



Photo: EnDev

GENDER ANALYSIS

for the project

Electrification through Renewable Energy - Off Grid

Gender Focal Point GIZ Indonesia, Timor-Leste and ASEAN

Jakarta, December 2015

Contents

Contents	1
1. Background.....	2
2. Methodology	2
3. Gender equality in Indonesia.....	2
4. Gender and renewable energy	5
4.1 The discourse.....	5
4.2 Gender balance in the renewable energy sector	7
4.3 Gender in GIZ-supported energy projects.....	8
4.4 Gender-related data collected by EnDev	8
5. Conclusion and recommendations	10
6. References	12

1. Background

The government of Indonesia aims to increase the rate of electrification to 96 % until 2019 through various program, and one of them is off-grid Rural Electrification program. This program aims at providing electricity to about 50 million people who are living in very remote areas and small islands. For many of these areas, the electricity supply with renewable energy is already an economic viable alternative, even though some challenges still need to be overcome. In line with this initiative, German Cooperation and Government of Indonesia agreed to develop a program aims at strengthening stakeholder's capacity to be able to provide a sustainable, reliable energy supply in off-grid areas. BMZ has commissioned GIZ conduct a planning mission for a new, BMZ funded bilateral project "ELREN (Electrification through Renewable Energies – Off-Grid)". The proposed project would improve the framework condition of Renewable Energy in off-grid systems. By providing capacity building, stakeholders are able to contribute to the increased reliability and sustainable operation of off-grid renewable energy based power generation.

2. Methodology

An analysis and synthesis of existing data, documents, and thematic studies on renewable energy with special regard to gender aspects in general and particular in Indonesia was undertaken as the methodology for this paper. The author worked with secondary qualitative as well as primary and secondary quantitative data. The primary data were collected by EnDev project staff from 2012-2014.

3. Gender equality in Indonesia

The legal context

Based on the 1945 Indonesian Constitution¹ men and women are guaranteed the same status by law. Paragraph 1 of Article 27 stipulates that: "every citizen enjoys equal status before the law and government, and is obliged to uphold this status without exception." Paragraph 2 of the same article states that: "every citizen shall have the right to employment and to conditions of life commensurate with human dignity." This equality principle is reflected in the inclusion of a special chapter on the role of women in nation-building in the Broad Guidelines of the State Policy of 1978² which has subsequently been adopted every five years by the People's Consultative Assembly.

The 1998 Guidelines stated that "women as citizens as well as human resources for national development have equal rights, duties and opportunities like men in all fields of life of the nation and in all development activities. Therefore, women's position in the community and their role in development should be improved and directed towards enabling them to give the greatest possible contribution to the nation's development, in accordance with their destiny, dignity and their status".

However, guidelines adopted in the past 20 years also state that women's participation in the development process must not conflict with their role in improving family welfare and the education of the younger generation. The democratic reforms of 1999 caused

¹ Undang-Undang Dasar 1945.

² Garis-garis Besar Haluan Negara/GBHN.

the Government to pay increased attention to issues of human rights and to refine the Constitution's basic definition of the subject.

An amendment to the Constitution was, as a consequence, issued in 2000 which recognizes that "every person shall have the right to be free from discriminatory treatment based upon any ground whatsoever and shall have the right to protection from such discriminatory treatment."³In 2004, Law No.23/2004 on the Elimination of Domestic Violence was issued.

The Indonesian legal system is a product of the intersection and coalescence of civil, customary (adat) and religious laws. Prior to the Dutch colonization, Indonesia constituted different indigenous kingdoms, each of which practiced its own system of customary law (hukum adat). Adat is the uncodified body of rules of behaviour, fluid and evolving, and enforced by social sanctions. It consists of living norms that are widely known, shared and respected by a given ethnic group. Adat represents society's code of conduct. Because kinship system affects the content of adat laws, the influence of adat laws on gender relations vary between different ethnics. Dutch colonization that lasted for 350 years left a legacy of a Roman-Dutch based system of colonial laws. Islamic based laws (shari'a laws) also leave visible traces in many Indonesian laws. A prominent example represents the province Aceh, governed as special territory, where several shari'a-based laws have been issued. Laws and regulations from these two different origins are simultaneously functioning and sometimes overlapping. The complex web of laws and regulations in Indonesia reflects not only the relationship between the state and religion, but also the struggle of people to live together with their deep differences in values and ways of life.⁴ Nevertheless, multiple sets of laws have serious draw-backs. They are akin to the proverbial double edged sword. On the one hand, they provide claim-holders with some degree of choice. On the other hand, they may impede the effectiveness of the laws, sometimes by undermining each other's power. Statutory legislation, government directives and instructions and official compilations of Islamic law together add up to a pool of laws that guide the different aspects of personal and family relations.

