy experts was responsible for the expert process. This entailed project conceptualisation, research, analysis, stakeholders' consultation and drafting of the energy policy framework.

The preparatory phase commenced with the research, analysis and stakeholders consultation in various key issues to facilitate the review of the Lesotho energy situation. The first stakeholders' workshop was thus held to launch the energy formulation process as well as involve decision-makers and key stakeholders to identify pertinent issues, problems and goals for the energy sector. Results emerging from this first workshop were then drawn into the expert process involving review of the workshop inputs, updating databases and establishment of policy scenarios. A parallel process of capacity building for the DOE staff on planning methodology and tools was undertaken to enable the department to embark upon sub-sectoral planning activities and to test the robustness of the draft policy statement during implementation.

The policy formulation phase included further stakeholder consultations on the policy issues and problems, and the drafting of policy statements ensued. The draft policy was subjected to review by the PSC, political discussions and the second stakeholder review workshop. Further refinements were made on the Energy Policy Framework and subjected to political discussions and public comments. In the meantime, the expert team also prepared the corresponding action plans for implementing the policy.

Context of the energy policy

In 2002 the Energy Policy Framework, which provides general energy policy direction and guides decisions and activities of the Department of Energy, was formulated within the context of the socio-economic setting of the country at the beginning of the 21st century. It recognizes the national development and economic challenges and objectives, the relevant policies with respect to decentralization and privatization. It draws on the macroeconomic aspects of the energy sector, the role of energy in economic and human development, energy and the environment. The Policy also addresses energy demand, energy supply and the various institutions involved in the energy sector. The guiding pillars for energy policy development are as follows:

- *Lesotho Vision 2020:* The Energy Policy embraces the Lesotho's Vision 2020. It is stated thus: "Lesotho shall be a democratic, peaceful, prosperous, secure and self-reliant nation by the year 2020. The corresponding strategies seek to promote: employment creation and growth; sustainable human capacity enhancement; sustainable development and growth from own resources; reform, democratization and empowerment; and poverty reduction.
- *Decentralisation:* The major goal of the decentralisation process is to realise sustainable development under the control and management of the people who are directly affected, thus ensuring better coordination of development efforts and full participation of communities in poverty reduction efforts.
- *Privatisation:* Government policies on privatisation aim at creating an enabling environment for increased private sector participation in the development process,

while limiting direct Government intervention. In the context of energy sector development, this will foster partnerships between Government and the private sector, labour and the public, and generate economic activity.

- *Poverty alleviation:* Energy Policy was designed to make a contribution in poverty alleviation as one of the primary developmental goals of Lesotho. Positive energy interventions can: directly improve living conditions for the poor through provision of energy services; promote income-generating activities; directly provide jobs in the energy sector and related upstream industries; and indirectly provide jobs though macro-economic growth. On the other hand, due recognition is made of energy interventions which can also exacerbate poverty due to negative impacts on the poor.
- Environment: The energy policy development also recognised the energy-related environmental impacts that are associated with the use of traditional biomass fuels and with poverty. The significant environmental impacts can be classified as land degradation; fires, burns and poisoning from household fuels; local air pollution; and greenhouse gas emissions.

Vision and goal

Lesotho's energy policy framework **vision** is set as follows:

- Energy shall be universally accessible and affordable in a sustainable manner, with minimal negative impacts on the environment.

Lesotho's main energy sector policy **goals** are set as to:

- Contribution towards the improvement of livelihoods: The energy sector aims at contributing towards poverty alleviation by developing and disseminating affordable technologies and services, and by promoting income generating opportunities that sustain and improve the lives of the citizens;
- Contribution towards the protection of the environment: The energy system, which includes supply and consumption of energy resources as well as other related processes, should contribute towards environmental sustainability;
- Contribution to economic growth and investment: The energy sector aims at contributing to economic growth initiatives that emphasize efficiency and effectiveness in energy sector management and job creation. Emphasis is to be placed on the enhancement of conditions that encourage private sector investment;
- Ensuring access to basic energy technologies and services: A choice of affordable, reliable and quality technologies and services that will be sourced within the country and in the sub-region will be made available to all citizens; and
- Ensuring security of supply: The energy sector aims at ensuring that national requirements for energy from diversified sources are satisfied with safe and secure supplies that are subject to local regulations and regional agreements.

International context

The development of the Energy Policy Framework was supported by the Danish Cooperation for Environment and Development through a project entitled 'Energy Management in Lesotho'. The main stakeholders who provide support to the energy sector are the development partners, donor agencies and the international financing institutions. The development partners, especially UNDP, are supporting various energy programmes including the Rural Electrification Project. On the other hand, international financing institutions have funded major infrastructure developments in construction of power generation plants ('Muela Hydropower Plant and mini-hydro-

power plants) and the electricity grid and associated infrastructure for transmission and distribution of electricity.

The energy sector development is largely influenced by the regional energy and trade cooperation agreement. Although Lesotho is regarded as relatively self-sufficient in electricity, it imports all its petroleum and coal products from the Republic of South Africa. Consequently Lesotho is a member of the South African Power Pool and a signatory to the SADC Energy protocol. These instruments commit Lesotho to cooperate on energy matters and to harmonise national and regional energy policies.

At the international stage Lesotho has committed to MDGs and protocols regarding environmental protection and climate change which influence the supply and demand for energy. Although there are no specific energy targets in the Lesotho MDGs, the energy sector recognises and makes contribution toward achievements of the following:

Goal 2: To eradicate extreme poverty and hunger;

Goal 4: To promote gender equality and empower women; and

Goal 7: To ensure environmental sustainability.

Monitoring and Evaluation

The Energy Policy Framework was developed without a clear statement on monitoring and evaluation. However, a corresponding detailed Action Plan for the Energy Policy Framework was developed in 2003 to provide specific energy sector targets for the short, medium and long term that translate the policy statements into strategies and actions that can be implemented and monitored. The targets for the Energy Action Plan outlined in Table 1.9a and b were based on available baseline information for the year 2000.

Table 1.9a Quantifiable targets for energy policy framework's action plan

Description of target	Baseline 2000	Short term 2004	Medium term 2012	Long term 2020
Electrification of households in Lesotho	5 %	15%	20-25%	35-40%
Afforestation increase in Lesotho in ha per annum Increase on indigenous trees in ha p.a.	Approx. 500 25	600	675 30	750 35
Decrease in Solar Energy installations done by non-LESES companies		Data gathered	40 %	95 %
Reduction in domestic use of coal	No data	Data gathered	20%	40%
Reduction in energy consumption in industry and commerce through energy audits and through investment in energy efficient practices and equipment	Electricity 165,060 MWh	5%	7-10%	15-30%
Reduction in energy consumption in government buildings through energy audits	No data	5%	20%	50%

Source: Energy Action Plan for the Kingdom of Lesotho (2003)

Nationwide information, dissemination and awareness campaigns were planned to promote the efficient and sustainable use of energy in Lesotho. Table 1.10b shows indicators and targets intended to measure and quantify the effectiveness and extent of the effort.

Table 1.9b Quantifiable targets for energy policy framework's action plan

Description of target	Baseline 2000	Short term 2004	Medium term 2012	Long term 2020
Reduction of amount of accidents or people dead/sick from wrong energy use		Estimate based on info from hospitals	10 %	30 %
Amount of energy efficient appliances sold/used		Identify & monitor certain appliances	x3	x10
Household energy savings: Average household energy consumption per annum.	42,3 GJ	38,1 GJ.	33,8 GJ.	31,7 GJ.
Amount of visitors at Information Education and Communication stands per annum	0	220	440	440
Amount of campaigns/exhibitions p.a.	1 in Maseru	2 in Maseru	2 in Maseru + campaign in 3-4 districts	2 in Maseru + campaign in 3-4 districts
Increase in number of renewable energy installations sold	Based on LESES info	3%	5 %	10 %
Increase in energy research activities		M 100,000	M 200,000	M 500,000

Source: Energy Action Plan for the Kingdom of Lesotho (2002)

Energy statistics

The statistics used to inform the draft energy policy and other sources are identified in Table 1.10.

Table 1.10 Nature of statistics, use and collection of information

Nature of statistics	Use of information	Collection of information
General Energy statistics	To inform policy options; demand and supply patterns	Bureau of Statistics (BOS); DOE and key stakeholder's reports
Household energy demand	To analyse household demand and inform policy choices	BOS
Transport & industry energy demand	To analyse demand situation and inform policy options	BOS and DOE collection from industry
Demand for various sources of energy	To analyse demand situation & develop policies and strategies	BOS
Supply statistics	To analyse the demand situation, develop policy options and strategies	BOS and DOE collection from sources
Energy balance	To inform policy development, policy options, strategies & action plan	DOE

1.3.3 Energy Institutions and Stakeholders

The Energy Policy Framework for the Kingdom of Lesotho has identified key energy institutions involved in the implementation of the energy policy as the Ministry of Natural Resources (MNR) through the Department of Energy (DOE), Lesotho Electricity Authority (LEA), Lesotho Electricity Company (LEC), National Rural Electrification Fund (NREF), Lesotho Highlands Development Authority (LHDA), Rural Electrification Unit (REU), Appropriate Technology Section (ATS) and the private institutions.

Department of Energy: The MNR established the DOE in 1985 with the mandate to establish medium- and long-term national energy plans, determine feasible energy strategies, promote new and renewable sources of energy, and monitor energy sector activities. The DOE is the custodian of the energy policy and operates in collaboration with other ministries and agencies in the implementation of energy strategies including serving as the secretariat to various committees.

Lesotho Electricity Authority is the institution set up by the Lesotho Electricity Authority Act No. 12 of 2002 to regulate the country's electricity sector. It started operating in 2004. In December 2006, the Authority issued a Composite (Transmission, Distribution and Supply), and Generation licenses to the LEC and LHDA respectively. One of the Authority's general duties is to "ensure the collection, publication and dissemination of information relating to standards of performance by licensed operators and on the electricity sector in Lesotho for use by the industry, consumers and prospective investors." LEA has opened energy access accounts.

Lesotho Highlands Development Authority was established in 1986 by order No. 23. LHDA owns and operates Lesotho's only relatively large generating facility, the 'Muela Hydropower Station. This power station was built in the nineties as part of the greater water transfer project, the Lesotho Highlands Water Project. 'Muela has a nominal capacity of 72 MW. All of its production is sold to LEC through a power sales agreement.

The Rural Electrification Unit is a semi-autonomous institution which was established in late 2003 under the Department of Energy. Its primary responsibility is to implement electrification projects outside the service territory of LEC. Outside this area, it is understood that electrification projects will continue to be subsidized for the foreseeable future.

The Lesotho Electricity Company (former Lesotho Electricity Corporation) is a parastatal body established under the Electricity Act of 1969. The Company is responsible for the management, generation, transmission, distribution and supply of electricity throughout the country. LEC also has an energy access account.

The Petroleum Fund is a government statutory body which was formed in 1995. Its main responsibility is to ensure sustainable supply of petroleum products. This is achieved through improvement of distribution of petroleum products and purchasing these products in times of crisis. Furthermore, the Fund is also been tasked with the responsibility of setting pump prices of petrol (leaded and unleaded), diesel and the wholesale price of illuminating paraffin.

Appropriate Technology Section evolved from the 1981 Renewable Energy Technologies Project. Shortly after the project lapsed in 1985 GOL established the Appropriate Technology Section as a project within the Ministry of Local Government with a mandate to conduct research and development of appropriate technologies in energy (stoves, solar dryers, retained heat cookers) and agricultural implements to achieve sustainable development. ATS is important for promotion of renewable energies and cost effective technologies targeted for the rural sector. ATS has programmes some of which were initiated based on community needs identified in the Appropriate Technology Needs Assessment Study of 2000. Its renewable energy, energy conservation and biomass technology programme is designed to research and develop technologies that will promote conservation of biomass fuel reserves and the adoption of renewable energy technologies (harnessing solar, wind and hydropower) to satisfy commercial energy requirements.

The National Rural Electrification Fund is not yet formally established hence it has piece meal energy access accounts in LEA, LEC and in REU.

Lesotho Electricity Generation Authority is a newly established institution to oversee electricity generation in Lesotho. The relevant act is yet to be drafted.

Private sector institutions play a significant role in the energy sector in terms of energy imports and distribution. These include oil companies, fuel dealers (coal, wood, and LPG gas), private shops and businesses, and private contractors.

Table 1.11 below indicates ownership in the energy sector. The information is not detailed but provided for illustrative purposes.

Table 1.11 Energy institutions

Company	Ownership
Lesotho Electricity Company	Lesotho Government
Lesotho Highlands Development Authority	Lesotho Government
Lesotho Electricity Authority	Lesotho Government
Lesotho Petroleum Fund	Lesotho Government
Oil and Petroleum companies: Caltex, Exel, Shell, Engen and Total	South African based with some local stakeholders
Various Petroleum and LPG distributors	Local and in some cases with South African stakeholder
Various coal and, fuel wood wholesalers and retailers	Local and in some cases with South African stakeholder
Renewable energy suppliers	Local companies

1.3.4 Stakeholder Influence

The stakeholder's interests in the energy policy and potential impact of the energy policy are outlined as per Table 1.12 below.

Table 1.12 Assessment of stakeholder's interest in the energy policy and potential impacts

Relevant priority issue	Stakeholder Group	Nature of Interest in policy	Potential impact of policy	Impor-tance of group	Degree of influence of group	Comments
Improvement of livelihoods	Government	Policy compliance and Poverty alleviation	(+)	5	5	Custodian of policy
	International organisations & NGOs	As above	(0)	4	4	M&E, dev. & funding support
	Suppliers/ private sector	Income generation	(+)	4	4	Business opportunity
	Consumers	Affordable technologies & services;	(+)	5	5	Ultimate beneficiary
Protection of environment	Government	Policy compliance; envi-ronmental sustainability	(+)	5	5	Custodian of policy
	International organs & NGOs	As above	(+)	4	4	M&E and policy support
	Suppliers	Alternative sources of energy	(+)	4	4	Economic opportunity
	Consumers	As above	(+)	5	5	Beneficiary
Economic growth & investment	Government	Policy compliance; econo-mic growth; investment	(+)	5	5	Custodian of policy
	International organs & NGOs	As above	(+)	5	4	M&E and policy support
	Private sector	Economic opportunities & investment	(+)	5	4	Economic opportunities
	Consumers	Poverty alleviation	(+)	5	4	Beneficiary

Table 1.12 Assessment of stakeholder's interest (continued)

Access to basic energy technologies & services	Government	Policy compliance; access & affordability	(+)	5	5	Custodian of policy
	International organs & NGOs	As above	(+)	4	4	M&E and policy support
	Consumers	Access & affordability	(+)	5	4	Beneficiary
Security of supply	Government	Policy compliance & security of supply	(+)	5	5	Custodian of policy
	International organs & NGOs	As above	(+)	4	4	M&E, policy & funding support
	Suppliers	Increase production/supply	(+)	5	5	Effective prodn Business
	Consumers	Availability & reliability	(+)	5	5	Beneficiary

Source: Prepared by the Lesotho Gender Audit Team (GAT)

1.4 Conclusions

This chapter has shown that the Government of Lesotho has acceded to a number of international and regional instruments on gender equality and access to energy. The domestication of these commitments is reflected in the establishment of public institutions, such as the Department of Gender and the Department of Energy which are mandated to implement national goals of attaining gender equality and providing energy to the Basotho nation.

While the existence of these structures is indicative of the political will of GOL, there is clear absence of linkages between the gender and energy policies. Institutions that are mandated to implement energy projects and programs are not informed by the gender and development policy, while on the other hand the gender policy does not treat energy as a key concern despite women's dominance as energy consumers.

There are a number of women's organizations that work on gender issues while the energy sector is dominated by foreign companies, especially those in the petroleum industry. These organizations do not also treat energy access as part of their mandate and as such energy issues do not form part of mainstream gender debates. The government is the key provider of electricity. There is a clear urban bias on energy supply as the rural areas seem to depend largely on biomass. These areas are the most vulnerable as most services are concentrated in the urban areas.

Chapter Two
Methodology

2.1 Introduction

The background information in chapter one was meant to inform the focus of the audit as it presents the current gender and energy situation in Lesotho. Key gender and poverty issues that may have a direct bearing on how energy access is addressed and the extent to which energy interventions are informed by gender equality discourses are presented. The review is also a situational analysis of the context within which gender mainstreaming efforts are being implemented. On the other hand the background energy review looked at the energy policy context within which gender mainstreaming can be implemented. The review used secondary data in the form of government and donor reports on gender issues and energy issues, as well as key demographic and statistical reports such as the 2006 Census Report. The analysis of these documents was informed by the Draft ENERGIA Handbook for Gender Audit of Draft Energy Policy for Lesotho (December 2010). The review was carried out by members of the Lesotho Audit team, a gender analyst, energy planner from the Department of Energy, the policy analyst and the team leader with the guidance of the ENERGIA technical advisor. The review process began in December 2010 with identification of key documents to be used in the review; this was followed by allocation of other audit responsibilities in January 2011 speared headed by the audit technical advisor's visit with the team.

2.2 Situational Analysis

2.2.1 Gender Situational Analysis

A desk review of key gender policy documents and publications is made in Chapter 1.2 to provide an understanding of key gender and development issues as they relate to the Lesotho context. Documents used include:

- The Poverty Reduction Strategy (2004);
- The Vision 2020;
- The Lesotho Constitution (1993);
- The Gender and Development Policy 2003
- African Union publications on Lesotho (e.g. AU Multi-sector Gender Profile 2005);
- AU Solemn Declaration on Gender Equality in Africa;
- The SADC Declaration on Gender and Development 1997;
- The SADC Gender Equality Barometer 2010; and
- Donor/consultancy reports (e.g. UNDP Gender Mainstreaming Assessment Report, 2005)

2.2.2 Energy Situational Analysis

The main objective of the energy situational analysis in Chapter 1.2 is to provide the reader with a picture of the energy situation at the time the assessment was carried out. The exercise involved literature review of available literature in order to provide a common understanding of key issues in the energy sector. Energy policy reports and

documents, country presentations to international and regional fora, statistical reports as well as other national documents were reviewed. This section of the review was divided into the national energy sector, energy policy, energy institutions, energy statistics, energy policy making process, stakeholder influence as well as monitoring and evaluation. A thorough analysis of the situation was conducted and results presented as accurately as possible.

2.3 Review of the Energy Policy and Energy Projects

2.3.1 Draft Energy Policy Gender Assessment

Chapter 3.2 is meant to assess the gender responsiveness of the main elements of the draft energy policy using a quick scan tool for assessment from ENERGIA Handbook for the Gender Audit. The Gender-aware policy appraisal tool was used employing a check list of questions to solicit responses to which gaps and strengths of the policy were identified. Scrutinizing the energy policy was done by paying attention to both implicit and explicit gender issues involved.

