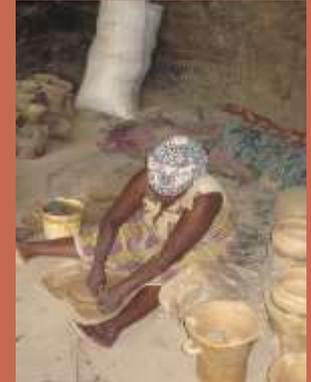


# Policy, Policy, Policy:

## Understanding the barriers to the uptake of ICS

Wikus Kruger, Charlotte Ray, Mike Clifford

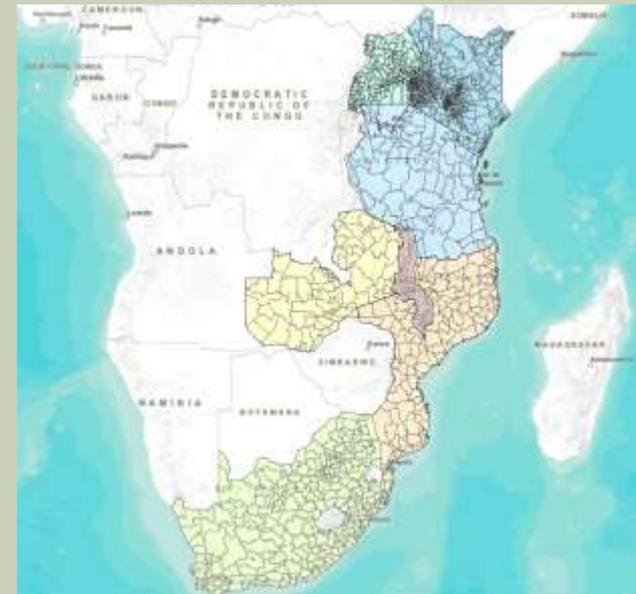


# THE BARRIERS PROJECT

What are the barriers to the introduction and uptake of improved cookstoves (ICS) in East and Southern Africa, and what (if anything) could be done to change this?

## ■ Objectives:

- To assess current uptake of ICS in case study countries.
- Barriers to introduction/ uptake ICS in East Africa.
- How barriers have been overcome.
- Barriers to introduction to ICS in Southern Africa.
- Compare barriers between East and Southern Africa.
- Strategy and Delivery Roadmap.
- Design of 'best practice toolkit'.



# ENERGY INNOVATION: POLICY POLICY POLICY

## Africa Billionaires join together to launch Africa Energy Group

- Nigerian billionaire Tony Elumelu emphasised the key priority for 2015 for Africa as “Policy, Policy, Policy”



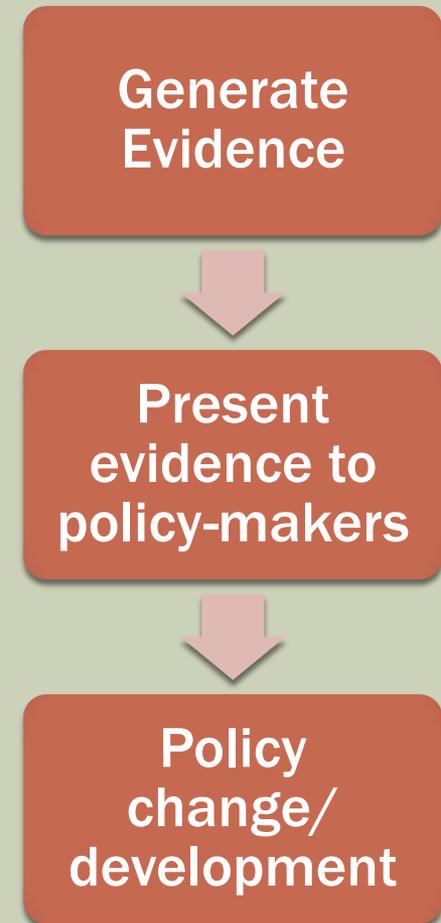
# POLICY, MARKETS AND THE END USER

- “With nearly 3 billion people worldwide cooking with traditional stoves, there is, potentially, a good amount of profit to be gained,”
- “We’ve proven that this market-based approach works. Twenty million stoves later, we know this is a recipe that can be scaled up”
- “It’s a big technical challenge”
- A focus on standards, promotion of initiatives with demonstrable benefits
- How does ‘evidence’ influence policy?



# WHAT IS THE ROLE OF POLICY AND CAN WE INFLUENCE IT?

- **Market Incubation**
  - Stove research & development/testing
    - Kenya
- **Market Scaling**
  - Subsidised stove provision
    - Rwanda
- **Addressing Market Failures**
  - Reaching the poorest
    - South Africa?