Indonesia has ratified the major international conventions that uphold principles of gender equality and the empowerment of women. Shortly after its independence, Indonesia ratified the United Nations Convention on Political Rights for Women in 1952 by Law No. 68 of 1958. This legislation provides Indonesian woman the rights to vote and to be appointed in the legislative. It also assures the rights of Indonesian women to assume any position in the government. The General Election Laws - No 15 of 1969, No 4 of 1975, No. 29 of 1980, and No. 3 of 1985 - which allow women to actively participate in the political arena were promulgated to assure Indonesian women's right to participate in the decision-making process in Indonesia's political life. Subsequently the government of Indonesia signed the Convention on the 'Elimination of All Forms of Discrimination Against Women' (CEDAW) in 1980 and ratified it by Law No. 7 of 1984. The ratification of CEDAW, however, was made with a reservation with respect to article 29, paragraph 1,5 which says: "Any dispute between two or more States Parties concerning the interpretation or application of the present Convention which is not settled by negotiation shall, at the request of one of them, be submitted to arbitration. If within six months from the date of the request for arbitration the parties are unable to agree on the organization of the arbitration, any one of those parties may refer the dispute to the International Court of Justice by request in conformity with the Statute of the Court."

³ Amendemen Undang-Undang Dasar 2000

⁴ Bowen, 2003

⁵ The reservation states that "*the Government of the Republic of Indonesia does not consider itself bound by the provisions of article 29, paragraph 1*".

In the area of workers' rights, Indonesia ratified the International Labor Organization's (ILO) Convention number 100 on "Equal Remuneration for Men and Women Workers for Work of Equal Value" by Law number 80/1957. The country has also committed itself to acting upon the recommendations of the 1994 Copenhagen Declaration on Social Development that acknowledge that achieving gender equality was essential for social development. Indonesia is also submitted to the view of the 1995 Cairo International Conference on Population and Development that emphasizes the integral linkages between population and development and focuses on meeting the needs of individual women and men, rather than on achieving demographic targets. The 1995 Beijing Platform for Action provides guidance for the Indonesian government to reflect a gender perspective in all its policies and programs. Finally, Indonesian policies are supposed to be in line with the 2000 United Nations Millennium Declaration provision to promote gender equality and the empowerment of women as effective ways to combat poverty.

Gender mainstreaming in Indonesia

Gender mainstreaming has become national policy since the year of 2000. The commitment to integrate gender equality into national development was confirmed by Presidential Decree No. 9/2000 on "Gender Mainstreaming in National Development" regulating that all government sectors, at national and sub-national level, including the Commander of the Armed Forces, the Chief Police, and the Supreme Attorney, shall integrate a gender mainstreaming policy and strategy into its respective tasks and functions. All sectors shall report the implementation of the policy to the MOWE annually which reports the progress of gender mainstreaming to the President.

The presidential instruction is accompanied by guidelines to facilitate government agencies to implement gender mainstreaming in their regions. These guidelines define gender mainstreaming as "a strategy developed for the purpose of integrating gender so that it will be an integral dimension of the planning, formulation, implementation, and monitoring and evaluation processes of national development policies and programs."

Attempts are being made by the MOWE to raise the status of the edict from a presidential decree to a presidential regulation so that it would command the legal power to make the implementation of gender mainstreaming an obligatory development strategy for all government institutions. Nine strategic agencies have been working closely with the Ministry of Women Empowerment to develop gender responsive policy and programs: the Departments of Agriculture, Small and Medium Enterprises, Labor, Health, Religious Affairs, Home Affairs, Education, Justice, and the State Ministry of Environment. At the sub-national level, the mandate of women empowerment is assigned to the regional Women's Empowerment agencies under the provincial and district/city governments. Since the 1980ies, Women's Studies Centers or Gender Studies Centers have been established at universities to build up technical expertise in the area of gender sensitive research and policy formulation.