2.3.2 Programme and Project Gender Assessment

The analysis in Chapter 3.3 is intended to assess how national commitments on gender have been translated into practice and to what extent gender mainstreaming has been internalised in strategies and programmes as well as acted upon by DOE and other key partners. It was also intended to assess changes that programmes have brought to the lives of men and women in terms of reducing gender gaps and addressing gender equality and mainstreaming.

Three projects were accessed for review and these are; Lesotho Energy Supply Project; Lesotho Renewable Energy Based Rural Electrification Project (LEBRA), 2006-2010; and Lesotho Electricity Supply Project, 2008.

First a quick scan of the above projects documents was used to determine the number of times the following key gender concepts are mentioned in the document and in what context they are being mentioned: gender, women, men, women's empowerment, gender mainstreaming, and gender equality, female-headed households, men's participation, women's participation, women's income generation, and men's income generation.

A gender scorecard was further used on these energy projects to test their gender sensitivity: This assessment was based on a checklist of 13 gender indicators that relate to the promotion of gender equality and women's empowerment in a project.

In the third step the project documents were reviewed to determine if gender mainstreaming was applied. This exercise involved assessing the extent to which women's and men's concerns were articulated throughout the project, and also the extent to which specific activities aimed at empowering women were proposed.

The project documents were further reviewed to determine whether the practical, productive and strategic needs of both women and men are addressed. Finally the results from this review were analysed in short quick sheets that provided:

- The name of the project
- Name of donor
- Approval/closing date, amount, energy sub-sector
- Project objectives, outcomes and outputs
- Gender sensitivity analysis
- Gender sensitivity score

- Practical, productive and strategic gender needs addressed
- Recommendations

2.3.3 Gender Budgeting

In order to further assess the capacity of the DoE to mainstream gender and its commitments to gender sensitive energy programs, a gender-sensitive analysis of the Department of Energy budget was carried out. See Chapter 3.4. The focus was to assess budget allocations of the DOE in order to establish the extent to which resources are allocated to gender specific activities. The team adopted the Checklist for Mainstreaming Gender, Culture and Human Rights in Planning and Programming Processes from MGYSP developed by UNFPA to carry out this exercise.

2.4 Gender Organizational Assessment

2.4.1 Gender Organizational Assessment

The organizational assessment in Chapter 4.2 was undertaken to provide an internal organisational assessment of the capacity of Department of Energy as the principal organisation for the planning, implementation and monitoring of the energy policy, to mainstream gender. In order to access this information a self-assessment questionnaire was administered to DoE staff in order to understand their perceptions on gender mainstreaming. The assessment comprised a short anonymous questionnaire as well as focus group discussions.

The Questionnaire

The questionnaire was intended to provide background information for the focus group discussions as well as quantitative data based on a total of 26 multiple choice questions, and a further three that were open ended. At least one hour was scheduled for the questionnaire and it was expected to be collected after a week. On average most respondents were able to respond within the stipulated time while those who could not meet the deadline were those who had gone to a conference outside the country. The self-assessment questionnaire was given to 19 staff members of whom 15 responded. The questions were categorized in terms of four categories:

- Operational issues and technical capacity (including management commitment) – first 17 questions;
- Organizational issues and institutional culture – next six questions;
- Forward planning – next three question; and
- Open-ended questions – last three questions.

For each of the 29 questions asked respondents were asked to mark one answer that they considered most appropriate. Data analysis of responses from the questionnaire involved a univariate analysis of results from the self-assessment questionnaire. Both qualitative and quantitative data provided insights into the capacity of the DoE to mainstream gender into the implementation of the energy policy, programmes and projects.

Focus Group Discussions

The focus group discussions were meant to triangulate results from different sources of information such as the questionnaire as part of the organizational assessment of the DoE. It was used to solicit experiences and opinions about DoE's capacity to mainstream gender in the draft national energy policy and programs, as the institution responsible for the energy policy. The focus group discussions were conducted with a group of seven middle management and professional officers made,

of five males and two females, this was about 28 per cent of the total staff. Quantitative and qualitative data analysis was employed.

2.4.2 Key stakeholders in the Energy Sector

Chapter 4.3 provides an assessment of how key stakeholders in the energy sector perceive the importance of gender mainstreaming in the implementation of the Energy Policy. This was carried out through interviews by a gender and energy expert within the audit team. The interviews targeted senior and middle management. A checklist of questions was developed to guide the interviews of key stakeholders. The following organizations were interviewed:

- Appropriate Technology Services;
- Technology for Economic Development;
- Department of Forestry;
- Lesotho Electricity Authority: and
- Total Gas and Easy Gas.

2.4.3 Gender Sector Capacity Assessment

Chapter 4.4 incorporates the gender sector capacity assessment, the purpose of which was to provide insight into how key stakeholders in the gender sector support gender mainstreaming in the draft energy policy and programs. A sample of stakeholders for the assessment included the public sector; civil society; and international organisations. A checklist of questions was developed to guide the consultations with the key stakeholders in the gender sector. Table 2.2 below presents these key stakeholders.

Table 2.1 Stakeholders

Stakeholder	Sector
a) Gender Department of the Ministry of Gender and Youth, Sports and Recreation (MOGYSP)	Public sector
b) Social Cluster Committee of the National Assembly	Public sector
c) Women's Commission of the Lesotho Council of Non-governmental (LCN) organization	Civil society
d) Lesotho National Council of Women (LNCW)	Civil society
e) Women and Law in Southern Africa (WLSA)	Civil society
f) Federation of Women Lawyers (FIDA)	Civil society
g) Gender and Energy Network of Lesotho (GENOL)	Civil society
h) United Nations Fund for Population Agency(UNFPA);	International organization
i) United Nations Development Program (UNDP)	International organization

It should be noted that both WLSA and FIDA are affiliated to LCN. During interaction with LCN, the Agriculture, Environment and Natural Resources Commission (AENRC) were present to respond to energy issues.

2.5 Conclusions

The methodology was influenced mainly by the ENERGIA manual but other components were adapted to the national context. For example, the initial proposal was to adopt Moser gender budgeting tool, however with interaction with the Department of Gender, it was recommended that the GAT should use the checklist developed by the Department with UNFPA's technical support. This created an opportunity to understanding conceptualization of gender tools by the department.

One limitation of the study that was highlighted by key stakeholders, in particular the DOE, was the exclusion of energy consumers in the study, but given time and resources it became unfeasible to include end-users in the audit. Instead, a deeper analysis of the policy and programs deemed fit to give a clear picture of the energy situation and the policy environment within which energy interventions were implemented. Of course this would have allowed the team to understand energy needs of different sectors such as the informal sector, however, given the complexity of this sector it became clear that this is one area that GENOL can pursue in a different study that would also require advocacy plans.

Chapter Three
Review of Energy Policy and Energy Programmes

3.1 Introduction

This chapter presents an assessment of the gender responsiveness of the energy policy, programmes and budgets. It therefore consists of three subchapters, namely the gender review of the energy policy, the gender review of the national energy programmes and the gender responsive budgeting.

3.2 Gender Review of the Energy Policy

3.2.1 Objective and Methodology

The objective of this subchapter is to assess the gender responsiveness of the main elements of the Lesotho Energy Policy.

A quick scan tool was used for the assessment. It entailed a check list of questions, the response to which was used to identify the gender gaps and strengths in the energy policy. The assessment focused on the Lesotho energy policy documents of the Energy Policy Framework of 2002, Energy Action Plan of 2003 and the Draft Energy Policy of 2002.

Key findings are presented under ten headings below (3.2.2-11) below followed by conclusions and recommendations in section 3.2.12.

3.2.2 Policy Making Process

The current Draft Energy Policy was derived by DOE staff from the 20002 Energy Policy Framework (EPF). The EPF replaced the Lesotho Energy Master Plan published in 1988 and subsequently updated in 1991. It has been reported that the EFP was developed by the DOE through a highly participatory process, with methodological and material support from the Danish project consultants, and in close cooperation with a wide range of governmental and non-governmental organisations (Energy Policy Framework, 2002).

Although, there was public consultation during the policy making process, it was not specific to men and women as beneficiaries and consumers. First, there was research, analysis and consultations with various households and key stakeholders undertaken by a team of energy experts as part of the situational analysis from June 1999. Second, there was a workshop held in November 2000 to launch the formulation of policy which involved decision-makers and a range of energy sector stakeholders in identifying critical issues and problems in the energy sector. The workshop decided to establish issue groups or teams to further identify pertinent issues, problems and challenges in various areas of concern and draft appropriate policy statements. The workshop results were incorporated into the expert process subjected to stakeholders' consultations during drafting of the policy statements. In November 2001, a validation workshop was therefore held which again involved a broad range of energy sector stakeholders.

The main weakness of the process was that although men and women were consulted as part of a household's beneficiaries, their representation per se was not

visible during the policy formulation process. Their fate was determined by policy makers, various experts team and other energy sector stakeholders.

The results of the consultation process led to development of specific policy statements and implementation strategies on gender as a cross-cutting issue in the EPF (2002). These were also included in the subsequent development of the EAP (2003). It was noted that there were no gender experts per se but energy and other experts involved in the formulation of the policy.

It was also noted that gender issues were considered during data collection and situational analysis as well as initial policy formulation. The EPF identified the need to incorporate gender issues in the planning and execution of energy projects taking into account the energy requirements and access for urban and rural women. Consequently, specific policy statements were included in the EPF. However, as mentioned earlier the gender dimension was inadvertently omitted in the actual Draft Energy Policy (DEP) document.

Since the Gender Policy was under development and a SWOT workshop was held to discuss the gender dimension of energy development, there were people who specifically advocated for inclusion of gender issues in the energy policy formulation and revision. Some vocal people were members of the GENOL.

3.2.3 Policy Vision and Goals

The policy goals do not include the aspect of promoting gender equality and women's empowerment. However, the EPF recognised the following gender policy statements which were omitted in the DEP document:

- Government will ensure that energy programmes and projects adequately take into account gender issues, especially those related to rural and urban women, the principal users of energy at household level
- Government will encourage energy projects defined for rural and urban women.

The absence of relevant policy goals on gender implies that it might not be feasible to correct gender imbalances by addressing practical and/or, productive and/or strategic needs of men and women.

3.2.4 Policy Context

The EPF was drawn within the national, regional and international context. In the national context, the introductory chapter makes reference to socio-economic context, national development and economic objectives, highlights the state of Lesotho's economy and discusses the relevant policies regarding decentralisation, privatisation, poverty alleviation and environmental management. It also recognises the Lesotho Vision 2020 and the corresponding strategies. It further discusses the macroeconomic aspects of the energy sector and the role of energy in economic and human development.

Although the policy context does not highlight gender dimension in both the background and problem statement of the policy, this is implicit in the reference national context. The socioeconomic context implies the status of female and male in the society. From the population dynamics, reference is made to primary health care which supports 80 per cent of the population and the increasing HIV prevalence. The main beneficiaries of primary health care are women and children. On the other hand, HIV prevalence is higher on women than on men. Employment in manufacturing sub-sector of labour intensive and export-oriented textile industries estimated at 30,000 in 2010 was largely dominated by women.

There are opportunities and entry points for promoting gender equality and gender mainstreaming from the national development and economic objectives. The primary objective of the Sixth National Development Plan (1996/97-1998/99) has been stipulated as to enhance sustainable human development. In implementing this broad objective, there can be a deliberate strategy for gender balance in the approach to human development from access to health, education and resources for socio-economic development. A further look at the Lesotho's Vision 2020 previously stated thus: "Lesotho shall be a democratic, peaceful, prosperous, secure and self-reliant nation by 2020"; this has implication on gender. The corresponding strategies of employment creation, sustainable human capacity enhancement as well as reform, democratisation and empowerment, provide scope for gender focused development.

Lesotho was classified as one of the world's least developed countries based on the economic indicators. The 1998 estimates indicated gross national product (GNP) at US$790 per capita, gross national product (GDP) at US$747 and nominal income per person at US$570. Since the economic information is presented at the aggregated level, it can only be deduced there is a varied impact on the gender groups due to perceived inequitable distribution of the economy. However, gender disaggregation of economic data can inform strategies to mitigate the inequities.

Policies on decentralisation, privatisation, poverty alleviation and environmental management, although perceived to be gender neutral, they affect gender groups differently. There are implied opportunities for promoting gender equality and women's empowerment. The 30 per cent quota for women used during the first local government dispensation, ensured women's representation at the community councils. Similar quota and opportunities for various gender groups can also be modelled into the privatisation, poverty alleviation and environmental management agendas and strategies.

Assessment of the macroeconomic aspects of the energy sector shows that energy makes a significant contribution to the GDP, government revenue, employment, gross fixed capital formation and impact on the balance of payments. The resulting monetary and employment contribution at the macro level implies benefit to various gender groups. The challenge is however to come up with policies and strategies to promote gender mainstreaming and mitigate against potential imbalances in access and benefits.

The linkage between energy and environment was especially recognised on the use of traditional biomass fuel as the accessible and affordable energy resource for the poor. In most cases, women primarily use available energy sources to meet their practical needs of cooking and heating. Consequently, they bear the brunt of the environmental impacts of land degradation due to excessive harvest of biomass, fires, burns and poisoning from households fuels and local air pollution. In this context, the expectation is to identify opportunities to alleviate the situation through the relevant energy policies.

The historical perspective and actual policy formulation implies that there were regional and international conventions considered. Specific reference is made to SADC focus on regional economic integration and regional energy supply and demand. It was left to individual member states to focus on their national priorities of socio-economic development through the energy contribution. Subsequent, national energy policy review or formulation was expected to be guided by the SADC Protocol on Energy.

At the time of energy policy formulation, the importance of gender and development was recognised. The Gender Policy was also underdevelopment and discussions

on the gender dimensions of energy development were held. Consequently, gender was identified as a cross-cutting issue and relevant policies identified in the EPF. It was also covered in the corresponding EAP. However, the gender dimension and related policy statements were unfortunately not included in the ultimate DEP document. The omission was perhaps due to further rationalisation and condensation of policy statements from EPF or simply policy evaporation on the part of DOE. Nonetheless, it is implied that the energy policy formulation was informed by gender issues to a limited extent.

The EFP states that "Government will ensure that the development of its legal, regulatory and institutional frameworks are in harmony with regional and international agreements". Although there is no special reference to regional and international gender protocols, it is assumed that the energy policy formulation embraced the following regional and international UN conventions on gender equality and equity ratified by the Government of Lesotho:

- the Convention on the Elimination of all Forms of Discrimination Against Women (1979); Convention on the Rights of the Child (1989);
- the International Conference on Population and Development (1994);
- the Beijing Declaration and it's Platform For Action (1995);
- the SADC Declaration on Gender and Development (1997) and it's Addendum (1998);
- the Millennium Development Goals (2000);
- the UN Security Council Resolution 1325 on Women, Peace and Security (2000);
- the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (2003); and
- the United Nations Convention on the Rights of People with Disabilities (2008).

3.2.5 Target Groups

The target "beneficiaries" of the energy policy are identified by socio-economic status and by rural and urban households. There is no consideration for gender, ethnicity or age. However, the target beneficiaries can be unpacked by gender during development of strategies for implementation such as studies on energy demand and consumption patterns.

3.2.6 Energy Statistics, Data and Indicators

Analysis of sex disaggregated data and gender statistics was used to a limited extent. Recognition was made on the disparity between the rural and urban population energy requirements. The energy requirements for cooking and heating as seriously affecting the women in the rural areas were singled out. Scarcity of biomass and time spent of more than 2.5 hours per day on fuel collection by women was highlighted (Energy Policy Framework, 2002).

The current planning and reporting is usually at a higher level of households, rural vs. urban population and does not provide gender statistics. However, the 2007 Baseline Study of the Lesotho Energy Access Strategy Project, managed to disaggregate data on energy demand and consumption into males and females. It covered gender of respondents, socio-economic status by gender, energy consumption and fuel collection patterns by gender.

There are prospects in collaboration with the Bureau of Statistics (BOS) to enhance collection of gender disaggregated statistics in household surveys. Recent surveys are: the Demographic Health Survey (2009), the Integrated Labour Force

Survey (2008), the Household Budget Survey (2003) and the Core Welfare Indicators Survey (2002). All these surveys collected gender disaggregated data as is the routine in such surveys. Although data from the last two surveys were used to a limited extent, no data disaggregated by gender appear in the policy document.

Another prospect is in the inclusion of gender disaggregated data in the planning, implementation and reporting requirements in the energy sector. However, the main challenges are in modifying the current planning, implementation, management and reporting systems to capture the gender statistics. It will require high level advocacy and communication to influence change.

3.2.7 Energy Demand and Supply

The policy document considers gender constraints and other gender issues to a certain extent. Gender issues which have been identified in energy production/supply by source are those of biomass which is collected by women as caretakers of their households. However, the distance that they have to walk to collect this unsustainable fuel wood leads to time wastage, poverty and vulnerability on their part. Another sensitive issue is that of tree plantations which is done by men inadvertently leaving the issue of women's safety out. This issue of gender blindness and in most cases accessibility of forests is a gap that has been identified that needs to be corrected.

Available data on energy supply and demand is not disaggregated by gender. It is therefore not possible to determine how achievement of relevant policy statements will affect gender difference.

The current energy policy does not explicitly combine energy needs with gender needs in order to address gender inequalities in access, availability and affordability of energy services. The policy response to energy needs is gender blind. As previously mentioned, there was gender consideration during the development of EPF (2002) and the associated EAP (2003) but gender was left out in the subsequent DEP (2003).

Rural and urban households

The policy document expresses data at household level and hence not disaggregated by gender. The socio-economic indicators position Lesotho as a least developed country characterised by high unemployment and underemployment. According to the Household Budget Survey 2002/03, about 57 per cent of population were defined as poor. The poorest sector of the population lives in under-developed rural areas; few households have access to electricity and other modern forms of energy; and a majority of households live in the rural areas and depends on biomass fuels for major domestic energy end-uses. The residential sector accounts for more than 90 per cent of the total energy consumption (DOE, 1995). The main sources of energy used for cooking and heating include electricity, LPG, paraffin, candles, coal and biomass fuels (wood fuel, cow dung, crop residue and shrubs).

Although there are no specific gender constraints or gender issues raised, the main challenges have been highlighted as energy security and sustainable use of energy resources for rural and urban households. Invariably this affects women more than men since they are responsible for cooking and heating requirements in the household. In order to address the implied gender needs of the households in terms of energy options, affordability, accessibility and safety, the corresponding policy statement in the EPF is:

- *Government will take measures to ensure that commercial fuels, such as paraffin, LPGas and diesel, as well as their associated appliances are available and affordable for rural and urban customers for use in the home, agriculture, small business, telecommunications and community facilities.*

There are opportunities to address gender issues in the proposed implementation strategies. The key strategies are to provide incentives to the oil enterprises to invest in the distribution outlets in the rural areas; extend credit to households to enable them to procure gas, diesel and paraffin appliances; and working with ATS and others to accommodate affordable cooking and heating technologies. In all these strategies, women and vulnerable groups can be prioritised in terms of their views and access to investment, credit line and new technologies.

