Annex 10 Gender Analysis and Action Plan

Introduction: In general, São Tomé and Príncipe ranks relatively highly on gender indicators related to human capital (e.g., health and education indicators), but is weaker on issues related to women's economic advancement.[1] Many of the economic barriers women face stem from gender norms (e.g., who is responsible for housework and caring for children, especially caring for children after marriage dissolution). The country had a Gender Inequality Index (GII) value of 0.537 (on a scale of zero to one, with one representing perfect equality) in 2019; this meant it ranked 133rd of 162 countries.[2] The ratio of the female-only Human Development Index (HDI = .590) to the male-only one (HDI = .651) in 2019 meant the calculated Gender Development Index (GDI) stood at .906.

Legal system: São Tomé and Príncipe, beginning during the socialist regime, guaranteed legal equality between men and women and officially promoted gender equality.[3] The World Bank dataset, "Women, Business and the Law" (WBL), gives São Tomé and Príncipe perfect scores when it comes to constraints on freedom of movement, laws affecting women's decisions to work, and gender differences in property and inheritance.[4] For example, the kinship and inheritance system are bilateral, passing from both father and mother to children of both sexes.[5] Though, as of 2016, if a women were in a de facto union ("*viencha*") with an already married man, there were no inheritance rights.[6] Other areas still in need of legal reforms according to WBL include: laws affecting women's pay, constraints related to marriage, laws affecting women's work after having children, constraints on women starting and running a business, and laws affecting the size of a woman's pension.[7]

Cultural norms: Social norms are commonly aligned with general notions of male dominance, even if individual women who are upper income and well educated have always been allowed to achieve social prestige and recognition.[8] Gender norms in São Tomé and Príncipe are such that women shoulder the bulk of responsibility for domestic chores and caregiving. Most marriages are de facto unions, with formal marriages rare and only typically entered into by educated and elite individuals.[9] Polygyny is widely practiced (as visiting relationships, not in the same residence), and serial relationships are common, with the result that more than one third of households are female-headed.[10] De facto unions, while legally recognized, offer incomplete legal protection for women and leave children overwhelmingly as their mothers' responsibilities.[11] Single parent nuclear families are generally headed by women while men are more often heads of couples-based families with children.[12]

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[1] Kirkwood, "Country Economic Memorandum for São Tomé and Príncipe Background Notes: Note #13 What Do We Know About Gender in São Tomé and Príncipe."
[2] United Nations Development Programme, *Human Development Report 2020*.
[3] Seibert, "Women in São Tomé and Príncipe."
[4] World Bank, *Women, Business and the Law*.
[5] Seibert, "Women in São Tomé and Príncipe."
[6] Elba and Posser, "Estudo Sobre Competências das Organizações no Domínia da Equidade de Género."
[7] World Bank, *Women, Business and the Law*.
[8] Seibert, "Women in São Tomé and Príncipe."
[9] Seibert.
[10] Clarence-Smith and Seibert, "Sao Tome and Principe."
[11] Thierry, "Monitoring Gender Data and Evaluating Differential Effects to Reduce Inequality."
[12] Elba and Posser, "Estudo Sobre Competências das Organizações no Domínia da Equidade de Género."

Minigrid project interventions that seek to ease and redistribute household and caregiving work should be sought out. For example, the inclusion of daycare facilities among the priority social infrastructure to electrify should be considered and child-care should be offered for any project-related events, such as training, conferences, or apprenticeships. The promotion of end-use equipment related to domestic chores, such as high efficiency e-cookers, small water boilers, miniature food processors, etc. may save women time and even encourage men to become more involved in cooking tasks. The switch to electric cooking in South Africa, for example, was found to encourage more male participation.[13]

Health: Males in São Tomé and Príncipe face overall greater mortality risks. Whereas 79 percent of females born today are projected to live to age 65, only 70 percent of males will. The male infant mortality rate is 26 per 1,000 live births compared to 21 for females, and the male under-5 mortality rate is 33 per 1,000 live births compared to 27 for females (2019).[14] The fertility rate is around 4.2 births per woman (2020), the adolescent birth rate stands at 91 births per 1,000 women ages 15-19 (2020) and the maternal mortality ratio is 130 deaths per 100,000 live births (2017 modeled estimate).[15] Forty-four percent of non-pregnant and 51 percent of pregnant women were estimated to be anemic (2019).[16] Fifty-seven percent of reproductive-age women (ages 15-49) had their needs for family planning met with modern methods (2019).[17]