Gender responsive budgeting

In Indonesia, the concept of Gender specific planning and budgeting has been formally introduced in 2009, implemented through the mechanism of Anggaran Responsive Gender (ARG) or Gender Responsive Budgeting. Gender Responsive Budgets have emerged as an important and widespread strategy for scrutinizing government budgets for their contribution to gender equality. They have utilized a variety of tools and process to assess the impact of government expenditures and revenues on the social

and economic position of men, women, boys and girls. The purpose of these assessments of the gender impacts of budgets are threefold and interrelated. One is to raise awareness and understanding of gender issues in budgets and policies. A second is to foster the accountability of governments for their gender equality commitments. Another is to ultimately change budgets and policies in the light of the assessments and having effected accountability. Gender Responsive Budgets initiatives are part of the gender mainstreaming strategy that direct attention to economic policy by focusing on government budgets. These exercises have taken on, and been influenced by, the discourse of good governance that has characterized the public sectors reforms, particularly more than a decade in Indonesia.

In 2009, the National Development Planning Agency (BAPPENAS) issued a Ministry Decree regarding the formation of a special team, the Steering Group for the Technical Planning and Responsive Gender Budgeting Team. This team is formed to coordinate the implementation of PPRG in 6 ministries/institutions, BAPPENAS, Ministry of Finance (MoF), MOWE-CP, Ministry of Home Affairs (MoHA), Ministry of Health and the Ministry of Education and Culture (MoEC). As follow up, the MoF in collaboration with BAPPENAS and MOWE-CP launched a Ministerial Decree on compiling and analysing annual Work Plans of line Ministries and the Line Ministries' Budget Proposals of 2010. This decree also regulates new aspects of budgeting, i.e. the Application of Gender Responsive Budgeting. ARG is an application of gender mainstreaming strategy on planning and budgeting which is one of the national priorities. In 2011, the Ministry of Finance launched a regulation, which refers to the application of Gender Responsive Budgeting or Anggaran Responsif Gender (ARG). This regulation is the basis for the application of gender responsive budgeting in 28 Ministries/State Institutions and 10 Provinces in 2012. In March 2013 the national strategy on gender responsive budgeting has been launched. This can be considered as an essential step regarding the implementation of the national gender mainstreaming strategy. Mainly four ministries have been involved in this process: MOWE, MoF, MOHA and BAPPENAS.

4. Gender and renewable energy

4.1 The discourse

The discourse on gender and renewable energy gained initially attention in discussions on the heavy burden mainly faced by women and children in the global South related to traditional fuel collection. A range of researches revealed adverse health effects resulted from indoor pollution. Furthermore, missed productive employment due to the high time consumption spent for the provision of fuel for household activities has been another stream of the discourse. The discussion has been developed into more complex in the following years by including the aspect of gendered differentiated energy use patterns. In several countries it has been observed that traditional fuel use and energy-using subsistence activities were more present among female population groups while the use of modern, traded fuels and energy services for productive activities were more prevalent among the male population.⁶

In the recent years the focus has moved a bit as it has been widely acknowledged that all gender groups are involved in productive activities requiring energy inputs. What has been highlighted is the fact that the availability of energy services affects genders differently, depending on the energy applications with which they are most

⁶ Clancy et al, 2004.

involved.⁷ Most energy policy debates and related frameworks have not integrated a gender perspective yet on energy pricing, rural energy policy and energy policy. Due to a lack of gender knowledge those issues are mostly treated as gender-neutral, but in fact gender-blind. Benefits of the use of renewable energy in the global South has not been evenly distributed between genders. Up to the mid-1990s, the discussion on gender and energy revolved mainly around the issues of stoves, time saving, woodlots and biogas fuels and appropriate technologies. Later on it included a broader range of issues such as transport pricing and modern energy forms.⁸ Studies revealed that women in the rural South still face main constraints in order to benefit equally from renewable energy systems, which should be addressed:

- Lack of control to land and property,
- Lack of income,
- Lack of access to technology,
- Lack of participation in decision making,
- Lack of education and training,
- Lack of access to credit.⁹

Table 2 shows an example how particular energy forms can meet gendered needs. The challenge of renewable energy might be meeting those needs and taking into account the shortcomings mentioned above such as restricted access to credit and lack of specific knowledge. A study conducted by DFID has highlighted the close link between the gender dimension of energy and the MDGs. The study stated that all genders benefit from access to energy by reducing poverty and hunger though increased food production employment. However, women and girls tend to gain additional benefits due to time saving, especially for water and fuel collection as well improved health.