A complementary policy statement based on proving information to the households on different energy sources in the EPF reads thus:

- *With a view to encouraging the most cost effective use of energy, Government will seek to enhance household awareness on different energy sources and appliances.*

Since women are largely responsible for cooking and heating at the household level, a proposed awareness campaign provides an opportunity for women to inform or influence the choice of different energy sources and appliances.

Transport

The energy demand for transport focuses on the conventional modes of transport for the public (buses, taxis, private vehicles, trucks and air transport for passengers, flying doctor service and military use) and the rural animal modes of transport (horses, donkeys and ox-drawn equipment) especially in the remote areas. The major challenge for the government has been identified as to facilitate the efficient, safe, reliable and environmentally friendly operation of the transport sector (EPF, 2002). Consequently, the corresponding policy statement is as follows:

- *Government will promote a greater awareness of energy efficiency and its environmental and economic benefits.*

Based on the above analysis and policy statement, it can be deduced that gender issues are not taken into consideration.

Industry, commerce and government buildings

The main focus of the government is on enhancing the availability and competitiveness of energy prices for industry, commerce and government buildings as well as promoting efficient use of energy. The corresponding policy statements are:

- *Government is committed to supplying competitively priced energy to industry and commerce.*
- *Government will enhance awareness of energy conservation measures and as*sociated benefits to energy customers in industry, commerce, government buildings and other building.

The focus of above policies is at a higher service level and therefore excludes gender considerations. There is limited scope for gender promotion in the proposed strategies.

Agriculture

The focus on agriculture is the provision of reliable and good quality energy as input in all stages of food production, both in traditional and modern farming practices. According to the DEP (2003), agriculture accounts for less one per cent of the total energy consumption. Challenges for the agricultural sector identified relate to removal or reduction of levies on petroleum products; setting up of special electricity tariff; and affordability of renewable technologies for farming activities.

It was noted that the agricultural aspect is silent on gender issues and does not have gender data. The demand for energy in agriculture does not respond to any given

gender needs. Moreover, there is no specific policy statement on agriculture that may be assessed for opportunities in promoting gender equality in terms of access, availability and affordability of energy services.

Biomass fuels

Biomass has been identified as the main source of energy for the majority of households especially in the rural areas. The commonly used biomass forms of energy include wood fuel, shrubs, animal dung (especially cow dung) and crop residues. This energy is used mainly for cooking, water heating and space heating (EPF, 2003).

Available statistics relates to energy consumption by sector and is not gender disaggregated. However, it has been stated in the policy document that women and children are responsible for collecting biomass fuel. It has also been estimated that a household undertakes between two and three trips a week to collect fuel with weekly collection times of between three and nine hours (Lesotho Household Energy Access Strategy, 2007).

Policy challenges in the area of biomass were identified as to improve the availability of biomass resource; sustainable use of biomass; availability of quantitative data on the consumption patterns and depletion of biomass; and encouraging the switch to alternative fuels to reduce the pressure on biomass. Corresponding policy statements in the EPF were as follows:

- *Acknowledging the multi-disciplinary aspects of encouraging improved wood-fuel availability, the Department of Energy will work in close collaboration with the Government's Forestry Division and Range Management Division as well as with NGOs, CBOs and individuals in an effort to promote afforestation programmes, as well as programmes aimed at protecting existing indigenous trees.*
- *The Government will investigate, identify and then promote appropriate fuel efficient cooking and heating technologies for use in the rural areas in particular.*
- *The Government will ensure that sufficient information and data on biomass resource base and end-use patterns becomes available and is regularly updated.*

Based on above statements, one can assume that promoting fuel efficient and heating technologies will address the practical needs of women and children who are burdened with biomass collection in the rural areas. One can also assume that there is an opportunity for gender disaggregated data on implementing the latter policy statement.

However, it should be noted that, in the latest document of Draft Energy Policy, the above policy statements have been omitted due to policy evaporation or have been subsumed under the following new policy statement:

- *Government will ensure the security of biomass energy resources availability.*

Electricity

Electricity was identified in the policy documents as a major driver for economic and social development. It was also recorded that over 60 per cent of electricity is used by manufacturing, mining, commercial, agriculture and public service (Draft Energy Policy, 2003). The policy document also recognised electricity as an important consumer good being accessed by about 10 per cent of the households in Lesotho. It is regarded as the most preferred source of energy because of its versati-

lity and cleanliness. Households use electricity in various appliances for high quality lighting, cooking, hot water and warmth.

Although there were several challenges of the electricity sector and corresponding policy statements in the EPF (2002), the condensed DEP (2003) focused on increasing the level of electrification and electricity supply security. The corresponding policy statements are as follows:

- *Government is committed to ensuring that an increasing number of urban and rural households have access to electricity services.*
- *Government will ensure the security of electricity supply in the country.*

The Government concern on the low electrification rate for households has implied gender considerations. Access to electricity, especially in the rural areas, can relieve women and children of the burden of biomass collection. Moreover access to electricity can enable all gender groups to meet their practical, productive and strategic needs. It should however be noted that access (electrification) and availability (security of supply) does not necessarily mean the households can afford the user fees for the energy source. The price of electricity therefore becomes a determining factor for individual households to benefit from the energy source as well as being in the position to uplift their standard of living.

The main strategy proposed in the DEP (2002) and alluded in the EAP (2003) to develop and implement a National Rural Electrification Programme aimed at universal access to electricity services, as well as expanding electrification of the urban areas on commercial terms. It should be noted that the justification and proposed strategies for implementing the above-stated policy statements have not been based on gender disaggregated data and hence the analysis is neutral on gender differences. It can therefore be concluded that the Energy Policy statements do not expressly combine energy needs with gender needs. However, intended access and availability combined with affordability of electricity energy can address gender needs across the board.

Petroleum and gas

The policy formulation on petroleum and gas seems to address the challenges on security of supply of petroleum products, availability of petroleum products and improving safety of petroleum products and services. The corresponding policy statements are as follows:

- *Government will ensure the security of supply for all petroleum products.*
- *Government will take measures to ensure that petroleum products are available, affordable and equitably distributed throughout the country.*
- *Government will promote efficiency and safety in the use, handling and trading of energy products.*

Analysis of the petroleum and gas section does not expressly indicate gender consideration in the energy demand and supply. The second policy statement on availability and affordability of the petroleum products has gender implications especially for the rural poor people. As an alternative source to biomass fuel collection, cost effective accessibility to petroleum products can address the practical needs of women. Given that there was no gender disaggregated data used to inform the policy statements, the identified energy needs are for the public in general and do not specifically march the gender needs in terms of inequalities in access, availability and affordability.

Renewable energy

According to the EPF and DEP, renewable energy, excluding large hydropower and biomass, makes a small contribution in terms of overall energy balance in Lesotho. It has been recognised as having potential to enable households to meet their energy requirements. Important renewable energy sources were identified as solar photovoltaic (PV) technologies, solar thermal appliances, passive solar potential (building designs based on 300 days of sunshine in Lesotho), solar cookers (as designed by ATS and Bethel Business and Community Development Centre), solar dryers, wind energy potential, mini and micro-hydropower and biogas. The policy challenge of this subsector is to make renewable energy technologies affordable and accessible to households and to increase the use of renewable energy for productive purposes with the goal of improving the livelihood of Basotho.

Based on rationalisation of previous policy statements on EPF (2002), the ultimate DEP (2003) retained the following statement:

- *Government will improve customer affordability to access and utilise renewable energy services.*

The justification and policy statements per se do not make reference to gender issues and are not informed by gender disaggregated data. However, customer affordability and access can go a long way in addressing practical needs especially for women. The main access strategy is cross- subsidisation of renewable technologies to the rural poor through the National Rural Electrification Fund (NREF). There is opportunity to prioritise gender consideration as part of the criteria for assess to potential beneficiary rural poor households. Similar gender considerations and opportunities can be created when the Government facilitates the proposed Rural Energy Service Companies.

Coal

Coal is another energy source which is imported from South Africa by private companies. It contributes about five per cent of Lesotho's total energy consumption. It is largely used in the lowlands and urban households for cooking and heating in winter and by few industries for boiler heating. The main government challenges on coal energy were identified as regulation of coal imports, improving data collection on quantities and quality of coal imports as well as improving people's awareness about externalities associated with coal usage. The resultant policy statement is thus:

- *Government will ensure that the importation and usage of low quality coal is avoided.*

The DEP (2003) acknowledges that lack of accurate and reliable data on coal energy makes policy formulation and strategic planning more difficult. The alluded data gap suggests that the policy and strategies were not informed by gender considerations.

Although the ultimate concern on mitigating pollution from burning coal and providing alternative energy source has potential benefits to households, it is not gender specific. Since coal is expensive to the rural households, it only addresses practical cooking and heating needs of women in the lowlands and urban areas. However, there is an opportunity to consider gender dimensions in the proposed strategies of improving the coal data base. Another opportunity exists to introduce gender aspects in the proposed development of policy guidance on future coal supply and consumption.

Energy efficiency and conservation

The policy section on energy efficiency and conservation is concerned about achieving greater energy efficiency in all sectors of the economy. The key policy focus is broad on promoting thermal efficient buildings, efficient use of energy in commerce and industry as well as the sustainable use of biomass as follows:

- *Government will adopt and promote thermal efficiency and energy-efficient practices and technologies in its own buildings.*
- *Government will promote adoption and investment in energy efficient practices and equipment in commerce and industry.*
- *Government will investigate, identify and promote energy efficient household appliances.*

The justification and policy statements did not take gender aspects into consideration. It is however implied that energy efficiency and conservation is a cross-cutting issue which can benefit various gender groups. There is opportunity to consider gender aspirations in the design of energy efficient equipment and household appliances.

3.2.8 Cross Cutting Issues

Cross cutting issues have been identified in the areas of environment, health and safety, gender, poverty alleviation and regional cooperation. The policy intervention areas and corresponding policy statements in the DEP are as per Table 3.1 below.

Table 3.1 Extract of policy interventions on cross–cutting issues

Policy intervention area	Policy statement
a) Land degradation	*Government will ensure that biomass resources are harvested in a sustainable manner.*
b) Reduction of emissions from fuel consumption processes	*Government will promote the use of cleaner energy sources and technologies.*
c) Indoor air pollution and health effects	*Government will limit the extent to which the health and safety of rural and urban households are being affected by the use of energy sources within homes.*
d) Energy pricing and fiscal issues	*Government will introduce appropriate fiscal instruments targeted at reducing pollution and enhancing energy efficiency.*
e) Improving and introducing the pricing mechanism for commercial fuels	*Government will ensure that energy prices are market-based and as much as possible cost-reflective, and that the price setting process is transparent.*
f) Reducing government subsidies	*Government will introduce energy subsidies targeted at the urban and rural poor.*
g) Regional energy trade and co-operation	*Government will ensure that the development of its legal, regulatory and institutional frameworks are in harmony with regional and international agreements.*
h) Establishing non-discriminatory petroleum levies	*Government will take measures to ensure that dedicated levies such as the road maintenance levy are only charged on related consumer category.*
i) Undertaking energy related research	*Government will ensure that sufficient information and data on all energy resources become available and are regularly updated*
j) Providing information on different energy sources	*Government will enhance awareness of different sectors of the economy on different energy sources and appliances.*
k) Increase knowledge on energy efficiency and conservation	*Government will promote the efficient and sustainable use of energy in the country.*

Source: Compiled by Gender Audit Team from Draft Energy Policy

Analysis of policy justification and actual policy statements does not explicitly show consideration of gender constraints or any other gender issues. Limited data used was not disaggregated by gender. Although the above policy statements do not specifically combine energy needs with gender needs, there are opportunities for gender consideration during implementation policy interventions.

The policy interventions (a) to (d) were designed to mitigate the negative environmental impacts of the energy services. The ultimate beneficiaries are the gender groups within the households.

The policy interventions (e) and (f) dwell upon financial mechanism. Although the proposed financial mechanisms are not gender specific, it can be deduced that there are gender implications for the intended beneficiaries. For instance, petroleum subsidies and tariffs benefit both the supplier and consumer; and the urban and rural population equally benefit depending on the energy type and accessibility and affordability. It is believed that the ultimate beneficiary down the line is a household which comprise of men, women and children.

Policy intervention (g) should also be implemented in harmony with regional gender protocols such as the SADC Declaration on Gender and Development (1997) and it's Addendum (1998) and the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (2003). A further opportunity for including gender perspectives is during undertaking of energy research (i) to inform policy and subsequent projects or programme designs as well as dissemination of information. The communication strategies for implementing policy interventions (j) to (k) can also be loaded with gender analysis and gender perspectives so as to enhance the awareness campaigns.

It has been noted that another important cross-cutting policy intervention area omitted in the DEP (2003) is gender. The following gender intervention and policy statements which appear in the EPF (2002) and EAP (2003) were unfortunately omitted:

- *Government will ensure that energy programmes and projects adequately take into account gender issues, especially those related to rural and urban women, the principal users of energy at household level.*
- *Government will encourage energy projects defined for rural and urban women.*

The proposed implementation strategies pertaining to the gender policies specifically focused on taking into consideration women's issues in energy projects design as well as identifying income generating activities for women. It would appear this gender intervention is biased towards women. Ideally the implementation strategies should combine energy needs with needs of various gender groupings in order to address gender inequalities in access, availability and affordability of the energy service.

3.2.9 Governance Issues

The DEP (2003) broadly categorised governance issues into institutional restructuring, private sector participation as well as human resources and capacity building. The institutional restructuring emanated from a Power Sector Policy Statement formulated in 1998 and amended in October 2000, as well as the recommendations of the Energy Master Plan. It focused on institutional reform, private sector participation in electricity industry, costing structure of electricity and the establishment of a regulatory authority.

Power Sector Reforms

The government made the following policy pronouncements to address the power sector reforms:

- *Government is committed to implementing appropriate institutional (including regulatory functions) and structural reforms, as well as reforms relating to ownership of the electricity industry.*
- *Government will also ensure that the burden on utilities implementing electrification initiatives does not preclude them from operating on a commercial basis.*

Although the rationale for power sector reforms of establishing institutions such as the LEA, the NREF and REU was not informed by gender considerations, there were nonetheless opportunities to combine energy reforms with gender needs. The staff recruitment policies other operational policies for these institutions could as well promote gender equity through affirmative action. There are also further opportunities to introduce gender mainstreaming in all the operations of these institutions including research, project and programme conceptualisation, design, evaluation and implementation.

Development and enforcement of standards for renewable energy systems

In the development and reinforcement of standards for renewable energy systems, the policy statement is as follows:

- *Government will maintain appropriate standards for the installation and service of renewable energy technologies.*

Development of the proposed standards for renewable energy systems provides opportunities for gender considerations. Partnership of Government with the Lesotho Solar Energy Society (LESES) on development and adherence of code of practice for renewable energy systems provides a window to bring gender dimensions in the equation. GENOL has active membership in LESES to influence the gender perspectives into the renewable energy systems arena.

Private sector participation

Private sector participation focused on the performance of the electricity industry and opportunities for local economic empowerment through the following policy statements:

- *Government is committed to enhancing private sector investment and participation in the electricity sector.*
- *Government will encourage and promote active participation of Basotho in the ownership and operation of the downstream petroleum industry in the country.*

In both policy statements, gender dimension were not explicit. There is however opportunity to actively strengthen and promote gender participation in the envisaged private sector investment. Strategies and criteria used for promoting active participation of Basotho in the ownership and operation of the downstream petroleum industry can be used to mitigate gender imbalances. Women gender groups individually or collectively in association or companies can be empowered and encouraged to seize the immerging opportunities in the downstream petroleum industry.

Currently, there are limited incentives to support small and informal sector businesses focusing on energy supply. In particular, there is a credit guarantee scheme under the Lesotho Renewable Energy-Based Rural Electrification Project accessible to the business sector. Since the Government is committed to encouraging energy

projects defined for rural and urban women, it is yet to come up with further financing mechanisms. The proposed strategy is to introduce targeted projects with energy substance specifically related to income generating activities for women, in collaboration with GENOL, LNDC, BEDCO, women's NGOs and other women groups.

Human resources and capacity building

In terms of human resources and capacity building, the corresponding policy statement is as follows:

- *Government will ensure that energy institutions and organisations are adequately resourced with appropriate skills to implement the energy policies and programmes.*

The rationale and focus on human resources and capacity building is broad and not gender biased. The proposed implementation strategies include annual analysis of energy experts in the country; needs assessment and training as well as provision of incentives for retention of trained and experienced human resources within the DOE. Based on the analysis of energy experts, there is opportunity to disaggregate data by gender and promote gender balance during recruitment of new personnel. The needs assessment can also go beyond identifying gaps in skills required in the energy sector to include gender aspects. Subsequent training intervention can include awareness and training on gender issues in order to promote gender mainstreaming in all operations of the DOE. The proposed incentives for staff retention can also include the gender equality dimension in the equation.

3.2.10 Implementing Organisation

The capacity and resources of the organisations that will implement the Energy Policy and work with gender mainstreaming strategy varies. The Department of Energy, which is the leading organisation in the energy sector, currently does not have the capacity and resources for gender mainstreaming. The capacity and resources of the quasi-government organisations of the Lesotho Electricity Authority (LEA), Rural Electrification Unit (REU), Lesotho Electricity Company (LEC) and the Petroleum Fund is also very low. There is also need to strengthen and realign the capacity and resources of these institutions towards development and implementation of gender mainstreaming strategy. Other private organisations in the energy sector also require strengthening to tap in their potential capacity and resources for development and implementation of gender mainstreaming strategy.

The attitude of key actors in the implementation of the gender responsive Energy Policy is positive. This has been confirmed through consultations and interviews with key stakeholders. It can also be attributed to the on-going gender awareness efforts by the Gender Department, gender focal organisations and gender activists.

There is no formalised mechanism for women's organisations, networks and gender experts to advise on the implementation of the Energy Policy. However, participation of these organisations is largely on advocacy and communication through gender awareness campaigns.

3.2.11 Monitoring and Evaluation

There are no gender-sensitive indicators for monitoring and evaluation (M&E) in the associated Energy Action Plan. The general indicators, where available are either quantified or qualified within the short, medium and long term timeframes. In most cases, there is no baseline information to inform the EAP targets. The indicators are broad and even where quantified, they do not measure gender aspects. Therefore, the M&E indicators are not disaggregated by sex. A list of the indicators was provided

from EAP in the first chapter. Other supplementary indicators documented in the Lesotho Household Energy Access Strategy (2008) are shown in Table 3.2.