Education: The gender parity index for youth literacy rates is 1, denoting equal attainment and revealing recent progress in education compared to the gender gaps that persist among older cohorts. Nationally, the female literacy rate for ages 15 and older is 90 percent versus 96 percent for males (2018).[18] This means that when the project engages older female stakeholders in particular, it should consider employing appropriate communication channels (i.e., aural in addition to written methods). In some respects, it seems traditional gender education gaps are swinging the other way to the point where boys are now lagging. By 2015, the gender parity index for primary, secondary, and tertiary enrollment was 0.97, 1.16, and 1.04, respectively.[19] Boys had a slightly higher out-of-school rate at the upper secondary level (19 percent versus 16 percent for girls); and in 2017, boys also lagged in completion rate of lower secondary school (67 percent versus 81 percent for girls).[20]

Livelihoods: Despite having a relatively gender balanced population, women account for only 35% of the labor force,[21] and the female per capita Gross National Income (GNI) in 2019 was under half of the male GNI (USD 2,463 versus 5,439).[22] Women represent 71 percent of the unskilled labor force, 94 percent of the domestic sector and 59 percent of the services and commerce sector.[23] The agricultural sector exhibits significant occupational segregation; women are mostly involved in selling and distribution while men, who make up 66 percent of rural workers, are mostly involved in production.[24]

[13] Annecke, "Whose Turn Is It to Cook Tonight? Changing Gender Relations in a South African Township."
[14] World Bank, "World Development Indicators | DataBank."
[15] World Bank.
[16] World Bank.
[17] UN Women Data Hub, "Country Fact Sheet | Sao Tome and Principe."
[18] World Bank, "World Development Indicators | DataBank."
[19] World Bank.
[20] World Bank.
[21] World Bank.
[22] United Nations Development Programme, *Human Development Report 2020*.
[23] Soares da Gama, "2018 African Economic Outlook."
[24] Soares da Gama.

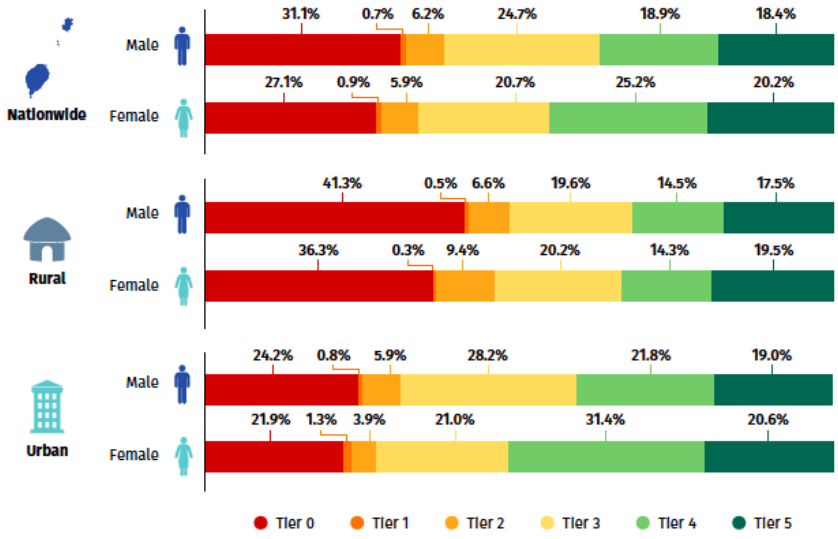
Interviews with 30 female, formally registered traders involved in importing and selling goods revealed women do not generally feel that there is legal or de facto gender discrimination, but that women's on average lower educational attainment and literacy rates compared to men were important barriers to business success, especially administratively.[25] Also, competing demands of caregiving and household responsibilities, which men did not face to the same degree, made female entrepreneurs more time constrained.[26] According to stakeholders at a 2019 workshop[27] in service of a national action plan for women's economic empowerment and financial inclusion, the main obstacles to address include: unpaid care work, high adolescent pregnancy rates, gender-based violence, lack of collateral to secure loans, high illiteracy rates, and social norms.[28] Around 57 percent of female-headed household have access to a loan or line of credit while 72 percent of male-headed households do.[29]