Table 1: Examples of women's energy related needs and issues

Energy form	Practical needs	Productive needs	Strategic issues
Electricity	<ul style="list-style-type: none"> • pumping of water supplies - reducing the need to haul and carry • mills for grinding • lighting to improve working conditions at home 	<ul style="list-style-type: none"> • increase possibility of activities during evening hours • provide refrigeration for food production and sale • power for specialised enterprises such as internet cafes 	<ul style="list-style-type: none"> • make streets safer allowing participation in other activities (e.g. evening classes and women's group meetings) • opening horizons through radio, TV and internet
Improved Biogas (supply and conversion technology)	<ul style="list-style-type: none"> • improved health through better stoves • less time and effort in gathering and carrying 	<ul style="list-style-type: none"> • more time for productive activities • lower cost for process heat for income 	<ul style="list-style-type: none"> • control of natural forests in community forestry management frameworks

⁷ Ibid.

⁸ Ibid.

⁹ Mininni, 2014.

	firewood	generating activities	
Mechanical	<ul style="list-style-type: none"> • milling and grinding • transport and portering of water and crops 	<ul style="list-style-type: none"> • increases the variety of enterprises 	<ul style="list-style-type: none"> • transport allowing access to commercial and social/political opportunities

Source: Clancy, Skutch and Batchelor, 2003

The discussion about gender and energy has mostly focussed on the role of women from the perspective of vulnerability. They have been generally represented as passive users and consumers of renewable energy. Accumulated knowledge and experiences gained by women have not been sufficiently into consideration in order to provide technologies that have a sustained use and to create a viable market.¹⁰ Encouraging women to become energy entrepreneurs would imply a range of benefits such as the diversification of productive options, the creation of new sources of income, and the support of family investments in education and health. There are several factors, which indicate that the advancement of women within the sector of renewable energy, especially for small-scale industry, is promising as they are users of these devices, they have mostly a good credit record (microcredits provided by Grameen Bank: 98% of repayment rate).¹¹

4.2 Gender balance in the renewable energy sector

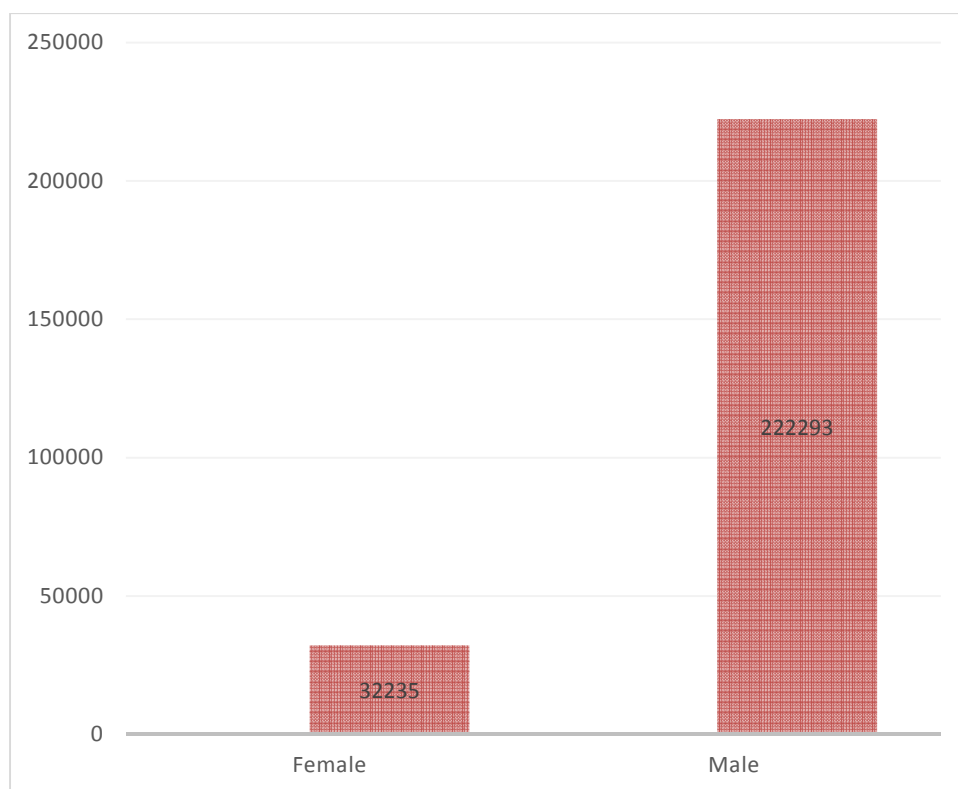
Gender-disaggregated data for the renewable energy sector are not available yet. However, the figures for the energy sector itself are indicating distinct imbalances. In Indonesia for example, 222.293 male persons have been registered working in the sector of electricity, gas and water in 2013, whereas only 32.235 female persons have been registered as working in the same sector at that time.¹² Women in the energy sector work mainly in administration, sales, finance, catering and personnel. According to Roehr (2001) the ratio of women to men in the renewable energy sector has declined since the 1980s. This phenomenon has been generally observed in the climate change sector. In the global North renewable energy has become the domain of large companies, dominated by male personnel. In most industrialised countries, the proportion of women working in the energy sector amounts to about 20% of the workforce. The number of women in management positions is less than 5%. Thus, it is not clear yet, why the gender imbalance in the energy sector is extremely distinct compared to other sectors. According to Clancy et al. (2001) the energy sector has a pronounced male image which discourages women. Gendered socialization and education process, which are leading to the distinct horizontal segregation of the labour market are closely linked to this circumstance.