Table 3.2 Target indicators by thematic areas

Thematic Area	Targets
Increasing access: Ensuring supply of modern energy sources	• By 2009, one oil company has invested in distribution outlets in rural areas to supply paraffin and gas. • By 2012 the number of households with increased access to modern energy sources has increased with 10%. • By 2015 all 65 constituencies in Lesotho will have the minimum number of required energy retailers stocking energy carriers and appliances • By 2015 households have reduced their biomass energy consumption from 4kg to 2kg per day.
Increasing affordability: End-user credit mechanisms	• By 2010, Government will put in place a credit scheme to enable households to purchase efficient paraffin, gas and biofuel appliances. • By 2009, Government will put a revolving credit fund in place through which households will be supplied with PV lanterns for lighting and efficient stoves for cooking. • By 2009, Government in co-operation with petroleum companies will subsidise the provision of a 6kg LPG cylinder to increase access and use of LPG in 3 areas of Lesotho.
Increasing sustainability: Biomass energy supply mechanisms	• By 2015, the afforestation rate in Lesotho has increased from 500 ha per annum to 800 ha per annum. • By 2015 the number of hours spent collecting fuel wood has decreased from 6 hours per week to 4 hours per week. • By 2015, the number of collection trips undertaken by households has decreased from 3 to 2 per week. • By 2015, the distance travelled per trip to collect fuel wood has decreased from 5 km to 3 km.
Increasing efficiency: Biomass efficient cook stoves	• By 2010, 1000 schools in Lesotho will have installed fuel efficient wood fuel stoves. • By 2008, suppliers of energy efficient cook stoves have increased from 2 to 4 in Lesotho • By 2009 an improved biomass stove for households is available in Lesotho • By 2008 150 households brewing beer for an income in the three baseline areas (50 households per area) will use an improved biomass stove (Rocket Institutional Stove) for beer brewing.
Increasing information availability: Household awareness raising, information dissemination and training programme	• By 2009, Government will commence to implement an awareness raising campaign on household health and safety issues linked to energy so that 20% of households increase their knowledge about health and safety aspects of energy. • By 2009 Government will establish an Energy Information Centre at the Department of Energy to provide information to energy consumers of the various options for energy supply and efficient use of energy.
Increasing institutional capacity: Efficient institutional co-ordination initiative	• By 2008, Government under Dept. of Energy will establish a co-ordinating committee to improve co-ordination in the energy sector.
Monitoring and evaluation: Addressing data gaps and checking progress	• By 2008, Government will institute a longitudinal data collection effort to collect relevant information on biomass energy consumption and availability in Lesotho. • By 2008, Government will institute a health related impact study of energy use in Lesotho. • By 2008, Government will appoint a team of economists to evaluate the cost and implementation of a household energy scheme in Lesotho.

Although the policy framework does not make reference to national and international gender commitments, it is implied by virtue of Lesotho's subscription to same. Consequently, relevant indicators can be derived from the same source protocols and associated implementation strategies and M&E documents.

3.3.12 Conclusion and Recommendations

Overall, the Draft Energy Policy document is gender neutral. Baseline and justification documents did not make specific reference to gender issues. Data used was not disaggregated by gender. The target beneficiaries are generally identified by their socio-economic status with specific reference to urban and rural households. Since the policy documents were developed within the national and international context, there are opportunities to embrace gender aspects during policy implementation. Such is feasible, in undertaking research studies, development of gender sensitive strategies and actual projects and programmes design and implementation.

The main recommendations on the DEP (2003) are the following:

- It should be refined to include gender dimensions in the justification by incorporating gender protocols and gender aspects under the policy context as well as providing the gender disaggregated statistics for the targeted rural and urban households;
- Proposed implementation strategies should include gender considerations and promote gender equality in the approaches such that they are informed by gender needs and deliberate efforts to empower and facilitate access for women and other vulnerable gender groups.
- The gender policy statements from EPF should be reinstated in the DEP thus:

  • *Government will ensure that energy programmes and projects adequately take into account gender issues, especially those related to rural and urban women, the principal users of energy at household level.*

  • *Government will encourage energy projects defined for rural and urban women.*

3.3 Gender Review of Key Energy Programme Documents

3.3.1 Objective

This sub-chapter assesses the extent to which key national projects address and incorporate gender equality, in support to the national commitments to gender equality and the empowerment of women.

The analysis is intended to access how national commitments on gender have been translated into practice and to what extent gender mainstreaming has been internalised in strategies and programmes as well as acted upon by DOE and other key partners. It is also intended to assess changes which programmes have brought to the lives of men and women in terms of reducing gender gaps and addressing gender equality and mainstreaming.

3.3.2 Methodology

Only two key national energy project documents were made available by DOE for analysis:

- Lesotho Renewable Energy-Based Rural Electrification Project (LREBRE); and
- Lesotho Electricity Supply Project (LESP).

A quick scan was done of the above project documents to determine how many times the following key words are mentioned in the document and in what context they are mentioned: gender, women, men, women's empowerment, gender mainstreaming, and gender equality, female-headed households, men's participation, women's participation, women's income generation, men's income generation.

A gender sensitivity analysis of the project documents was conducted by providing answers to a set of questions outlined below. If a positive response to the questions was provided, details and evidence to support the response was sought. If a negative response to the questions was provided, details and evidence was also sought for why the gender gaps exist.

A gender score card was further used to determine the level of gender mainstreaming in each project. This was based on a checklist of 18 gender indicators that relate to the promotion of gender equality and women's empowerment in a project.

Key findings are presented under in section 3.3.3 (LREBRE) and 3.3.4 (LESP) below followed by conclusions and recommendations in section 3.2.5.

3.3.3 Lesotho Renewable Energy Based Rural Electrification Project

This project was approved in 2006 with the closing date of 2010. The total project cost was estimated at USD$4,728,500. It falls within the electricity subsector and was funded by the UNDP through Global Environment Facility.

Project objectives, outcomes and outputs

The project ***objectives*** are as follows:

- Global objective: To reduce Lesotho's energy-related CO2 emissions by substituting fossil fuel (paraffin and diesel) with renewable energy sources (PV, wind and hydro) for household and productive uses through the provision of basic energy services to rural homes and community users.
- Development objective: To improve people's livelihoods by promoting the utilisation of renewable energy to provide basic electricity services to the rural areas in Lesotho starting in the Mokhotlong, Thaba-Tseka and Qachas'Nek districts, thus reducing the country's dependency on fossil fuels.

The project ***outcomes*** are as follows:

- Support to energy activities to reduce poverty and achieve sustainable development objectives at local and national using renewable energy sources.

The project ***outputs*** are as follows:

- Consumption of paraffin reduced by 80% in the households using renewable energy based systems for lighting
- Incidence of paraffin related respiratory and eye diseases reduced by 10% over 5 years within those households targeted by project
- Small scale renewable energy-based business activities increased by 50% compared to baseline
- Consumption of diesel for generating electricity reduced by 80% in the households and business targeted by the wind/PV and hydro/diesel mini-grid pilot projects
- The number of customers reached by renewable energy-based electricity services in the Mokhotlong, Thaba-Tseka and Qachas' Nek districts reaches 5,735 in the 5th year of the project as compared to 735 in the baseline.

Gender sensitivity analysis

a) Gender analysis or situation analysis of baseline assessment reports

The situational analysis makes reference to the rural population which constitutes about three-quarters of the estimated 1.9 million people in Lesotho. It was estimated that only eight per cent of the population has access to electricity. The estimated share

for the rural households was one per cent. The situational analysis missed the opportunity to include the gender aspects of the target population.

b) Background information and project definition

The gender review of the background information and problem definition of the project provides a good institutional assessment of the electricity sector and the energy and development context in rural areas, including factors that shape gender inequalities in rural energy access. For example the project background information makes the link between high dependence on biomass by almost 90 per cent of the rural population, the increase in deforestation and the impact that this has on time spent by having to walk 5-10 km a day to collect firewood. The project background information indicates amongst others, the expected community level impacts of electrified rural communities such as the availability of electricity services to free children's and especially, girls' time from helping with survival activities such as fetching water and collecting firewood. The background information also indicates that the project is based on key objectives in Vision 2020 and the Poverty Reduction Strategy Paper to address community priority needs such as employment creation, infrastructure development and food security and rural development.

The findings have pointed out that in spite of these entry points, there is a missed opportunity in the background information and problem definition to provide the context for gender responsive activities and monitoring by not identifying the differential priorities and demands for electricity for men, women, girls and boys in the rural households (e.g. priority for electricity for maize milling within villages by women who have to carry maize by hand to mills sometimes taking more than half a day. See as Lesotho Sharing Growth by Reducing Inequality and Vulnerability: A Poverty, Gender, and Social Assessment, 2008; or the preference for solar lanterns as opposed to solar home systems for 80 per cent of the households that the project identified cannot afford PV systems amongst which would be the majority of female headed households in rural areas comprising about 60 per cent of poor households; or the differential constraints for electricity for rural businesses managed by women and men such as lack of ownership of assets by men and women to use as collateral for credit; or the rural community services priorities by men, women, girls and boys.

c) Project objectives and gender goals

The gender goals are not stated but implied in the project objective. The focus on improving the livelihoods of the rural communities provides opportunities for addressing the aspirations of the various gender groups. For instance, the actual implementation of renewable energy options for electricity in the rural areas promotes access and affordability to the rural poor.

According to the Gender Assessment Report of UNDP Lesotho (2005), UNDP is committed to promoting gender equality as illustrated in its policy documents of Gender Equality: Practice Note (2002) and Transformation Mainstream: Gender in UNDP (2003). In 2005, UNDP specifically launched the Gender Thematic Trust Fund to implement a Gender Mainstreaming Project that focuses on strengthening UNDP's gender mainstreaming capacities for the delivery of programmes that promote gender equality. The assessment report however concluded that UNDP Lesotho country programmes are generally silent on gender issues.

d) Target "beneficiaries" and gender

The project identified target beneficiaries as rural communities. They are not identified by gender. However, the demand and supply of energy to the rural communities can target various gender groups to match energy needs with gender needs. It can be done through gender mainstreaming.

e) Choice of partners with capacity on gender mainstreaming

Participation of key stakeholders was seen as crucial to the implementation of the LREBRE. Consequently a stakeholders' workshop was held on 20-22 August 2003. Key stakeholders invited included rural communities, NGOs, local authorities, DOE, financial institutions, solar providers/dealers, technical institutions, media institutions and the professional associations. The implementation arrangements were such that the project will be implemented through UNDP National Execution modality. The Executing Agency is the DOE. Rural Electrification Unit (REU) was established as the equivalent of a project management unit. The Chief of the Unit reports directly to the DOE. In addition, the Rural Electrification Working Group, which comprises of stakeholders from the private sector, NGOs, consumers and government, provides policy advice to the DOE on rural electrification.

The broad stakeholders' participation in the project provides opportunity for gender sensitization and promoting the interests of various gender groups. The proposed choice of partners with gender mainstreaming capacity can include GENOL and other gender organisations. Otherwise, UNDP by virtue of being a sponsor is already a technical partner in the project. These partners can therefore provide the necessary capacity building to DOE ensure gender considerations in the project implementation.

f) Project activities, practical and strategic gender needs

According to the project document, there are several project activities designed to remove barriers to the wider-scale utilization of renewable energy technologies (PV, wind and mini-hydro) to meet the basic electricity needs of households, small business and community users like health clinics and schools. The activities focus on:

- establishing codes and standards;
- launching awareness campaigns for decision-makers, general public and end users;
- piloting PV systems at community water-pumping facilities and business centres;
- demonstrating the mobility of wind/PV mini-grids;
- showing the viability of expanding the use of mini-hydro in Lesotho;
- assisting renewable energy technology companies in business planning and training of technicians; and
- testing end user and supply chain financing mechanism such as dealer credit and partial risk guarantee schemes and providing grants.

None of the activities explicitly seek to address practical and strategic needs of women, girls, men and boys. However, access, availability and affordability of electricity from renewal energy systems itself addresses practical and strategic needs of the gender groups.

g) Gender participation in project identification, design and monitoring and evaluation

The project identification, design, monitoring and evaluation involved participation of wider stakeholders in various phases of the project. This entailed the public sector, private sector, NGOs, energy institutions, energy suppliers, regulators, financing institutions and rural communities. Although, there were no specific measures to ensure men and women participate per se, they were represented in the various stakeholders consulted.

h) Additional activities to make gender perspectives

The project management approach has been stated to be flexible. There is therefore scope in the project programming to make gender perspectives explicit.

i) Potential negative gender impact of the intervention

Potential negative gender impact of the intervention such as a potential increased burden on women or social isolation of men has not been identified. It was generally assumed that access to electricity will benefit the entire household. Impact evaluation studies should be able to address this gender dimension.

j) Planned intervention and partners gender mainstreaming) capacity/resources/skills

The planned energy interventions will be implemented by renewable energy suppliers (dealers, installers, etc.) contracted by the Rural Electrification Unit as the Project Management Unit. The selection criteria for the suppliers are based on technical capacity and price for the renewable energy systems. It does not take gender aspects into consideration. It can therefore be assumed that the selected suppliers may not have gender mainstreaming capacity/resources/skills.

k) Gender sensitive indicators for monitoring and evaluation

The project indicators are designed around specific activities. The indicators are either qualified or quantified in absolute numbers or percentage coverage. The existing indicators are neither disaggregated by sex nor gender sensitive. However, the M&E indicators can be expanded to include gender indicators and the reporting or impact assessment can as well provide gender disaggregated data.

l) Budget/resource allocation for gender related activities

Since gender related activities were not included in the project design, there is no specific budget/resource allocation for them. UNDP as a project sponsor can be approached to finance gender related activities or alternatively be persuaded to reallocation or reprogramming of potential project savings.

m) Progress and results reporting on gender perspectives

The progress and results reporting do not include a gender perspective. Such a requirement can be met by changing the reporting mechanisms and tools.

n) Positive practice and application of lessons learned

The project design did not explicitly address gender perspectives nor apply lessons learned from other initiatives. There is opportunity to include gender aspects during future project phase or new projects.

o) Gender integration into the project document

Gender aspects were not the primary consideration during the project design. It has therefore not been explicitly covered in any of project sections.

p) Documented gender impacts

No changes and impacts in the lives of girls/women and boys/men have been documented due to gender-related actions and activities.

Gender sensitivity score

The overall gender score was zero confirming that the project was not gender sensitive. The illustrative gender sensitive scorecard is as per Table 3.3 below.

Table 3.3 Gender Score Card for LREBRE

No.	Issue	Explanation	Yes	No	n/a
1	Gender in context	Gender dimension is explicitly included in project background information and problem statement		√	
2	Gendered objectives	Project objectives explicitly promote gender equality and address the needs of both women and men		√	
3	Gendered objective indicators	Project indicators measure gender aspects of its objective?		√	
4	Gender participation	Project ensures active participation of women and men in project identification, design, implementation, monitoring and evaluation.		√	
5	Women's empowerment	Activities targeted to benefit women are implemented and actually meet women's practical and strategic needs. Project supports women's participation in decision making		√	
6	Gender expertise	Project staff include internal capacity to implement gender mainstreaming strategy		√	
7	Gender-disaggregated data	Project systematically collects, analyses and uses gender-disaggregated data/information in planning and reporting		√	
8	Gendered Impacts:	Projects considers the differential impacts of interventions on women and men		√	
9	Gendered budget	Project explicitly allocate budget/resources for gender-related activities		√	
10	Gender capacity building	Project provides gender training, tools & resources to staff and implementing organizations to increase capacity for gender analysis and gender responsive programming.		√	
11	Gendered Outcomes	Project ensures that outcomes benefit men and women, boys and girls equally.		√	
12	Gendered implementation	Project activities acknowledge and redress gender disparities and inequalities in access to services, resources and decision making?		√	
13	Gendered target group	Project ensures a gender balance within the target beneficiary group		√	
14	Gender balance	Project ensures a gender balance among project and support staff		√	
	Gender in partner selection	Project partners include organization/experts that can support gender mainstreaming activities		√	
15	Gender monitoring and evaluation	Project M&E plan uses gender sensitive indicators to reveal gender differences in projects results and impact		√	
16	Gender Differences:	Project does not lump all men or all women together as single, homogenous categories.		√	
17	Gender Reporting	Project ensures that reports reflect gender issues, use sex-disaggregated data, and identify gender gaps as well as gender-related successes.		√	
18	Gender baselines	Project baseline identifies priorities of men and women in terms of improving their livelihoods, and determines how the project interventions can advance those aims.		√	

Gender mainstreaming strategy

The conceptualisation of the project did not use gender mainstreaming strategy per se. Women and men's concerns are not specifically integrated throughout the project but are implied. Provision of renewable energy systems to the rural areas goes a long way in addressing women and men's concerns. Although there are no specific activities aimed at empowering women, this can be weaved in the implementation strategies as well as awareness campaigns.

Practical, productive and strategic gender needs

The practical, productive and strategic gender needs addressed by the project are as indicated below:

Practical needs	• Lighting which improves working conditions at home
Productive needs	• Increased possibilities of activities during evening hours such as needling and sowing • Provide refrigeration for food and beverages in small businesses • Provide power for specialised enterprises such as hairdressing and internet cafes
Strategic needs	• Generating developmental opportunities through improved access to information from radio, television and internet. • Scope to participate in strategic activities such as planning and development meetings, evening classes and gender group meetings.

3.3.4 Lesotho Electricity Supply Project

This project was approved in January 2009 for completion in July2012. The estimated total project cost as at August 2008 was USD$24,603,138. It falls within the electricity subsector and was funded by African Development Fund, Government of Lesotho and Lesotho Electricity Company.

Project objectives, outcomes and outputs

The project ***objectives*** are as follows:

- to support investment in the electricity supply infrastructure;
- to enhance electricity access rate;
- to ensure improved efficiency;
- to reduce peaking shortages; and
- to assist the country to reduce poverty and achieve the MDGs.

The corresponding project ***outcomes*** are as follows:

- increased domestic use of electricity to fulfil energy needs (17 MW by 2011);
- improved public facilities (e.g. health and education) as a result of availability of electricity (power cuts in clinics and schools in the project area reduced from three hours per day in 2007 to two hours per day in 2012;
- increased economic activity in industrial, agricultural and commercial sectors as a result of availability of electricity (number of SMEs in project areas increased from 150 in 2007 to 300 in 2012;
- expanded use of clean energy and partial replacement of non-renewable energy sources;
- improved utility performance; and
- reduced power outages during peak time.