# QUESTIONS THAT NEED TO BE ANSWERED

What kind of evidence?

Generate Evidence

Health impacts?  
Money? User experience?

Which policy-makers?

Present evidence to policy-makers

Dept of Energy?  
Treasury?  
Minister? HoD?

What do we want to see?

Policy change/  
development

Policy statement?  
Natl. program?

# SOUTH AFRICA

- Department of Energy prioritises electrification
  - Electrification at 86%; 8% of electrified HH's use wood
  - Strong influence of “Energy Policy Symbolism” (Matinga et al.)
- Department of Rural Development & Land Reform
  - NEW department, Broad mandate, Budget
  - Procurement and provision of some stoves, but no policy (mandate?)
- Local Government
  - Cross-subsidising electricity use → Financial pressure point → LPG, biofuel and biomass cookstoves to low-income HH's
- National Treasury: initiated much of SA's Energy policy & programs



# MALAWI

- No Direct ICS Policy
- Admission in Dept's of Energy and Forestry that ICS on the agenda – also inclusion of MoH to fuel behaviour change
- Active members of the Steering Committee (previous National Cookstove Taskforce)
- Steering Committee is driving force which allows Govt to support in an informal (non-financial capacity)
- Wider market issues such as road infrastructure and transport still need to be addressed



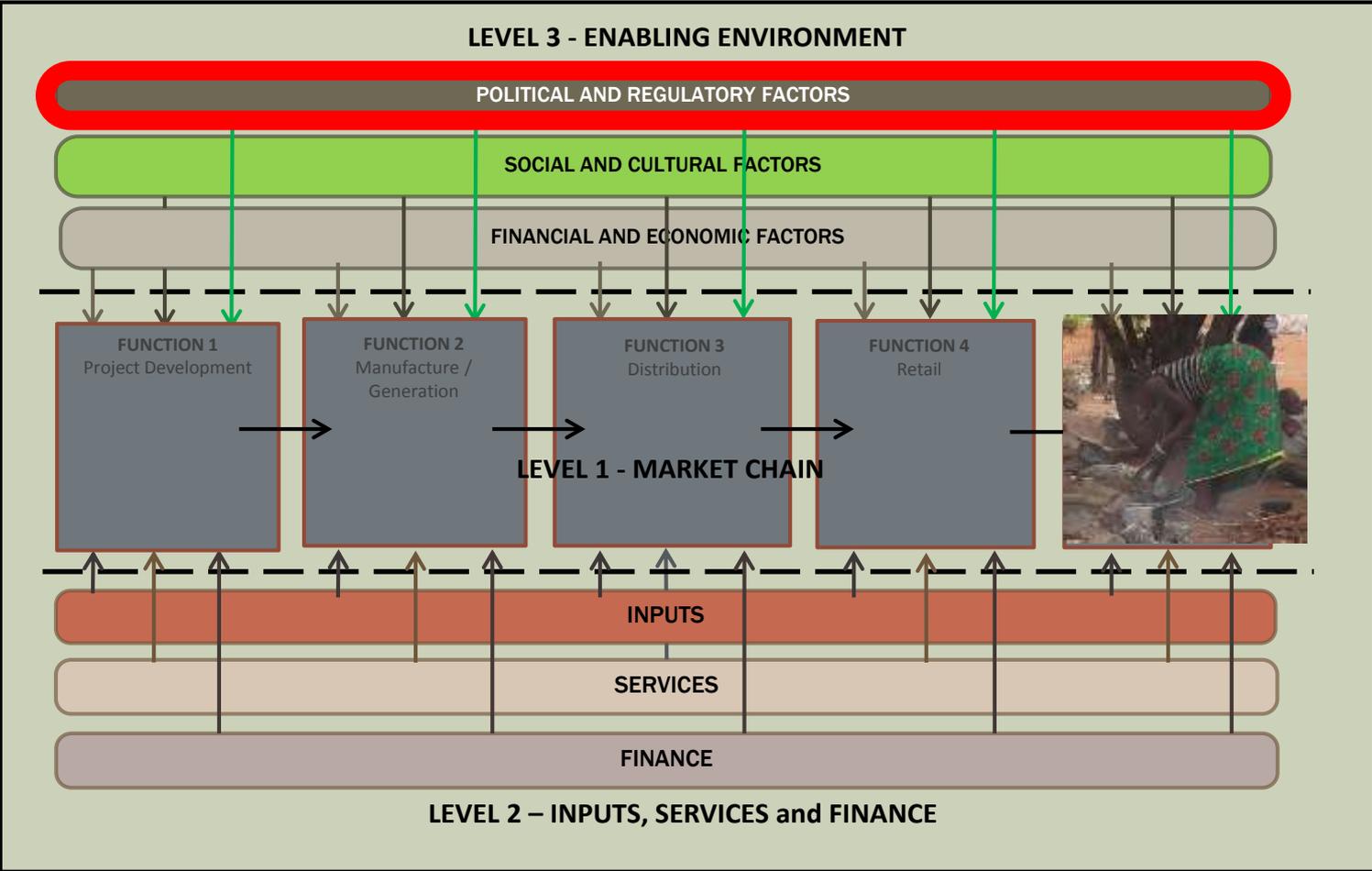
# GOING FORWARD

- Policy can be influenced – but probably not the way we assume
- Need to use opportunities, people, crises as strategic entry points
- Policy? → ? Implementation
  - Content, Context, Commitment, Capacity, Clients & Coalitions
- What does evidence from other regions suggest?

THANK YOU



# ICS VALUE CHAIN



# FACTORS THAT DETERMINE POLICY IMPLEMENTATION

- **Content**
  - What the policy aims to do, its goals and objectives and methods to solve problems.
- **Context**
  - The institutional context through which a policy must travel as well as the external context (politics, socio-economic issues, events etc).
- **Commitment**
  - The commitment of key actors to the goals and methods of the policy at various levels.
- **Capacity**
  - Of those expected to execute all parts of the policy implementation – from managing and administration to technical skills required for actions.
- **Clients and coalitions**
  - Those actors whose interests are affected by the policy and the strategies they employ in strengthening or weakening the policy's implementation.

(Najam)

# SOUTH AFRICA: 5 C'S

## ■ Content

- Energy policy only speaks to electrification

## ■ Context

- Energy policy symbolism.
- Supply-side bias. Electrification.
- No real biomass “economy”

## ■ Commitment

- No commitment from energy policy-makers. Limited interest, politically sensitive.

## ■ Capacity

- Limited capacity in DoE
- Rural Development, Local govt. committing resources.

## ■ Clients and coalitions

- Stove manufacturers unable to influence policy at national level