¹⁰ Clancy, 2004.

¹¹ Dutta, 2003.

¹² BPS, 2013.

Figure 1: Population 15 years of age working in the sector electricity, gas and water by Gender, Indonesia 2013



Source: BPS: 2013

4.3 Gender in GlZ-supported energy projects

According to a cross-sectional evaluation¹³ conducted in 2009 more than half of the evaluated projects did not pay attention to gender issues. This was argued with the assumed equal benefits from the projects for men and women. Some of the projects were marked with GG0 although the theme was highly relevant for female population groups. Several evaluators criticised the GG marking later on. Out of 11 projects with gender markers only three were marked with GG1. However, only two of them conducted gender-related activities. Due to a lack of appropriate indicators gender-related results are still unclear and vague. Only two projects documented concrete results, other reports were based on assumptions.¹⁴

4.4 Gender-related data collected by EnDev

The Energising Development Indonesia (EnDev) project supports public and private rural electrification programs in Indonesia through technical expert advice and review, building the capacity of beneficiary communities, introducing monitoring and evaluation mechanisms and promoting various sustainability measures.

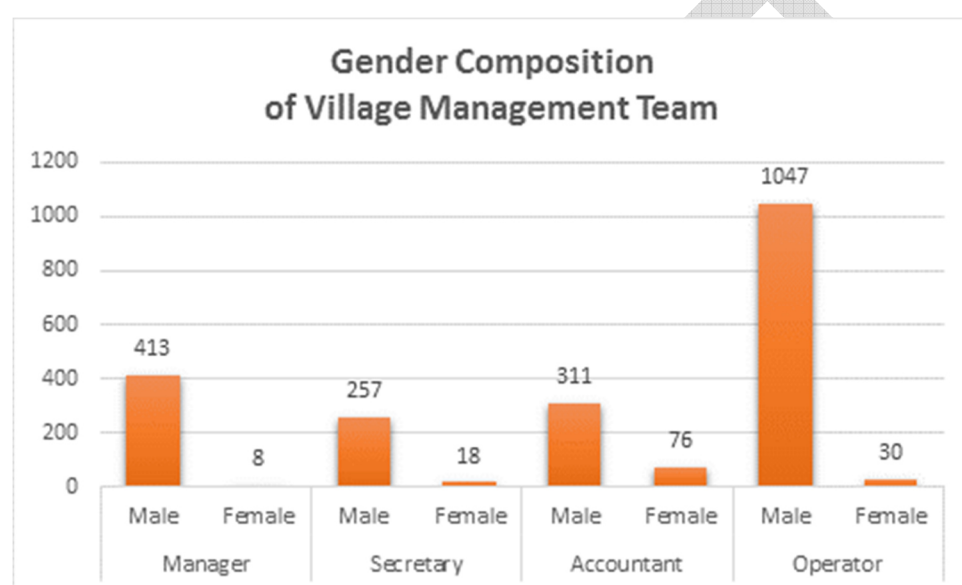
EnDev staff collected gender-disaggregated data for the Village Management Teams (VMT) of the Renewable Energy based power generation. The VMT were established by the target communities to manage, maintain and operate the power generation. The data indicate that there is generally a very low participation of women in the teams. Out of 2160 total team members only 132 are registered as female. The cumulative highest number as well as the