The intended project ***outputs*** are as follows:

- construction of Maseru and Hlotse substations;

- construction of 33 kV lines, 11 kV and LV lines in Maseru, Hlotse and Mphaki Pilot;
- rehabilitation of Mantšonyane hydropower;
- installation of solar home systems;
- technical assistance, project supervision and management; and
- terms of reference for recruitment of engineering consultants and auditors.

Gender sensitivity analysis

a) Gender analysis or situation analysis on baseline assessment reports

The gender situational analysis was considered in the baseline assessment reports. The report mentioned that Lesotho has a reverse gender gap in education in that women are more literate compared to men as evidenced by the higher net primary, secondary and tertiary enrolment. In the civil service, the reports indicate that there are about 55 per cent women of which 32 per cent are at the principal secretary level and 55 per cent at the director level. It was also noted that about 58 per cent of women are at the decision-making level within the local government. It was further noted that about 33 per cent of all households in Lesotho are female-headed. Gender analysis was therefore undertaken as an integral part of the project design and a requirement of African Development Bank (AfDB) as the project sponsor.

b) Background information and problem definition of the project

The background information has considered the burden of women in the society. In addition to the overall responsibility of female headed households, women have time poverty due to focus on household management. For example, women have a responsibility for collecting of biomass fuel, cooking, heating and attending to other household chores. Similarly children can miss their studies due to time spent on collection of biomass. According to the Lesotho Energy Access Project (2007), households undertake between two and three trips a week to collect fuel and weekly collection times are between three and nine hours.

c) Project objectives and gender goals

The project objectives are listed above. The objective on the MDGs also has implied the promotion of gender equality and women's empowerment. Furthermore, the project is consistent with the priority and strategic pillars of Poverty Reduction and Growth Strategy (PRGS), Country Strategy Paper for Lesotho (2008-12) derived from Vision 2020. It should also be noted that gender goals are part of the AfDB commitment to promote gender mainstreaming as a means of fostering poverty reduction, economic development and gender equality in the continent (AfDB, The Gender Policy, 2001).The gender goals are therefore implied but not explicitly stated in the project.

d) Target "beneficiaries" and gender

The target beneficiaries were identified in general terms such as rural and urban populations including business communities in the project areas of Mants'onyane, Maseru, Hlotse and Mphaki. The socio-economic studies conducted amongst the target population and regional institution was able to disaggregate data by gender. For instance, female-headed households have been identified amongst the target beneficiaries for electrification. In addition, both male and female headed households are expected to benefit from the subsidized installation of solar panels.

e) Choice of project partners and capacity on gender mainstreaming

The project partners are the AfDB, LEC, and GOL through the DOE. A customer cooperative society, Mphaki Electricity Distributer's Association (MEDA), was for

the project component to be implemented in the Mphaki area. The choice of project partners was based on relevance or contribution of the organizations and not their capacity to mainstream gender. AfDB has a Gender Policy and can support gender mainstreaming in the project. The DOE, LEC and MEDA do not have the capacity to mainstream gender. There is scope to involve the Department of Gender or commission civil society organizations such as GENOL to assist with gender sensitization and mainstreaming for the remaining part of the project implementation.

f) Project activities, practical and strategic gender needs

The main project activities relate to supply and installation of, equipment and materials for construction of substations, transmission and distribution lines, solar home systems and hydropower plan rehabilitation; procurement of contractors; and acquisition of consultancy services to undertake relevant studies. The outcome of the activities explicitly seeks to address practical and strategic needs of women and girls, men and boys. These include increased domestic use of electricity to fulfil energy needs; improved access to public facilities (e.g. health and education); increased economic activity in industrial, agriculture and commercial activities; and expanded use of cleaner energy sources and partial replacement of non-renewable sources. Availability and access of affordable electricity (connection fees reduced from M500.00 to M50.00) relieves women's workload through use of labour saving devices in cooking and heating; reduces the burden and time spend on biomass collection; provides opportunity to access electronic information; provides time for learning and leisure; and room to attend to strategic and development meetings.

g) Gender participation in project identification, design, implementation and monitoring and evaluation

The project identification and preparation phases involved participation of various stakeholders to inform the project design. A participatory approach to communities involving men and women were used in relevant studies which also influenced the design of the project. Furthermore, socio-economic studies including gender concerns were used in the preparation of social and environmental plans. The various stakeholders also participated in the validation workshops? The approach to project implementation as well as monitoring and evaluation also provides scope for gender participation.

h) Additional activities and gender perspectives

Although gender perspective was considered during the project design, there were no specific gender activities identified. Such activities can be covered as part of the project awareness campaign and training focusing on skills development and empowerment of the beneficiaries.

j) Planned intervention and partners, gender mainstreaming, capacity, resources, skills

The planned project interventions will be implemented by the LEC through a Project Implementation Team, MEDA in case of Mphaki component with technical assistance from the consultants, Energy Poverty Alliance (EPA) as well as the private contractors engaged by the DOE to implement the solar home systems. The identified partners do not have gender mainstreaming capacity and resources nor skills. This situation can be mitigated by engagement of the Department of Gender or civil society organizations such as GENOL to provide capacity building in gender mainstreaming.

k) Gender-sensitive indicators for monitoring or evaluation

The result-based framework of the project has identified the impact indicators, outcome indicators and output indicators. These indicators largely focused on the

success of the physical installations, i.e. substations commissioned, transmission lines completed, customer connections affected, solar home systems installed, Mantšonyane hydro plant commissioned and technical studies completed. None of the indicators are gender-sensitive or disaggregated by sex. Since baseline information on the socio-economic status including gender situation was collected, there is scope to include gender indicators especially in progress reporting on beneficiaries. There is also an opportunity to include gender indicators in the proposed National Monitoring and Evaluation System to unpack the indicator of the number of households with access to electricity. In this case the key project indicators of 5,950 additional electricity consumers and 200 solar house systems installed can be disaggregated by gender.

l) Budget/resources allocation for gender-related activities

The project does not explicitly allocate budget/resources for gender-related activities. However, the main project sponsor AfDB can be persuaded to allow reallocation or reprogramming of potential project savings towards gender capacity building initiatives. Furthermore, the EPA consultants can include gender training as part of capacity development for MEPA.

m) Progress and results reporting on gender perspectives

Currently, progress reports and projects results do not include gender perspective. There is however opportunity to include gender disaggregated data in the periodic results reporting and impact studies. This can be done through sensitisation of the requirements to implementing partners by the project authorities or the project Steering Committee (PSC).

n) Positive practice and application of lessons learned on gender in project design

The overall project design incorporated lessons by AfDB from co-financing the Lesotho Public Utilities Sector Reform Project with EU and IDA. The Project Completion Report identified challenges in the system design, development and management of pilot projects. Consequently, lessons learned from various pilot projects were integrated in the design LESP including provision of guidelines on development and management of pilot projects. The AfDB experience in implementation of the Gender Policy was also used to influence gender analysis in the project design.

o) Gender integration into the project document

Gender analysis undertaken during project design has implied gender integration in the project document. However, gender aspects per se have not been explicitly covered in various sections of the project document.

p) Documented gender impacts

The projected changes and impacts in the lives of girls/women and boys/men have been identified and documented during gender analysis. However, the actual changes or impacts are yet to be documented during project reviews and/or impact studies as at end of project completion.

Gender sensitivity score

The overall gender score was zero confirming that the project was not gender sensitive. The illustrative gender sensitive scorecard is as per Table 3.3 below.

Table 3.4 Gender Score Card for LREBRE

No.	Issue	Explanation	Yes	No	n/a
1	Gender in Context	Gender dimension is explicitly included in project background information and problem statement		√	
2	Gendered objectives	Project objectives explicitly promote gender equality and address the needs of both women and men		√	
3	Gendered objective Indicators	Project indicators measure gender aspects of its objective?		√	
4	Gender participation	Project ensures active participation of women and men in project identification, design, implementation, monitoring and evaluation.	√		
5	Women's empowerment	Activities targeted to benefit women are implemented and actually meet women's practical and strategic needs. Project supports women's participation in decision making		√	
6	Gender expertise	Project staff include internal capacity to implement gender mainstreaming strategy		√	
7	Gender-disaggregated data	Project systematically collects, analyses and uses gender-disaggregated data/information in planning and reporting		√	
8	Gendered Impacts:	Projects considers the differential impacts of interventions on women and men		√	
9	Gendered budget	Project explicitly allocate budget/resources for gender-related activities		√	
10	Gender capacity building	Project provides gender training, tools & resources to staff and implementing organizations to increase capacity for gender analysis and gender responsive programming.		√	
11	Gendered Outcomes	Project ensures that outcomes benefit men and women, boys and girls equally.		√	
12	Gendered implementation	Project activities acknowledge and redress gender disparities and inequalities in access to services, resources and decision making?		√	
13	Gendered target group	Project ensures a gender balance within the target beneficiary group		√	
14	Gender balance	Project ensures a gender balance among project and support staff		√	
	Gender in partner selection	Project partners include organization/experts that can support gender mainstreaming activities		√	
15	Gender monitoring and evaluation	Project M&E plan uses gender sensitive indicators to reveal gender differences in projects results and impact		√	
16	Gender Differences:	Project does not lump all men or all women together as single, homogenous categories.		√	
17	Gender Reporting	Project ensures that reports reflect gender issues, use sex-disaggregated data, and identify gender gaps as well as gender-related successes.		√	
18	Gender baselines	Project baseline identifies priorities of men and women in terms of improving their livelihoods, and determines how the project interventions can advance those aims.	√		

Gender mainstreaming strategy

The conceptualisation of the project did not use gender mainstreaming strategy per se. Women and men's concerns are not specifically integrated throughout the project but are implied. However, gender analysis was undertaken during the assessment of environmental and social impacts. This provides a good baseline and justification for gender mainstreaming in project design. Although there are no specific activities aimed at empowering women, this can be weaved in the implementation strategies as well as awareness campaigns. Already 50 per cent of the

board members of MEDA are women expected to play an active role in the electricity distribution business area, including maintenance and repair of equipment.

Practical, productive and strategic gender needs

The practical, productive and strategic gender needs addressed by the project are as indicated below:

Practical needs

- Lighting which improves working conditions at home
- Electricity addresses the heating, cooling, cleaning and communication requirements at the household level

Productive needs

- Increased opportunity for literacy training in the evening for women and men who lag behind.
- Improved health facilities as medicines and vaccines can be stored and maternity wards operated at night.
- Provision of refrigeration for food and beverages in small businesses
- Provision of power for specialised enterprises such as hairdressing and internet cafes

Strategic needs

- Generating developmental opportunities through improved access to information from radio, television and internet.
- Scope to participate in strategic activities such as planning and development meetings, evening classes and gender group meetings.

3.3.5 Conclusion and Recommendations

The overall design of the LREBRE project was gender neutral. Gender dimensions were implicit and could be traced at the macro level. Although, the data used was not disaggregated by gender, there is scope in including the gender perspective depending on the approach to implementation. On the other hand, gender analysis was undertaken as part of environmental and social impact studies for LESP. International institutions such as UNDP and AfDB and local institutions of the Department of Gender and GENOL can provide support in gender sensitisation and capacity building on gender mainstreaming.

The key recommendation to DOE about the LREBRE and LESP are as follows:

- Ensure that 50% of schemes proposed by the private sector to test various productive uses of renewable energy are focused on women's productive activities;
- Ensure that the information used in rural customer awareness programmes include priorities for electricity use for rural women and men consumers; that the dissemination uses media programmes and locations frequented by both rural women and men; and trains both men and women presenters;
- Ensure that all female and child-headed household as well as vulnerable groups receive first preference in the allocation of subsidies and the electrification programme using the baseline information from the socio-economic studies;
- Approach the main project sponsors of UNDP, AfDB and Government of Lesotho to agree on reallocation or reprogramming of projects savings to finance gender sensitisation and gender mainstreaming activities to be spearheaded by the Department of Gender and relevant civil society organisations such as GENOL on

the implementing agencies of DoE, LEC, MEDA and the project management units as well as the beneficiaries;

- Adopt gender mainstreaming strategy in the future project's design, implementation, monitoring and evaluation activities. The approach should entail gender analysis, use of gender disaggregated data and gender sensitive indicators for project reporting and monitoring and evaluation requirements.

3.4 Gender Budgeting

3.4.1 Objective and Methodology

The objective of this sub-chapter is to present gender-sensitive analysis of the Draft Energy Policy, programmes and the budgets developed by the Department of Energy and determine how it responds to gender equality and women's rights requirements.

Gender responsive budgeting was identified as the overall approach that integrates a gender perspective and tracks how budget responds to gender equality and women's rights requirements. Several international tools for gender budgeting developed by Professor Diane Elson were explored. It was decided to use the gender-aware policy appraisal tool. This refers to an analytical approach which involves examining the policies of different portfolios and programmes by focusing on the implicit and explicit gender issues involved. It challenges the assumption that policies are 'gender neutral'. It further assesses policies and their budget appropriations to identify their likely impact on men and women (Budlender, Sharp and Allen, 1998).

A gender-aware policy appraisal of the budget was selected on the premises that budgets are informed by policy. Therefore, the exercise identifies policy gaps and limitations as well as the corresponding resource allocations. The technique used was a checklist of questions assessing the policy, including gendered assumptions of the policy against evidence. This was complemented by adaption of Guidelines/Checklist for Mainstreaming Gender, Culture and Human Rights in Planning and Programming Processes developed by the UNFPA for the Ministry of Gender and Youth, Sports and Recreation (MGYSR).

Further gender budget analysis was carried-out by adapting Sharp (1998) three-way categorization expenditures as follows:

- Targeting gender-based expenditure of the DOE;
- Equal employment opportunities expenditure on DOE employees; and
- General/mainstream budget expenditure judged on its impact on men and women.

3.4.2 Overview of the Budgeting Process

In order to analyse the DoE budget, it is important to provide an overview of the government budgeting process. The government of Lesotho uses its annual budget to operationalize its policies and implement its plans. The requirement for preparation and presentation of the budget is based on Section 112 of the Lesotho Constitution while the Finance Act provides the legislative framework for receiving, recording and reporting revenues and expenditures. The process entails the four critical stages of: budget formulation, implementation, monitoring and evaluation.

The budget formulation is guided by the Ministry of Finance and Development Planning (MOFDP) based on the Mid-Term Expenditure Framework (MTEF). The Ministry estimates the available revenue for the coming year derived from the macroeconomic situation of the country and the revenue forecasts as well as sets the budget ceilings. Subsequently, the Ministry issues a 'Call Circular' including Budget Timetable to all agencies (e.g. ministries). Respective ministries prepare budget

proposals and negotiate them with the MOFDP. Once all estimates are cleared, they are consolidated and presented to Cabinet for review. Thereafter, the estimates are tabled before Parliament as Budget Appropriation Bill for discussion and passing for implementation.

The next stage is implementation of the government policies through programmes and projects by the ministries using the budget allocations. The budget allocations are made by the Treasury on a quarterly basis. The monitoring stage requires that respective ministries submit monthly expenditure reports to MOFDP to ensure accountability and monitoring on the funds usage. The last stage is evaluation which is carried out by the Auditor General on Public Accounts produced by the Accountant General. This is supposed to be carried out within six months from the end of financial year. The evaluation report by the Auditor General is submitted to Parliament and assigned to the Public Accounts Committee (PAC) for review and oversight.

3.4.3 Key Findings

The policy document does not explicitly provide analysis of women and men, girls and boys as part of its justification. Rather, it looks at beneficiaries from the socio-economic status by focusing on rural and urban households. Consequently, none of the programme and project objectives focus on gender equality or gender mainstreaming. The resultant budget appears to be gender neutral or can be described as gender blind. The budget does not only contain gender disaggregated data, but there are also no gender specific activities and allocations. Specific assessment of the recurrent budget indicated that there is no budget allocation for capacity development on gender mainstreaming. Further probing with staff also revealed that they are not encouraged to earmark funds for gender training or gender mainstreaming.

The nature of the budgeting process is such that there are no consultations with the private sector or the civil society during budget planning and preparation stages. The exercise is strictly confined to sectional inputs from the DOE. Officials feel that the call circular and budget ceiling leave little room to manoeuvre. It is not feasible to deviate from the norm and invite stakeholders for their inputs or accommodate new project activities into the budget.

The progress and expenditure reporting is not disaggregated by gender. It is therefore not feasible to determine how men and women have benefited from the budget spending.

3.3.5 Conclusion and Recommendations

Gender sensitive budgeting appears to be a relatively new phenomenon in the MNR. Although the Department of Gender have pioneered the concept and developed guidelines, it is still a long way before the Government adopts the concept. The government is yet to take its gender commitments and translate them into budgetary commitments. MNR, like other government ministries, in general assumes that policies and budgets affect everyone more or less equally. They therefore develop gender neutral budget targeting the public in general with due consideration of the different needs of women, men, girls and boys in the society.

The DOE considers gender focus as peripheral to its own role and work. There are currently no efforts to develop capacity on gender issues and gender mainstreaming. Consequently, the DOE does not have the capacity to integrate gender into the budgeting process.

Based on the foregoing, the following recommendations are made for DoE:

- Implement the regional and international gender protocols and the national Gender Policy through advocacy and adoption of gender-sensitive budgeting in future planning and programming using gender budgeting tools;
- Plan and budget for regular orientation and sensitization of MNR staff and NGOs on the concepts and tools for gender budgeting to be outsourced to the Department of Gender and relevant gender civil society organisations such as GENOL;
- Mobilise additional resources from international organisations such as UNDP, UNFPA and ENERGIA to finance capacity building of staff on gender budgeting;
- Develop mechanism to involve external key stakeholders in the budget formulation process by inviting key stakeholder's inputs by August each year ; and
- Subject all new programmes and schemes to gender appraisal so as to encourage gender sensitivity and women's participation from the onset.

Chapter Four
Gender Organizational Assessment

4.1 Introduction

This chapter presents the key findings and recommendations on the gender organizational assessment of the Department of Energy, the key energy institutions and the key gender institutions. The main focus is on their capacity to mainstream gender in the energy policy and programmes.

4.2 Capacity of the Department of Energy to Mainstream Gender

4.2.1 Objective and Methodology

This subchapter provides an internal organizational assessment of the Department of Energy (DOE) as the principal organization for the planning, implementation and monitoring of the energy policy, to mainstream gender.

The methodology entailed administration of a self-assessment questionnaire to DoE staff in order to understand their perceptions on gender mainstreaming. In order to triangulate results from the questionnaire, a focus group discussion was held in June with seven participants representing middle management and professional staff. Refer to Chapter 2 for more details.

The mandate and structure of the DOE is outlined in the following section. After that, key findings are presented in eight sections (4.2.3-10) followed by a summary assessment and conclusion in the last two sections section (4.2.11-12).