- Kerosene retailers have vested interests in townships
- Local govt. needs to reduce revenue losses due to subsidised electricity sales



# LESSONS FROM END USERS

“Solar is good. But I don’t use it as my neighbours will think I can’t afford to pay for electricity” (Uncle Ben – Zambia)

“I used to send my Grandmother stoves all the time but I have given up. She doesn’t believe in this type of modern technology” (Energy Consultant)



“I know that smoke is not good for [my family’s] health, but there are times when there is no money or I think of other costs, so I would rather persevere while I wait to acquire something better”(West Kenya)



# MOZAMBIQUE

- Department of Energy
  - Supply-side focused: Electricity, Oil, Gas
  - “ICS is not a political issue, but we want to change that” – Environmental NGO
- Recognition of biomass energy as an issue, but not a priority
  - Developing Biomass Energy Strategy
  - FUNAE implementing ICS projects – but want a national program
- No clear responsibility/mandate
  - Energy? Agriculture? Forestry? Environmental Affairs?
- “Charcoal Mafia” – links to government
  - Blocking certain evidence on e.g. deforestation impacts
- Responding to end-user wants/needs
  - Where NGO’s have provided/facilitated end-user finance, it’s been used to access LPG, not biomass stoves

# MOZAMBIQUE: 5 C'S

## ■ **Content**

- Energy policy mentions biomass, but no dedicated budget.
- Biomass Energy Strategy being developed.

## ■ **Context**

- Supply-side bias from Dept of Energy: Electricity, coal, gas
- ICS programs are almost all NGO driven
- “ICS is not a political issue”

## ■ **Commitment**

- No department taking (full) responsibility
- No high-level champion
- Most commitment from actors **OUTSIDE** government

## ■ **Capacity**

- Limited capacity in DoE. FUNAE more involved, but limited role.

## ■ **Clients and coalitions**

- “Charcoal mafia”
- Uncoordinated NGO/development partner sector

# EVIDENCE - ZAMBIA

- National Energy Policy (2008), lots of initiatives / projects, but little coordination
- “Energy and Forestry cannot be separated”
- “The presence of policies cannot work alone”
- “People do not see the immediate impacts of ICS especially in terms of fuel. They believe that trees will always be available. The end-users... were more concerned about how attractive the stove appeared”



# EVIDENCE: NIGERIA

- Recent plans to import clean cookstove components and ‘wonderbags’ for free distribution to ‘poor rural women’ worth N9.2 billion
- Project expected to spend tens of billions more procuring a total of 20 million cookstoves for poor households nationwide within 5 years
- “How does a project, detached as it is from the everyday experiences and expectations of the poor rural women it purports to be so concerned about, hope to establish and sustain the clean cooking culture it is so lavishly trying to promote?”

Country-wide energy strategy or Goodluck Johnathan’s final act?