¹³Koelling, Fritz 2009, Querschnittsauswertung zu den unabhanegigen Evaluierungen 2007 im Themenschwerpunkt Regenartive Energien und Energieeffizienz. GTZ. Eschborn

¹⁴ Ibid..

highest participation ratio are in the group of accountants. It is widely known that women play an important role regarding trade and financial matters in Indonesian communities and families. In marriages or small-scale enterprises, women are to a large part responsible for finances. The lowest female participation is among the group of managers, which is closely related to the gendered space-related norm, which associates men with the public domain and to separate them from female domestic, private spheres are associated with women. Furthermore the general patriarchal view on women as inferior to men are closely linked to the low number of female managers. The comparably high participation among facilitators is caused by the fact that in one location usually two to three persons are assigned to take care of the particular facility. Therefore responsibilities have been shared. EnDev did not develop a specific gender approach during this project implementation. However, the team always attempted to increase women's participation in the VMT training.

Figure 2: Gender composition of the Village Management Team, 2012-2014



	No. Site	Manager		Secretary		Accountant		Operator	
		Male	Female	Male	Female	Male	Female	Male	Female
MHP 2012	47	42	3	28	2	34	9	79	5
MHP 2013	138	119	3	56	5	89	32	247	5
MHP 2014	101	79	0	35	2	56	13	162	0
PVVP 2013	112	92	1	78	2	68	12	177	1
PVVP 2014	110	81	1	60	7	64	10	382	19
TOTAL	508	413	8	257	18	311	76	1047	30

* MHP = Micro Hydro Power

* PVVP = (Solar) Photo Voltaic Village Program

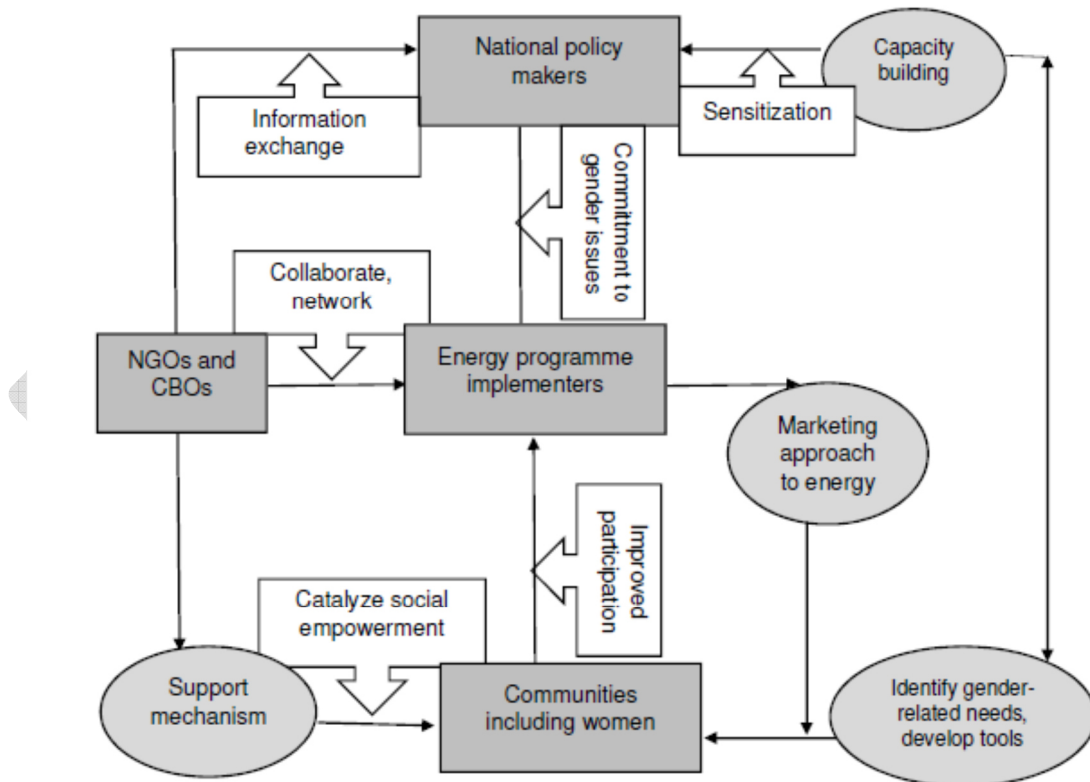
5. Conclusion and recommendations

The issue of gender is still not seen as a priority within energy policies and planning. Data on gender in the context of regenerative energy presented in this analysis emphasise significant gender imbalances, low levels of gender awareness, low capacities in terms of gender competence and thus a lack of know-how to mainstream gender.