4.2.2 The Mandate and Structure of the Department of Energy

The MNR established the DOE in 1985 with the mandate to establish medium- and long-term national energy plans, determine feasible energy strategies, promote new and renewable sources of energy, and monitor energy sector activities. The DOE is the custodian of the energy policy and operates in collaboration with other ministries and agencies in the implementation of energy strategies including serving as the secretariat to various committees. The DOE is headed by a Director and it currently has a staff complement of 25. The functional organogram is depicted in Figure 4.1.

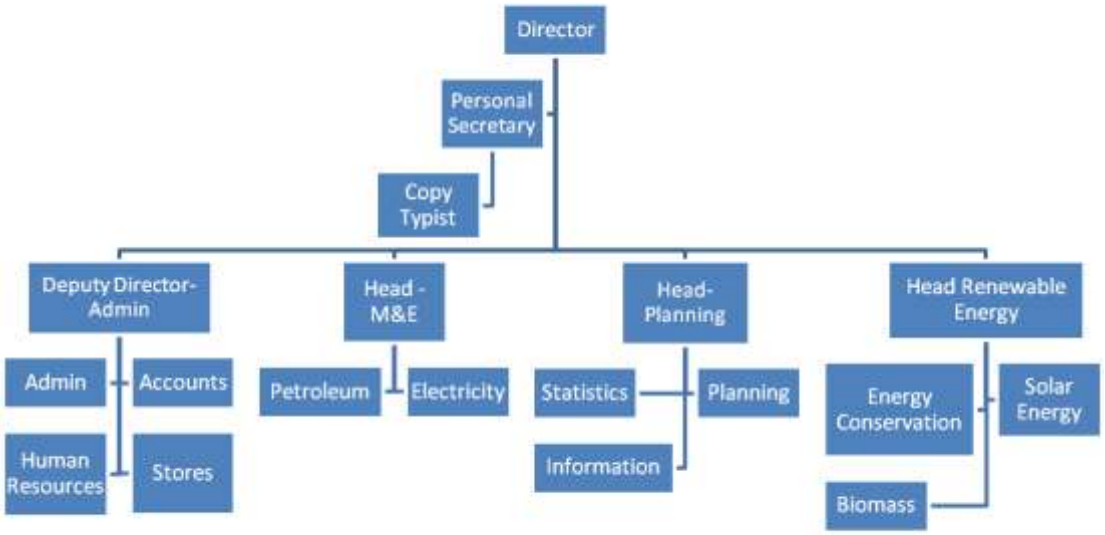

Figure 4.1 Department of Energy functional structure

4.2.3 Gender Strategies in DoE

According to the answers from respondents, more than 60 per cent of the staff at the Department of Energy is not aware of the DOE strategy of gender mainstreaming. Only 13 per cent of staff mentions that they are aware of this strategy. This response is interesting as even the policy documents do not mention such a strategy, unless this is a group of officers who might be referring to the articulation of the energy master plan which has a section on energy and gender equality. Otherwise it could be concluded that the respondents did not understand the question.

The number of respondents who have read relevant documents on gender mainstreaming strategy of the DOE is higher than those who claim they have read relevant documents. Almost 80 per cent of respondents mention that they have not at all read the documents on gender mainstreaming. This confirms the view that the DOE does not have a gender mainstreaming strategy.

Less than 50 per cent of staff understands the meaning of gender mainstreaming with 33 per cent saying that they do "not at all understand" the concept. Since most staff have not read any document on gender mainstreaming it is clear that they could understand get the meaning of the concept from such documents.

Consideration of gender mainstreaming in policies and programs is viewed as limited by 73 per cent of the staff. On the other hand, operationalization of gender mainstreaming in policies and programs is seen by virtually all staff to be insufficient. This also corroborates the finding that DOE does not have a gender mainstreaming strategy. At the individual level 11 out of 15 respondents claim they have not been involved in gender mainstreaming activities in the department. Out of the four having been involved two said it was insufficient. See Figure 4.2 below.

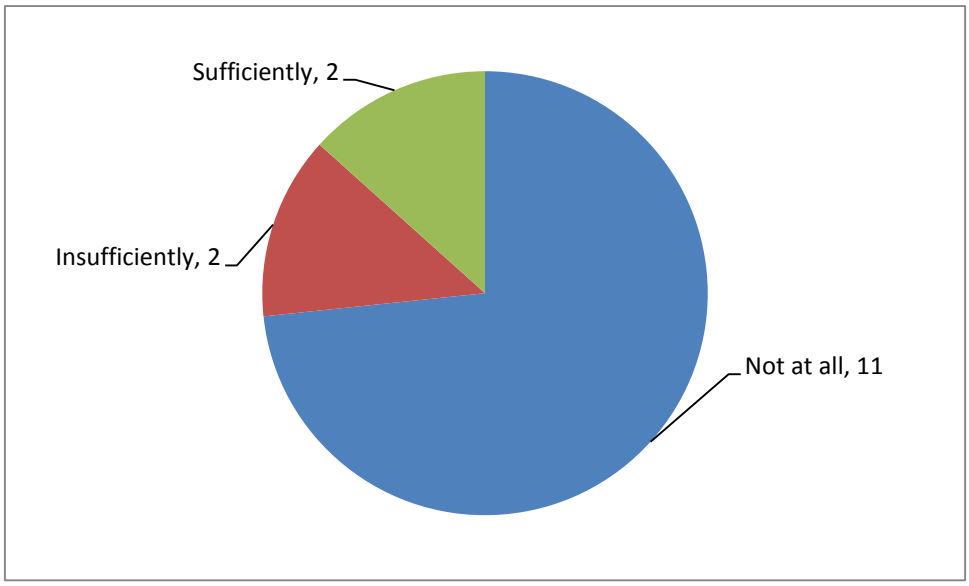

Figure 4.2 Individual involvement in gender mainstreaming

4.2.4 Gender Composition of the Staff

Table 4.1 presents the gender composition of the DOE with the number of men and women and the levels they occupy. This information was accessed from the focus group discussions, the responses to the self-assessment questionnaire as well as a review of DOE current staffing profile.

Table 4.1 Staff composition of the DOE

Cadre	Admin	Project monitoring	Project planning	Renewable energy	Total Gender	
					Female	Male
Senior management	2	1	1	1	1	4
Middle management	2	2	2	1	5	2
Professional	2	1	-	3	3	3
Support	7	-	-	-	5	2
Total	**13**	**4**	**3**	**5**	**14**	**11**

Source: Compiled by Gender Audit Team from Department of Energy staff complement

The gender composition of the total 25 staff from DOE shows that 56 per cent are women and 44 per cent are men. At the senior management level, there are four men and one woman. The focus group discussions revealed that women are dominant in the planning, administration and renewable energy sections. This pattern is largely attributed to the fact that the requisite qualifications are in the social sciences as opposed to the natural science professions which require orientation in mathematics and physics especially in the case of technical and engineering disciplines.

4.2.5 Awareness of Staff and Management of Gender Issues

On organizational issues, over 70 per cent of the staff stated that the Department does not have an active policy to promote gender equality and respect for diversity in decision-making, behaviour, work ethic and information. For those who claimed the existence of the policy, they have failed to rate its effectiveness. Furthermore, the policy review has revealed that the present energy policy document has left out the gender section that was initially present. On the other hand, the focus group discussions revealed that the knowledge on gender issues was rudimentary, and where it existed it was not linked to energy issues. This limited awareness poses a challenge to mainstreaming gender or even picking up energy issues that have direct impact on

gender relations. This is evidenced by a lack of focus of economic activities in the informal sector that can be boosted by affordable energy interventions.

There is no gender structure in DOE, according to some management staff; currently the gender focal point does not exist, while some staff remembered that there was a time when such an officer was serving as a focal point nobody seemed to remember the reason for not replacing her when she left the department. On the other hand it emerged from the focus group discussions that the department staff who was a member of GENOL was incorrectly perceived to be the gender focal point. It was also clear that the failure of the department of gender to capacitate line ministries on mainstreaming had an impact on sustenance of the gender focal point structure. In fact the gender analysis of the gender institutions corroborate this observation as it shows that there is limited interaction between energy stakeholders and gender institutions within government and among the civil society organizations.

4.2.6 Capacity Development and Access to Information, Training and Resources on Gender

The DOE capacity to strengthen knowledge of staff on gender issues is seen by more than 70 per cent as not enough. Given that the department does not have a gender mainstreaming strategy it is clear that it does not have a framework or mechanism to institutionalize gender equality issues. In respect of the availability of tools to mainstream gender, over 70 per cent of respondents have indicated that there are not enough tools or techniques. Furthermore the DOE is not capable of providing sufficient information or practice in the use of gender analysis instruments. Over 70 per cent of respondents attest to this. When quizzed about their level of readiness or understanding of gender as it relates to their work, over 50 per cent of respondents have stated that they are capable of introducing it in different stages of the project. This is also an interesting response from staff members who do not understand the concept as well as having not participated in gender mainstreaming activities. Clearly for some staff, gender was not the business of DOE but they were aware of gendered energy needs of women. For instance during the focus group discussions one member said:

> *It is well known that women use energy more for cooking, lighting and heating, but it is also true these needs are not peculiar to women.*

It must be highlighted that from the document review and interviews with the department of Gender, there is clear policy evaporation when it comes to capacity building. The Department of Gender (DOG) claims it is mandated with capacity building of line ministries yet on the other hand the DOE feels there is no support offered by the DOG. Dissemination of information on gender issues seem to be better done by women's organizations than by the government institution.

4.2.7 Gender Analysis of Current Practices: Projects and Feedback Mechanisms, Reporting, and Communication

While the DOE does not have a gender mainstreaming strategy its initiation of the process of the gender audit is indicative of the political will to transform the culture and practice of the department. Currently the analysis has revealed that the interaction of the department and gender organizations is very limited, and that gender mainstreaming is seen as the sole mandate of the Department of Gender, as argued by one staff member:

> *Is it not the responsibility of the gender department and organizations to capacitate us in gender mainstreaming?*

The absence of a clear gender strategy has direct impact on energy project conceptualization and development, reporting and communications. This has also led to projects targets that are not disaggregated by gender. In this way energy needs of different genders are not known.

4.2.8 Funding for Gender Mainstreaming in the Department of Energy

Officials in the DOE mentioned that while they are involved in budgeting for their ministry, this is influenced by the broad national priorities. In other words, their budget is the reflection of the government's development prioritization. When looking at the internal budget, it was clear that the budget is not disaggregated to any gender specific activities as these activities are not singled out. While there is mention of cross-cutting issues in the energy policy and related documents on poverty for example, there is no financial allocation for issues such as gender equality. During the review of it became difficult to identify activities meant for gender mainstreaming or even the promotion of gender equality in the sector as energy targets are expressed in generic terms such as households or communities. Even the examination of individual energy programmes revealed that there is no allocation of financial resources for gender mainstreaming or women empowerment as activities are non gender specific. While examination of the overall national budget including the budget of the Ministry of Gender, Youth, Sports and Recreation could shed light on political will to the promotion of gender equality, a quick scan of the 2011 national budget provided no information on gender mainstreaming. In the same manner donor sponsored energy projects did not target specific gender groups. Nonetheless budget for gender audit can be used as an example of financial commitment from the donor community to capacitate the DOE in gender mainstreaming activities.

Another issue relates to budget for gender related training. In the absence of such training in the training plans of the DOE it is safe to conclude that there is no capacity in the department to mainstream gender in energy policy and programmes. In the same manner the fact that few women occupy high salaried positions and that the appraisal and promotion strategies are gender neutral, it is clear that gender equality in the department requires institutional capacity building.

While Lesotho is signatory to MDGs and has adopted the poverty reduction strategy, there is clear lack of linkages between poverty reduction and energy as an economic resource that can pave way for economic development. The fact that women occupy the lower ranks of the economic ladder suggests that there is need to address their energy needs within the economic space.

In relation to costs on sexual harassment practices it also became clear that in the absence of the sexual harassment or gender mainstreaming strategy it was difficult even to have information on sexual offences, also costs of dealing with gender and sex discrimination related grievances could not be traced as there is no gender specific post to deal with such responsibilities. What emerged from focus group discussions is that most staff members did not think that there is such a problem at the work place.

4.2.9 Gender Sensitive Organizational Culture and Incentive System in the Department of Energy

In combating gender stereotypes, the DOE was found to be lacking as over 70 per cent of respondents show that it was not doing enough. This view is strengthened by the assertion that the Department is not doing enough in ensuring respectful relations between women and men at the work place. Sixty per cent of respondents believe not enough is being done to ensure that both men and women are treated with respect. An

example of existence of gender stereotype emerged during the focus group discussions where one of the male middle management staff argued that:

> *Energy positions require people who are good at mathematics, and we know that girls are not good at mathematics, there is no discrimination but the fact of the matter is that females do not apply for engineering positions as they don't qualify.*

In response to this, a female middle management staff supported the claim that there is no discrimination in recruitment policies and practices, but that "I think girls know what they want, the thing is that they are not bold enough to apply". She mentioned that when she applied for the position she is occupying, she was the only female candidate but she got the job; this, according to her, showed that there was no discrimination at all. This was also confirmed by a senior member at LEA who argued that she got the job on the basis of merit, yet she noted that the absence of female engineers suggests that something is wrong, but that emanated from the education system not the from the energy sector.

Nine of the 15 staff members who responded to the questionnaire indicated that not enough is done in the energy sector to combat gender stereotypes and identify gender related problems and constraints. The answers are illustrated in Figure 4.3 below.

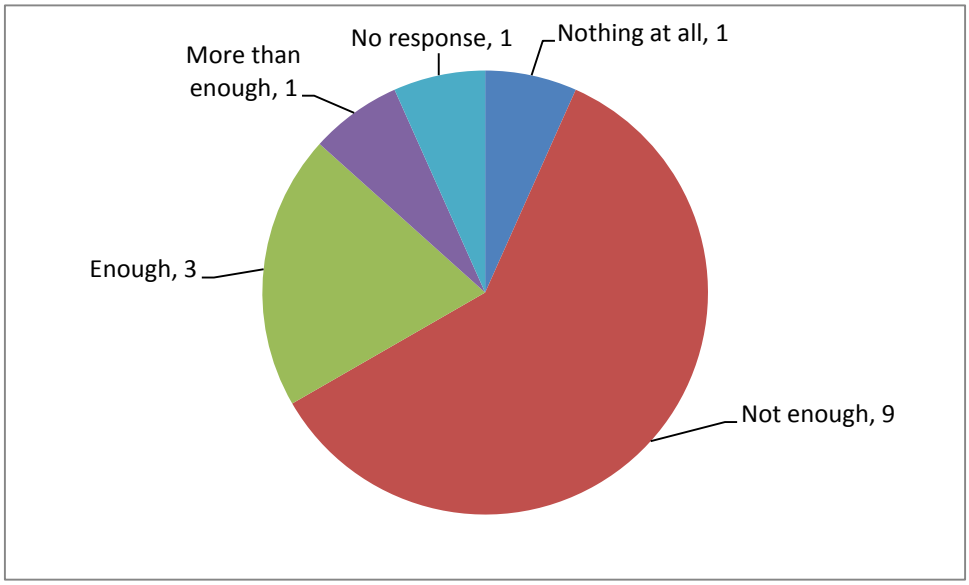

Figure 4.2 Is enough done to combat gender stereotypes?

On average most staff agree or affirms that it is important to include gender mainstreaming outcomes in energy programmes and project reporting procedures. Only two of 15 respondents stated that they don't see the importance. Moreover, 11 respondents stated that it is important or very important to include gender mainstreaming issues. See Figure 4.3.

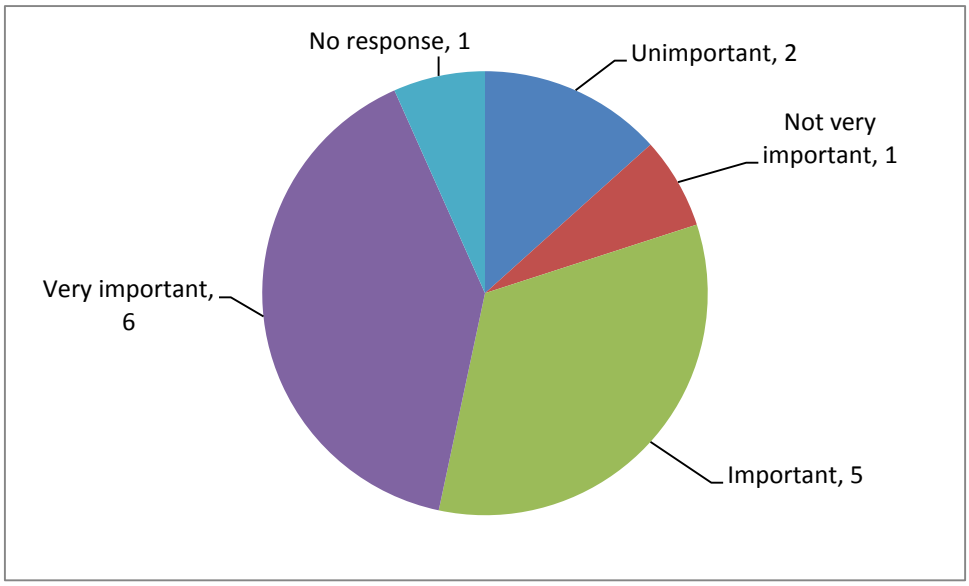

Figure 4.2 How important is gender mainstreaming?

In order to address gender gaps and disparities in the department, eight of the 15 respondents see the usefulness of establishing a working group on gender issues at the DOE. The reasons given to support this are that: energy needs will be addressed; it is useful for gender mainstreaming and promotion of gender equality; and it is also useful for catering for marginalized groups as most policies of DOE are found to be gender neutral. Gender issues raised by most respondents include a lack of gender disaggregated data and absence of gender sensitive policies.

In response to capacity building on gender mainstreaming respondents stated that gender mainstreaming would enhance capacity; address needs of both women and men; lead to gender sensitive programmes and projects; as well as ensuring management support. It should however, be stated that half of respondents did not respond to the question. The non responses are indicative of a lack of understanding of the concept and strategy of gender mainstreaming.

4.2.10 Differences in Male and Female Responses and between Technical and Support Staff

While the responses from questionnaires could not be differentiated by gender, the responses to the focus group discussions showed some limited differences as the number of females was very low. In fact even with male respondents very few of them actually engaged significantly with the discussions. But even with this, it was clear that perceptions on gender were not significantly different between staff at the middle and senior management levels. Similarly, there were no significant differences in responses from both technical and support staff. The level of gender awareness is almost the same across the board.

4.2.11 Summary Assessment of the Department of Energy

The foregoing assessment has been summarised in below. It highlights the strong points, identifies the weak points and then suggests possible courses of action to be taken by the DOE.