Minigrid activities that support electrification of both male-led and female-led enterprises, and importantly help female-led enterprise grow, in size and/or profitability, to achieve parity with male-led enterprises, can be a key focus of the program. At present, men and women exhibit distinct patterns of clustering in various occupations. Also, there are noticeable differences in livelihood realities between income quintiles, with poorer quintiles having weaker property rights, lower asset levels. Thus the minigrid program must seek out a balanced set of activities to support men and women across the economic spectrum.

Energy:[30] In São Tomé and Príncipe, male-headed households are slightly more likely to lack access to electricity (30.5 percent versus 26.6 percent), largely because two-thirds of female-headed households are located in the Center-West region where grid coverage is higher.[31] In rural areas, 41 percent of male-headed households are in Tier 0 of the ESMAP Multi-Tier Framework[32] (MTF) for electricity access compared with 36 percent of female-headed households, and there is a greater percentage of female-headed households than male-headed households in Tier 5 (see Figure 1).[33]

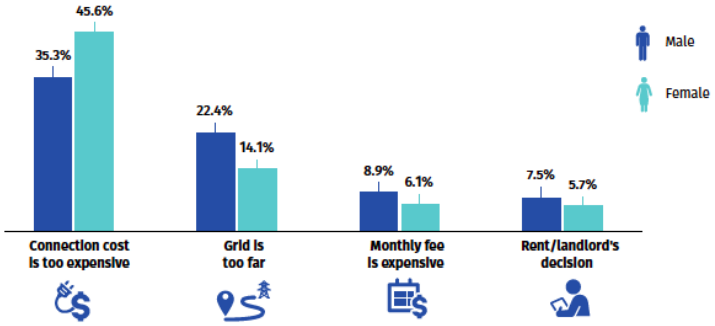
Figure 1 MTF electricity tier distribution by gender of household head (urban/rural)

[25] Vaz, "Género No Comércio Externo - Perspectiva Das Mulheres Comerciantes Em São Tomé e Príncipe."
[26] Vaz.
[27] Hosted by the Government, the International Monetary Fund, the United Nations, and the High Commission of Canada
[28] "Press Release No. 19/252: Women's Economic Empowerment and Financial Inclusion in the Democratic Republic of São Tomé and Príncipe."
[29] Brutinel et al., "São Tomé and Príncipe Beyond Connections: Energy Access Diagnostic Report Based on the Multi-Tier Framework."
[30] The ESMAP Multi-Tier Framework survey appears to be the only recent, detailed and English-language source available regarding the gender and energy situation in São Tomé and Príncipe; it is the sole reference for this sub-section.
[31] Brutinel et al., "São Tomé and Príncipe Beyond Connections: Energy Access Diagnostic Report Based on the Multi-Tier Framework."
[32] The Multi-Tier Framework measures electricity access along seven dimensions and places users in six different tiers of access. For more information, see https://mtfenergyaccess.esmap.org/methodology/electricity.
[33] Brutinel et al., "São Tomé and Príncipe Beyond Connections: Energy Access Diagnostic Report Based on the Multi-Tier Framework."



Source: Brutinel et al, 2019

Figure 2 Barriers to gaining access to electricity grid by gender of household head