While there are important social equity and human rights arguments for gender equality, there are also more practical efficiency-based reasons to invest in projects that increase women's access to renewable energy resources – thereby relieving women's energy-related household burdens and enabling them to scale up their entrepreneurial activities, moving towards greater national and local socio-economic security and resilience to climate change impacts as well as lower carbon emission levels.

Figure 3 illustrates a framework for mainstreaming gender into renewable energy projects. It shows clearly the links and synergy between networking, gender sensitisation activities, gender needs assessments and the inclusion of women at community level. However, in the project context gender-related capacity building should take place at all levels.

Figure 3: Framework for mainstreaming into the renewable energy sector



Source: Based on Dutta 2003

Furthermore the following recommendations should be considered in project planning and implementation:

- a) Conduct gender-based needs assessments in the field and establish a baseline

- b) Develop quantitative and qualitative gender indicators
- c) Outreach to women's organizations concerning energy and climate change initiatives (e.g. ENERGIA and Solidaritas Perempuan)
- d) Support targeted training programs for women in related technical skills, business management, and financing options to support their involvement in renewable energy business opportunities
- e) Make sure that participation in project activities is equal. Given the very low participation rate of women documented by the EnDev project, affirmative actions (quota) should be considered seriously
- f) Support the development of gender-integrated training modules
- g) Engage gender experts and advisors on a regular basis (planning and monitoring)
- h) Use gender-balanced images and representation in training material, project reports, publications, communication and advocacy materials
- i) Consider gender balance in the project team
- j) Develop gender competence within the team to ensure gender-responsive implementation
- k) Cooperate with the gender focal points in the priority area (e.g. PAKLIM and FORCLIME)

6. References

- Badan Pusat Statistik (BPS) (2013) Keadaan Angkatan Kerja di Indonesia. Jakarta
- Clancy, Joy et al (2001) Gender and energy-women's concerns in energy: background and state of the art. Study carried out for the European Commission Research Directorate
- Clancy, J., Skutch, M., and Batchelor S. (2003) The Gender- Energy-Poverty Nexus: Finding the energy to address gender concerns in development. DFID
- Clancy, Joy (2004) Gender Equity and Renewable Energies. Thematic Background Paper. Bonn
- Clancy, Joy (2009) Late Developers: Gender Mainstreaming in the Energy Sector. UKDSA Annual Conference, Colerain, 2-4 September 2009
- Dutta, Soma (2003) Mainstreaming Gender in Energy Planning and Policies. Background paper for expert group meeting. UNESCAP
- ENERGIA (2015) International Network on Gender and Sustainable Energy. Website. available at <http://energia.org/>
- Feed the future (2013) Gender. Regional Agricultural Trade Environment (RATE). USAID
- Jones, Mark (2015) Which ASEAN country does best on gender equality? Available at: <https://agenda.weforum.org/2015/04/which-asean-country-does-best-on-gender-equality/>
- Koelling, Fritz (2009) Querschnittsauswertung zu den unabhanegigen Evaluierungen 2007 im Themenschwerpunkt Regenartive Energien und Energieeffizienz. GTZ. Eschborn
- Mininni, Giulia (2014) Gender and energy issue in the global South: implications for the post-Millennium Development Goals agenda after 2015. In: the luminary. Issue 5. Winter 2014
- Rodenberg, Birte (2009) Climate Chage Adaptation from a Gender Perspective. A cross-cutting analysis of development-policy instruments. DIE Bonn
- UNIDO (2014) Guide on Gender Mainstreaming Energy and Climate Change Projects. Vienna
- Wong, Aline K. (1979) Changing roles and status of women in ASEAN *Contemporary Southeast Asia*, v. 1:2, Sept, p. 179-193
- World Economic Forum (2014) The Global Gender Gap Report. Insight Report. Geneva