Strong points

- Training plans that focus on energy issues.
- Some staff members are members of GENOL.
- The current involvement of the DoE in the Gender Audit.
- The draft Energy Policy being reviewed.

Weak points

- Awareness and understanding of gender by staff is very limited.
- Very limited knowledge of international, regional and national gender commitments.
- Limited knowledge and appreciation of gender mainstreaming as a strategy to influence policy and practice.
- Limited gender training.
- Absence of gender specific post.
- Absence of a gender focal point.
- No interaction with the national gender machinery or with women's organizations.
- No collection of sex-disaggregated data.
- Limited initiatives to promote capacity building on gender.
- Absence of activities to promote knowledge sharing on gender through research, publications and documents.
- No financial resources allocated for gender mainstreaming.
- Staff composition at senior levels male dominated.

Proposed action

- To strengthen collaboration with gender institutions including the national gender machinery.
- Capacity building in gender sensitivity to be provided to the planning unit in order to influence proposal writing, project planning and implementation.
- Continuous gender training.
- Creation of a gender post.
- Promotion of initiatives to make senior management to embrace and champion the significance of gender main-streaming in energy policies, programs and strategies.
- Gender training for the whole Ministry of Natural Resources so that all executives in the ministry can buy-in the centrality of gender sensitive planning.

4.2.12 Conclusion

This section on the capacity of the DOE to mainstream gender in energy policies and programs has highlighted a number of limitations as well as areas of positive opportunities to mainstream gender. While gender expertise is very limited in the Department, the fact that some of its staff members are active members of GENOL suggests that these can be used as a pool to build capacity in the department. Further, the DOE has a budget line for training on different energy issues; this presents an opportunity for including gender training in the energy trainings. Professionals and technical staff in the DOE are well placed to appreciate basic gender concepts from

which gender mainstreaming strategy can be developed. Similarly, the current review of the energy policy is an opportunity to mainstream gender which in turn will influence the formulation and implementation energy projects and programmes.

It should also be noted that the conclusion was reached on the basis of existing gender expertise, competence and internal capacity building in the Department of Energy. Existence of the post for gender staff, knowledge of DOE staff regarding gender mainstreaming and the promotion of learning in the department were identified as key indicators.

4.3 Key External Stakeholders in the Energy Sector

4.3.1 Objective and Methodology

This subchapter provides an insight into how key stakeholders in the energy sector perceive the importance of gender mainstreaming in the implementation of the Lesotho Energy Policy.

Individual interviews were conducted by one gender analyst and one energy expert of the audit team with professional staff from different energy organizations, units and institutions. At least one staff member of these organizations interviewed was at the level of senior management. Table 4.2 below summarizes the mandate of the unit, gender training and the extent to which gender mainstreaming is allocated funds.

Key findings are presented in six sections below (4.3.2-7) followed by conclusion in the final section ($.3.8).

Table 4.2 Summary assessment of institution, mandate, gender training and budget for gender mainstreaming

Unit and mandate of the unit	Gender training	Budget *
Appropriate Technology Services (ATS): Emanating from the Science and Technology Policy to disseminate renewable energy technologies, food technologies and Agricultural implements.	Yes, by GENOL	No
Lesotho Electricity Authority (LEA): Regulatory role of the electricity sector	No	No
Technology for Economic Development (TED)	Yes, by GENOL	No
Total Gas an Easy Gas: Gas distribution and sales	No	No
Department of Forestry (DOF)	Some staff are members of GENOL	No

* Budget for gender mainstreaming

4.3.2 Level of Understanding between the Stakeholder and DOE

Consideration of gender equality and empowerment of women as a priority goal

Most energy programmes are not necessarily focusing on individual gender needs but on households' energy needs with women as main consumers of energy. For example, TED focuses on innovations on improved cooking technologies, yet it does not explicitly target women. On the other hand LEA officers have argued that the focus of the energy policy is on households not on gender groups. Energy problems in the policy are addressed as national issues not gender issues. In addition, LEA does not have a policy on gender equality and empowerment that can guide mainstreaming gender in electricity programs. In some cases women's travel time to collect firewood is considered as a constraint to their empowerment and as such the Department of Forestry considers development of woodlots and forests as the answer to firewood

demands. Gas companies focus on 'customers' not necessarily gender groups; however Total gas recognizes the role women play as main gas users.

Activities and services implemented to address gender specific energy needs and concerns

The main beneficiaries of energy programs are women and as such their practical gender needs of cooking are addressed through introduction of institutional stoves which save energy and time for school girls and boys. Program for Basic Energy Conservation (ProBEC) through TED has supported and promoted one woman to produce retained heat cooker which saves energy for cooking.

Interaction with national gender institutions and women's organizations, and nature of relationship

Almost all organizations interviewed do not have any formal interaction with the national gender machinery neither do they have working relations with women's organizations. A clear interaction is among energy stakeholders in government and in the civil society but according to the respondents DOE and energy stakeholders never address gender issues during their meetings but focus on technical issues only. For example major issues considered during the design of energy programmes are affordability, pricing, well researched locally available resources as well as safety. Furthermore, TED is a member of LCN which is an umbrella body of non-governmental organizations. However, even though LCN has a Women and Children's Commission, TED is not part of this commission but that of Agriculture, Environment and Natural Resources. It became clear from the interviews that the commissions were not working together, but energy and women's issues are compartmentalized.

Nonetheless, TED has participated in a gender mainstreaming workshop hosted by GENOL, but has not benefitted from any gender training from the Department of Gender. All other organizations have working relations with the DoE not Department of Gender or any women's organizations. Collaboration between some organizations and the DOE on energy issues influenced the recognition of women's specific energy needs as articulated in the Energy Master Plan Framework, this is the case with TED and DOF. On the other hand, ATS main clients are women's community clubs especially those working as community support groups working on HIV and AIDS as well as orphans. In addition business women purchase fruit dryers and stoves for bakeries. A recent improvement, noted by ATS, is that there is some interaction with the ministry responsible for gender and this was attributed to the fact that the current Principal Secretary formerly worked as Principal Secretary of Gender.

The ATS senior officer interviewed was conversant with the energy policy as well as the policy that drives programmes within his organization. He mentioned that there is some collaboration between his organization and DOE though limited. Their mandate emanates from the Science and Technology Policy. ATS focuses on three areas, namely, renewable energy technology, food technologies as well as agricultural implements.

It was however noted that technologies may not necessarily be 100 per cent risk proof as there might still be elements of risk involved regardless of precautions undertaken. The energy policy has never been approved as a working document or formal policy and this poses a serious challenge to partners as they do not have a formal government position to guide their activities. LEA refers to policy with caution and normally refers to earlier policy statements such as the power policy statements of 1998 and 2001.

LEA manages an electricity access fund for the Government and has no say on the selection criteria; therefore it might not be able to prescribe who should get the service. There is no mention of pro-poor approach in the energy policy as the focus was commercial. The representatives of the gas companies were aware of the energy policy and mentioned that they usually hold meetings with DOE to discuss strategies of rolling out LPGas. They further highlighted the fact that DOE is interested to increasing access to LPGas as electricity is not accessible to all. LPGas is further seen as a supplement to electricity. Partnership with GOL is seen as being critical for the successful implementation of the programme. External funding is required to successfully implement programmes targeting rural poor. Natural resources are being overexploited and the use of paraffin to meet thermal household energy requirements not encouraged as they are not environmentally friendly. This calls for the provision of alternative clean energy. Interaction with NGOs is minimal but Companies have social programmes where community organizations are empowered.

4.3.3 Gender Issues Raised and Importance of Gender Equality and Women Empowerment

The TED Director revealed that she has not seen the Energy Policy but the Energy Access Strategy whose concentration was on biomass and other thermal needs, but the document does not actually talk about gender needs. For her a serious challenge is that the DOE is not convinced on promotion of biomass energy sources and technologies, yet more than 70 per cent of energy users depend of Biomass and are mainly poor women and men.

The LEA officer does not think gender is a priority to DOE and most organizations have mentioned that there is no training on gender mainstreaming offered by either the Department of Gender or DOE. It was further mentioned that gender issues were not explicit in the energy policy; the electricity sector is characterized by male dominance; some engineers have been exposed to gender training though limited; empowerment is expressed in generic terms as it is targeted at ‘communities’; Gender stereotypes are deep rooted and this was defined as a national problem rather than a sectoral one; imbalances on gender in the electricity sector not addressed; not enough women apply and some turn down offers as a result there are few female office bearers; more girls should be encouraged to participate more in engineering and technology fields; and training programmes target technical fields rather than gender.

TED is working on empowerment of a rural NGO, Matelile-Tajane Trust that works on Biogas digesters, and there is planned training on improved stoves, active members of this NGO are largely women. The gas from these digesters is used to provide heat for broilers that are reared mainly by women for income generation. Participation of women in this NGO addresses women’s productive and strategic needs as they are able to use renewable energy as well as being able to participate in decision making of the organization. Gas companies are outsourcing certain business to NGOs such as an initiative by Total Gas working with UNICEF. UNICEF has been capacitated to fill small gas cylinders and these operations have been transferred to it. In another incident female employees are empowered to do office jobs. In one instance a cleaner has been trained in computers so that she can be promoted to do clerical work.

4.3.4 Measures to Address Gender Disparities

The plan to disseminate information on Lion stoves though not cautiously is addressing gendered energy needs, but considering that at schools collection of firewood is done by both boys and girls and that these stoves are used by institutions

especially in rural schools where women are employed as cookers means that they will save energy and time as well as conserving the environment.

When ATS designs technologies, end-users are always considered. Design engineers discuss different technologies and how they are perceived by the user with their marketing unit as well as their dissemination officers. End-users' needs may only be ignored when technological constraints may not allow changes to be made.

Gas companies have introduced small gas cylinders which are relatively cheap and affordable to the majority of households. The programme was adopted from the RSA where it has been very successful and has been adapted to suit local conditions. Total gas has an overarching policy related to gender issues which does not discriminate against women or disadvantaged groups. Maternity leave observed in all organizations and departments and donations are sometimes given to vulnerable groups through NGOs as a corporate social responsibility.

4.3.5 Resources Allocated for Gender Related Issues

Being a member of GENOL exposes the organizations to gender related training and this was raised by ATS as well as TED. The Department of Gender does not appear as key stakeholder with all energy stakeholders to guide them in integrating gender issues in energy program and there are therefore no resources allocated for gender mainstreaming. Where capacity is proposed there is no mention of gender training; for instance, training on tree planting by Department of Forestry is not gender specific but aims at 'community' empowerment. The DOF however, has programs targeted at women, youth and people with disability.

No financial resources are allocated for gender mainstreaming by almost all energy key stakeholders. Resources are allocated to target the community at large, while no financial resources are allocated for gender training.

4.3.6 Gender-Disaggregated Data Collected

None of the organizations collect gender-disaggregated data. For example, TED relies on data collected by DOE, while LEA also referred to a socio-economic survey that was once conducted before project implementation but raised a concern that the process was found to delay the implementation process by the Ministry. Nonetheless LEA is in the process of collecting data on the electrification rate as the current information may not be very accurate, but this is also not informed by any gender framework. Gender disaggregated data are not collected but most of the research that is undertaken looks at technical aspects and less on social issues but the organization intends to do a socio-economic research for future programmes. The gas companies keep record of their customers and the majority of companies are owned by men and in one instance a ratio of 60:40 (men to women) customers (owners of companies) was provided.

4.3.7 Capacity Building Support Required

- There is no interaction between different energy organizations/units and the ministry responsible for gender equality, hence there is need for more collaboration between these units.
- Training offered by companies is only related to company operations and there is less emphasis on generalized training such as gender related training, the companies would benefit from gender training.
- The interviewees believe that if more training on gender is provided to their institutions progress towards addressing gender needs can be made.

- Communities need to be trained in managing social forests as well as money from such forests.
- Sustained intensive training on gender mainstreaming, safety, innovations in energy technologies, energy distribution strategies, and also to help women to join the green technology industry which seem to hold economic benefits but it is still dominated by men.
- More training and participation in gender workshops is required.
- Ministry should encourage more female actors in the engineering field
- There is again a need to change the mind-set of our community to ensure that there is more participation of girls in what is traditionally male fields such as engineering and technology

4.3.8 Conclusion

The analysis has highlighted a number of opportunities that can be used to promote gender equality in energy programmes. For example, gas distribution companies already have proposals to distribute small cylinders for poor households. In the same manner, civil society organizations such as TED already have energy programmes that are meant to empower women entrepreneurs. On the other hand, the lack of linkages between energy organizations and companies and gender institutions have led to marginalization of energy needs of the poor women in the informal sector as well as those in the rural areas.

4.4 Capacity Assessment for the Gender Institutions

4.4.1 Objective and Methodology

The objective of this sub-chapter is to assess the capacity of the key stakeholders from the gender sector to support gender mainstreaming in the draft energy policy and related programmes.

A checklist of questions was developed to guide the consultations with the key stakeholders in the gender sector. A sample of stakeholders from the public sector, civil society and the international organizations was identified for interviews (see chapter two on methodology).

Key findings are presented in 12 sections below (4.4.2-13) followed by conclusions and recommendations in the final section (4.4.14).

4.4.2 Implementation of the International and National Gender Commitments

The role of the MGYSP role is to advocate and provide policy and strategic guidance in the implementation of the international, regional and national gender equality commitments. This role is linked to the implementation of the draft energy policy by advocating for inclusion of the gender mainstreaming aspects.

The Social Cluster Committee (SCC) plays an oversight role on the workings of state ministries and institutions working in social development including MGYSR. The SCC also works with the MGYSR on laws and policies that are meant to address gender inequalities. These are informed by international and regional conventions and instruments that GOL has acceded to. It does not however work with the DOE as energy is not seen as a social issue.

The role of civil society organizations is largely advocacy, communication and monitoring for the implementation of the international and national gender commit-

ments. Although a 'watch dog' and generally aware of the draft energy policy, those interviewed were not aware that the policy document is gender insensitive.

The role of the international organizations is to provide financial and technical support towards building capacity of the government and national institutions to implement global commitments. Their focus is on capacity development for gender mainstreaming into national plans, policies and frameworks and also contributes to engendering the energy policy.

4.4.3 Awareness of the Key Objectives and Priorities of the Draft National Energy Policy

The level of awareness of the MGYSP on key objectives and priorities of the draft National Energy Policy is limited. They nonetheless advocate for inclusion gender issues in the national Energy Policy as a priority.

The SCC is generally aware of the key objectives and priorities of the draft national energy policy as articulated during budgeting sessions and in some programmes/projects promoted by the Ministry of Natural Resources (MNR). They however do not readily have the draft document for reference due to its limited circulation.

Although the LCN as an umbrella organisation is generally aware of the draft national energy policy, this has not been disseminated to member organisations. Therefore the members of staff within LCN and other member organisations are generally not aware of the key objectives and priorities of the draft Energy Policy.

There are no efforts within the gender-focused international organisations such as UNFPA to make staff aware of the key objectives and priorities of the draft energy policy. However, there is a dedicated staff member assigned to the MGYSR as a technical advisor on gender mainstreaming and related issues.

4.4.4 Affordability, Safety, Access and Control as Priority Goals for Gender

All organisations interviewed consider affordability, safety, access and control of energy services as priority goal for the achievement of gender objectives. The main reason advanced is that both men and women use energy to meet their practical, productive and strategic needs.

4.4.5 Information to Energy Institutions of Key Developments in the Gender Sector

The MGYSR has not done much to specifically inform energy institutions of the key developments in the gender sector. In fact, the relevant Department of Gender is struggling to influence gender mainstreaming across the various government ministries.

The SCC is not involved in information dissemination to the energy institutions of key developments in the gender sector. Rather they see themselves as recipients of such information so as to monitor said developments.

The civil society organisations have also not been involved in information dissemination on the key developments in the gender sector. They will nonetheless welcome opportunity to interact with said institutions on information exchange about developments in the energy sector.

The UNFPA on behalf of international organisations has not been involved in information dissemination the key developments in the gender sector. Their role is limited to provision of technical support as may be requested by the MGYSR.

4.4.6 Capacity Development of Energy Institutions on Gender Issues

The MGYSR has not yet supported capacity development of energy institutions to work with gender issues. Since the approval of the Gender and Development Policy, the government ministries established the Gender Focal Persons. Focus has been on their capacity development to facilitate gender mainstreaming.

The SCC is not involved in capacity development for energy institutions but would support such initiatives through budget approval. Their focus has been on arranging training for parliamentarians on gender issues which has enhanced their appreciation and changed their mind-set.

The civil society organisations interviewed have also not been involved in the capacity development to energy institutions on gender issues. However GENOL has capacitated some energy institutions through their active members who have attended gender mainstreaming workshops offered by GENOL and facilitated financially by ENERGIA IS.

The international organisation (UNFPA) has not yet supported capacity development of energy institutions to work with gender issues. However, they can welcome such requested if channelled through the MGYSR.

4.4.7 Allocation of Resources for Gender Mainstreaming

The MGYSR does allocate resources for gender mainstreaming activities or women's empowerment. The resources are however limited to various advocacy and communication activities and not major projects/programmes on gender mainstreaming.

The SCC has noted that there are no allocations of resources across various government ministries for gender mainstreaming activities. Otherwise, they would support such allocation of resources.

The LCN has received funding from Africa Foundation to assist in the gender mainstreaming activities. However, other civil society organisations interviewed do not have specific budget provision for gender mainstreaming. They are yet to mobilise funding from potential partners on the subject.

The UNFPA has not yet provided support for capacity development of energy institutions to work with gender issues. However, it has extended support to MGYSR to ensure that gender issues are mainstreamed as a routine process.

4.4.8 Provision of Gender Data to Support Policy Making and Planning in the Energy Sector

The MGYSP have collaborated with the Department of Energy and other institutions to ensure provision of gender disaggregated data. District gender officers facilitate collection and use of data at the district level. However, collection and use of gender disaggregated data is currently limited to meaningfully support policy making and planning in the energy sector.

The SCC does not directly participate in collection and use of gender disaggregated data. However, it is their concern to ensure policy development and implementation such as in allocation of seats for the National Assembly and Community Councils.

Concerned civil society organisations are involved in the collection and use of gender disaggregated data as part of their advocacy, communication and monitoring of policy implementation.

The UNFPA has provided technical and financial support to facilitate collection of gender disaggregated data. It has supported the MGYSR on data collection

activities. It has also supported the Bureau of Statistics, mainly through population census, disaggregated population data (age, sex, geographic) and in-turn enables disaggregation of different types of data.

4.4.9 Participation in the Development of the Draft Energy Policy

The MGYSR was not involved in the development of the draft energy policy although development of their gender policy was similarly underway.

The SCC is not involved at the policy development stage as this is the responsibility of the government. They will be involved when relevant draft laws emanate from such policy.

The LCN and other interviewed civil society organizations did not participate in the drafting of the energy policy. However, GENOL representing the voice of civil society organisations influenced the capturing of gender issues in the Energy Policy Framework for the Kingdom of Lesotho of June 2002. The gender aspect was however omitted in the ultimate draft energy policy due to possible policy evaporation.

International organizations were involved as stakeholder during the development of the Energy Policy Framework. However, they were not involved in the subsequent development of draft energy policy.

4.4.10 Research, Advocacy and Publicity Material on Energy Issues

The research, advocacy and publicity material by the stakeholders interviewed is biased towards promoting their own activities. It therefore does not include information on energy issues from a gender perspective.

4.4.11 Principal Challenges in Integrating Gender into Energy Policy Objectives and Programmes

The keys stakeholders have identified the following principal challenges in integrating gender into energy policies and programmes:

- More often than not most energy development activities are handled by men though energy is used mostly by women.
- Stereotype believes as women think that only men can work on technical energy issues although women gather and use energy.
- Limited expertise on gender integration by key stakeholders.
- Perception that there are no major gender issues in Lesotho, hence limited prioritisation.

4.4.12 Principal Entry Points and/or Opportunities for Addressing Gender Issues

The interviewed stakeholders identified the following as principal entry points and/or opportunities for addressing the gender issues:

- The gender and development policy provides an opportunity for advocating for gender equality in policy development, planning and implementation.
- Women's groups can be used to empower women in the planning and design of energy technologies and sources such as in bio-fuels.
- Creating opportunities for women's empowerment in all energy interventions can be enhanced through existing gender networks such as GENOL.
- The monthly meetings of the Gender Task Team can be used as space and opportunity for learning, growth and contribute to organisational goals of equality for both men and women.

4.4.13 Examples of Innovations or Good Practices in Addressing Gender in the Energy Sector

Although stakeholders felt there were no clear-cut examples of innovations or good practices in addressing the gender in the energy sector, the following were nonetheless identified:

- Conceptualisation of the rural electrification project which to a large extent implies addressing some of the practical and productive needs of women;
- Advocacy for gender mainstreaming in gender planning and programming by the Department of Gender;
- Introduction of renewable energy technologies to benefit the rural communities; and
- Afforestation and utilisation of biogas to mitigate the decline in biomass energy largely used by women.

4.4.14 Conclusions and Recommendations

The foregoing analysis shows that most of the stakeholders in the gender sector were not involved in the development of draft energy policy as such they have limited appreciation of its content. They seem not to be familiar with the concept of gender mainstreaming let alone make a connection with energy in their planning and implementation of activities. Overall they have limited capacity to support gender mainstreaming in the energy sector. However, there is scope to support gender mainstreaming in the energy sector through the Department of Gender with financial and technical support from the international organizations such as UNFPA and UNDP.

In relation to the energy key stakeholders and the DOE, the analysis shows a clear compartmentalization of energy and gender issues. While DoE has relations with gender organizations such as GENOL, this networking does not filter down to energy companies or institutions to influence their practices. In cases where women are targeted as in the Total Gas case, this is not necessarily due to any pressure from either the DOE or Department of Gender.

In relation to expertise on gender mainstreaming, the Department of Gender has knowledge of gender issues and they have the support of international donors such as UNFPA which provide not only financial resources but also technical support. This assistance can be used to support energy programs to address gender inequalities. The policy environment and context is conducive for lobbying and advocacy to hold government accountable to commitments that call for equal access to services including clean and affordable energy sources.

Key energy issues of significance when the policy is revisited are that:

- Household fuel consumption has a close relationship with the environment. Women are the principal providers of household fuels hence the Energy Policy should target both men and women.
- The Policy should clearly articulate how proposals for energy availability and usage would promote gender equality
- The Policy should clearly highlight how gender inequality may negatively affect access to energy
- It is important that the Energy Policy in Lesotho has a component of gender mainstreaming as the energy sector is one of the many sectors that are gender insensitive. The programmes in the energy sector forget totally that women are

the end users of the product and as a result many family and industrial problems remain unsolved.

Chapter Five
Key Findings, Conclusions and Recommendations

5.1 Key findings

The key findings have been structured to cover background and situational analysis; energy policy review; energy projects/programmes review; gender budgeting; and organizational assessment.

5.1.1 Background and Situational Analysis

The country background information on gender and energy has identified entry points for policy intervention alongside the following key issues:

- Positive policy environment;
- Education system that is universal;
- Gender structures; and
- Political will to increase women's representation.

All these provide an entry point to hold the relevant gender institutional units accountable for not only mainstreaming gender equality in its policy, programmes and strategies but also for institutional support to the different ministries to mainstream gender, including the Department of Energy.

The Lesotho energy situation analysis has highlighted the following key issues that call not only for a gender sensitive approach but also a pro-poor approach:

- Biomass is the major source of energy used in Lesotho and is widely used by the poor households in rural areas.
- Dung is also widely used by a large proportion of households, in particular female headed households as an energy source to meet household thermal energy requirements.
- Stock theft reduces the availability of dung and this call for urgent intervention to cater for this need.
- The role of DOE to address challenges related to the use of biomass is limited.
- Electricity demand and use is increasing significantly and it is the most exploited energy resource despite high costs encountered in its installation.
- Even though electricity is regarded as the most versatile energy resource its application in meeting cooking needs of the poor is limited as it may be expensive.

5.1.2 Energy Policy Review

The energy policy review focused on the key documents of the Energy Policy Framework (2002), the Energy Action Plan (2002) and the Draft Energy Policy (2003). The key findings were as follows:

a) The policy justification and context is not explicit on gender issues although it embraces the national, regional and international commitments. It is generally considered silent or gender neutral.

b) The target beneficiaries are identified by their socio-economic status as urban and rural households and there is no gender disaggregated data used to inform the policy. Consequently, it assumes a homogeneous society and does not recognize and address the varying energy needs of women and girls, men and boys.

c) The energy policy statements, derived from the Energy Policy Framework (2002) and further rationalized and condensed in the Draft Energy Policy (2003), addresses the energy demand and supply as well as cross-cutting social and environmental issues. However, the specific gender policy statements in the Energy Policy Framework (2002) were omitted without clear explanation by those responsible for the development of the Draft Energy Policy.

d) The indicators for monitoring and evaluation are not gender sensitive which affects reporting and tracking of the gender implications of the policy interventions.

e) There are several entry points for consideration and incorporation of the gender issues in the policy development and implementation. This include inter alia:

- Opportunity to integrate gender in the review and finalization of the current Draft Energy Policy.
- Revise approach to implementation strategies to ensure gender considerations and promote affirmative action through empowerment of women and prioritization of energy access to vulnerable groups such as women and children especially those heading households.

5.1.3 Review of Programmes and Projects

There were only two complete project documents, namely of Lesotho Renewable Energy-Based Rural Electrification (LREBRE) and Lesotho Energy Supply Project (LESP) made available for gender review. It was noted that implementation of some of the projects was at the conceptual level or pilot stage before development of fully-fledged project documents. The key findings on the projects review were as follows:

a) The design of LREBRE had implied gender considerations in terms of the focus on the rural households and subsidies that allows energy access to the various gender groups especially women;

b) The LREBRE project objectives have implied gender goals from the Lesotho's gender commitments and the requirement for gender consideration in all programmes of the main sponsor UNDP;

c) There is scope to include gender aspects in the strategies and approach to implementation which can be informed by the socio-economic studies undertaken;

d) The design of LESP mainly sponsored by AfDB included gender analysis as part of the social and environmental impact studies. To a greater extent, gender implications were taken into account;

e) Information from the gender analysis on the LESP provides baseline for promoting gender equality in the implementation of the project.

5.1.4 Review of Budgets

Financial resources allocation for gender mainstreaming activities in the energy policy and programs has highlighted key issues that measure the political will to address gendered energy needs:

a) The annual budget is not a useful tool for channelling resources towards national development priorities for reducing poverty because of lack of linkages between different policies

b) The Budget process excludes external participation of private sector or civil society organizations, in particular gender institutions and women's groups.

c) Budgets for programs are not gender-sensitive as there is no allocation for specific gender activities.

d) The recurrent budget does not include provision for gender capacity development and training.

5.1.5 Organisational Assessment

The key findings of the gender organizational assessment of the DOE, key energy institutions and key gender institutions are as follows:

a) The gender organizational assessment revealed general lack of capacity for gender mainstreaming at the Ministry of Natural Resources (including DOE) and other key energy institutions.

b) The gender structure within the MNR and key energy institutions is such that men are generally dominant at the senior managerial level and on technical and engineering portfolio's compared to women.

c) The MNR and key energy institutions require gender sensitization and advocacy to be able to consider gender mainstreaming in their operations.

d) Several gender institutions have limited interaction with the energy sector and lack capacity for gender mainstreaming. The Department of Gender in partnership with civil society organizations such as GENOL can handle gender sensitization and capacity development on gender mainstreaming if commissioned to provide assistance to MNR and other energy institutions.

5.2 Conclusions

Political will is a key factor in addressing inequalities and promoting quality service delivery, including access to clean and affordable energy. GOL has acceded to almost all international and regional instruments and conventions on equality and effective service delivery. This provides a conducive policy environment for the implementation of development initiatives and achievement of national goals. The establishment of institutional structures and development of policies in the Ministry of Natural Resources and that of Gender is indicative of the GOL's political will to address inequalities and socio-economic exclusion. While energy access does not appear in key gender policy pronouncements the government through the Department of Energy is dedicated to providing energy to every citizen without discrimination of gender or geographical location. This is evidenced by the department's policy pronouncements and implementation of different energy projects and programmes. Nonetheless the implementation of these intentions seems to be telling a different story as illustrated by the findings in the audit report.

GOL is aware of the importance of mainstreaming gender in the Energy Policy and in its programmes and participates in GENOL and other energy forums. This is evidenced by the on-going audit of the draft Energy Policy, for example. While Lesotho seems to be doing fairly well in gender equality and women empowerment in education and politics; the energy needs of women are not integrated into major gender equality discourses within government institutions and women/gender organizations. There seems to be a clear disjuncture between gender equality policies and energy policy statements emanating from international and regional agreements such as the MDGs that fail to prioritize energy access as key to addressing inequalities and poverty reduction.

The twin national development problems of poverty and the HIV and AIDS scourge seem to be disproportionately shouldered by women. This poverty affects their access to basic services such as electricity and other related utilities resulting to women increasing numbers in the margins of the informal sector. The linkages between energy, economic development and women empowerment are missing in both gender and energy policies. This therefore has direct negative bearing on the implementation of energy programs and projects. However, the presence of energy institutions and gender organizations provides an entry point for inclusive energy interventions.

Another policy issue relates to stakeholder influence in both the energy and gender sector. However, participation of key stakeholders seems to be compartmentalized and this leads to diffusion of linkages between these sectors. The policy making process provides an opportunity for effective service delivery which can be boosted by civil society organizations in both sectors. The capacity of these groups to hold government accountable to equitable service delivery is very important and the policy environment is very conducive for implementation of energy programmes that take women's energy needs into consideration.

The section on the capacity of the DOE to mainstream gender in energy policies and programmes has highlighted a number of limitations as well as areas of positive opportunities to mainstream gender. While gender expertise is very limited in the department, the fact that some staff members in the department are active members of GENOL suggests that these can be used as a pool to build capacity in the department. Further, the DOE has a budget line for training on different energy issues; this presents an opportunity for including gender training in the energy trainings. Professionals and technical staff in the DOE are well placed to appreciate basic gender concepts from which gender mainstreaming strategy can be developed. Similarly, the current review of the Energy Policy is an opportunity to mainstream gender which in turn will influence energy in the formulation and implementation of projects and programmes.

The analysis has shown that most of the stakeholders in the gender sector were not involved in the development of draft energy policy as such they have limited appreciation of its content. They seem not to be familiar with the concept of gender mainstreaming let alone make a connection with energy in their planning and implementation of activities. Overall they have limited capacity to support gender mainstreaming in the energy sector. However, there is scope to support gender mainstreaming in the energy sector through the Department of Gender with financial and technical support from the international organizations such as UNFPA and UNDP.

In relation to the energy key stakeholders and the Department of Energy, the analysis shows a clear compartmentalization of energy and gender issues. While DOE has relations with gender organizations such as GENOL, this networking does not filter down to energy companies or institutions to influence their practices. In cases where women are targeted as in the Total Gas case, this is not necessarily due to any pressure from either the DOE or Department of Gender.

In relation to expertise on gender mainstreaming, the Department of Gender has knowledge of gender issues and they have the support of international donors such as UNFPA which provide not only financial resources but also technical support. This assistance can be used to support energy programmes to address gender inequalities. The policy environment and context is conducive for lobbying and advocacy to hold Government accountable to commitments that call for equal access to services including clean and affordable energy sources.

The analysis has highlighted a number of opportunities that can be used to promote gender equality in energy programs. For example, gas distribution companies already have proposals to distribute small cylinders for poor households. In the same manner, civil society organizations such as TED already have energy programs that are meant to empower women entrepreneurs. On the other hand, the lack of linkages between energy organizations and companies and gender institutions have led to marginalization of energy needs of the poor women in the informal sector as well as those in the rural areas.

5.3 Recommendations

Based on the foregoing, the key recommendations are as follows:

5.3.1 Policy Development

a) It should be refined to include gender dimensions in the justification by incorporating gender protocols and gender aspects under the policy context as well as providing the gender disaggregated statistics for the targeted rural and urban households.

c) Proposed implementation strategies should be reviewed to include gender considerations and promote gender equality in the approaches such that they are informed by gender needs and deliberate efforts to empower and facilitate access for women and other vulnerable gender groups.

c) The gender policy statements from EPF should be reinstated in the DEP thus:

- Government will ensure that energy programmes and projects adequately take into account gender issues, especially those related to rural and urban women, the principal users of energy at household level.
- Government will encourage energy projects defined for rural and urban women.

5.3.2 Policy Implementation

a) Develop a communication strategy to ensure systematic dissemination of the energy and gender policies and awareness of energy issues for gender institutions. Such awareness programmes include priorities for electricity use for rural women and men consumers; that the dissemination uses media programmes and locations frequented by both rural women and men and trains both men and women presenters.

b) Adopt gender mainstreaming strategy in the future project's design, implementation, monitoring and evaluation activities. The approach should entail gender analysis, use of gender disaggregated data and gender sensitive indicators for project reporting and monitoring and evaluation requirements.

c) Ensure that 50 per cent of schemes proposed by the private sector to test various productive uses of renewable energy are focused on women's productive activities.

d) Ensure that all female and child-headed households as well as vulnerable groups receive first preference in the allocation of subsidies and the electrification programme using the baseline information from the socio-economic studies.

e) Approach the main energy project sponsors such as UNDP, AfDB and the Government of Lesotho for fresh funding or to agree on reallocation or reprogramming of current projects savings to finance gender sensitisation and gender mainstreaming activities to be spearheaded by the Department of Gender and relevant civil society organisations such as GENOL on the implementing

agencies of DOE, LEC, MEDA and the project management units as well as the beneficiaries.

5.3.3 Gender Structures and Gender Mainstreaming

a) Promote inter-ministerial collaboration and also with gender groups for awareness, capacity building and sharing of gendered good practice.
b) MNR to create a Gender Mainstreaming Committee at the management level to coordinate implementation of gender mainstreaming across the ministry.
c) DOE to identify a gender focal person to represent the department in the Gender Task Team in order to gain capacity in gender issues as well as influence gender debates that are related to energy issues.
d) DoE to identify and negotiate with potential partners such as UNDP, UNFPA, Department of Gender, GENOL etc. to assist with capacity building on gender mainstreaming to the department or the entire MNR.

5.3.4 Planning and Budgeting

a) Adopt and use 'Guidelines/Checklist for Mainstreaming Gender, Culture and Human Rights in Planning and Programming Processes developed by UNFPA and the Department of Gender for future planning, project/programme design and implementation.
b) Implement the regional and international gender protocols and the national Gender Policy through advocacy and adoption of gender-sensitive budgeting in future planning and programming using gender budgeting tools.
c) Plan and budget for regular orientation and sensitization of MNR staff and NGOs on the concepts and tools for gender budgeting to be outsourced to the Department of Gender and relevant gender civil society organisations such as GENOL.
d) Mobilise additional resources from international organisations such as UNDP, UNFPA and ENERGIA to finance capacity building to staff on gender budgeting.
e) Develop mechanism to involve external key stakeholders in the planning and budget formulation process by inviting key stakeholder's inputs by August each year.
f) Subject all new programmes and schemes to gender appraisal so as to encourage gender sensitivity and women's participation from the onset.

5.3.5 Research, Monitoring and Evaluation

a) Conduct baseline studies to include gender situation and research on gender and energy to inform future planning for energy projects and programmes.
b) Use gender disaggregated data as part of the project planning, design and appraisal processes.
c) Develop gender sensitive indicators for all projects/programmes to fit into the National Monitoring and Evaluation System.
d) Institute a monitoring and reporting culture that include gender disaggregated data on the project beneficiaries, effects and impacts of project implementation.

Abbreviations

AfDB	African Development Bank
AIDS	Acquired Immunodeficiency Syndrome
ATS	Appropriate Technology Section
BEDCO	Basotho Enterprises Development Corporation
BOS	Bureau of Statistics
CSP	Country Strategy Paper
DEP	Draft Energy Policy
DOE	Department of Energy
EAP	Energy Action Plan
ENERGIA	International Network on Gender and Sustainable Energy
EPA	Energy Poverty Alliance
EPF	Energy Policy Framework
FIDA	Federation of Women Lawyers in Lesotho
GDP	Gross Domestic Product
GEMSA	Gender and Media in Southern Africa
GENOL	Gender and Energy Network of Lesotho
GOL	Government of Lesotho
GWh	Gigawatt hours
HIV	Human Immunodeficiency Virus
LEA	Lesotho Electricity Authority
LEC	Lesotho Electricity Company
LESES	Lesotho Solar Energy Society
LESP	Lesotho Energy Supply Project
LHDA	Lesotho Highlands Development Authority
LNDC	Lesotho National Development Corporation
LPG	Liquefied Petroleum Gas
LREBRE	Lesotho Renewable Energy Based Rural Electrification Project
MEDA	Mphaki Electricity Distributors Association
MGYSR	Ministry of Gender, Youth, Sports and Recreation
NGO	Non- Governmental Organization
NREF	National Rural Electrification Fund
PRS	Poverty Reduction Strategy
REU	Rural Electrification Unit
REWP	Rural Electrification Working Group
SADC	Southern African Development Community
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
WASCO	Water and Sewerage Company
WLSA	Women and Law in Southern Africa

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