Source: Brutinel et al, 2019

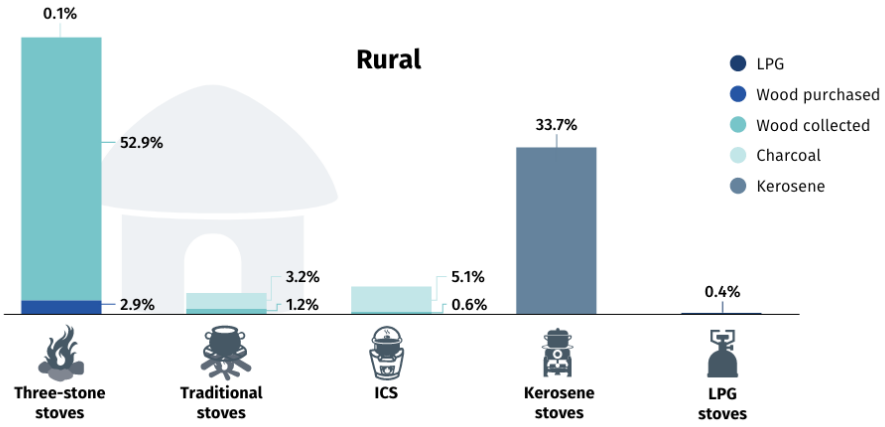
By far the most important barrier to gaining access to grid electricity, according to the MTF survey, was the initial connection cost, and this was a greater barrier for female-headed households compared to male-headed ones (see Figure 2). Addressing this barrier, either through connection subsidies or the affordable amortization of connection costs, will be an important design consideration for the mini-grid program to ensure that male- and female-headed households can take equal advantage of opportunities to connect. Implementing partners will have to see whether the regulator enacts a newly proposed tariff by the time the minigrid program goes to implementation in order to determine if additional connection support is warranted.

Biomass[34] is the most common cooking fuel in rural areas, accounting 66 percent of cooking practices (see Figure 3), practices which are very similar between male-headed and female-headed households (see Figure 4). Adoption of the cleanest available cooking technology in São Tomé and Príncipe, LPG, is driven almost entirely by female-headed households in urban areas (see Figure 4). This is the only technology that significantly reduces the number of minutes women spend in the kitchen every day, eliminates

[34] Biomass can be used with either 3-stones, traditional stoves, or improved stoves.

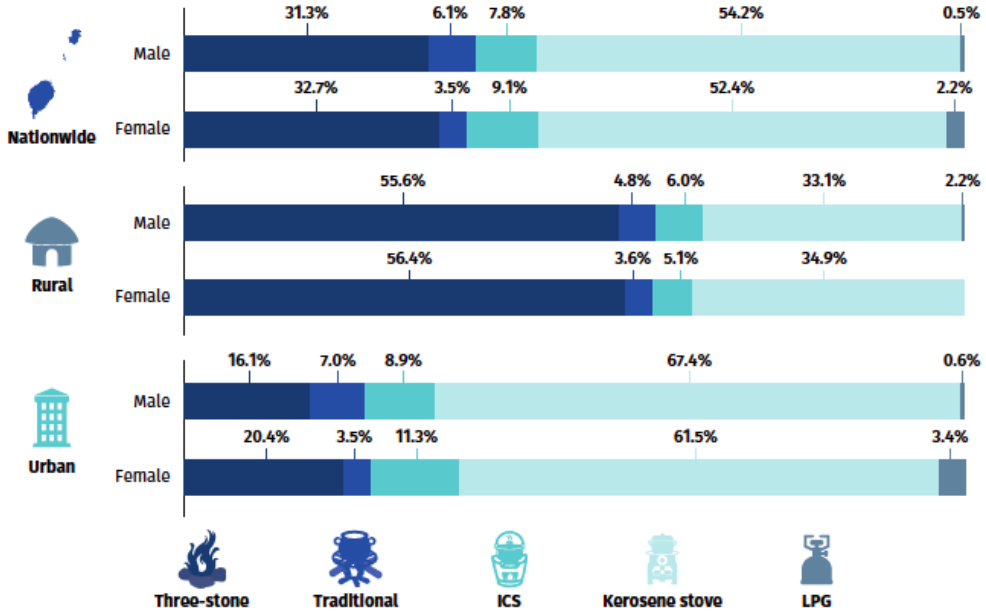
completely minutes spent in the kitchen by children; it is also the technology associated with the greatest relative participation by men in cooking chores (see Figure 5). These facts weigh significantly in favor of piloting high-efficiency electric cooking appliances due to the outsize gender outcomes they may provide (e.g., freeing up women's and children's time, encouraging more equitable division of household labor).

Figure 3 Distribution of fuels and cookstoves in rural areas



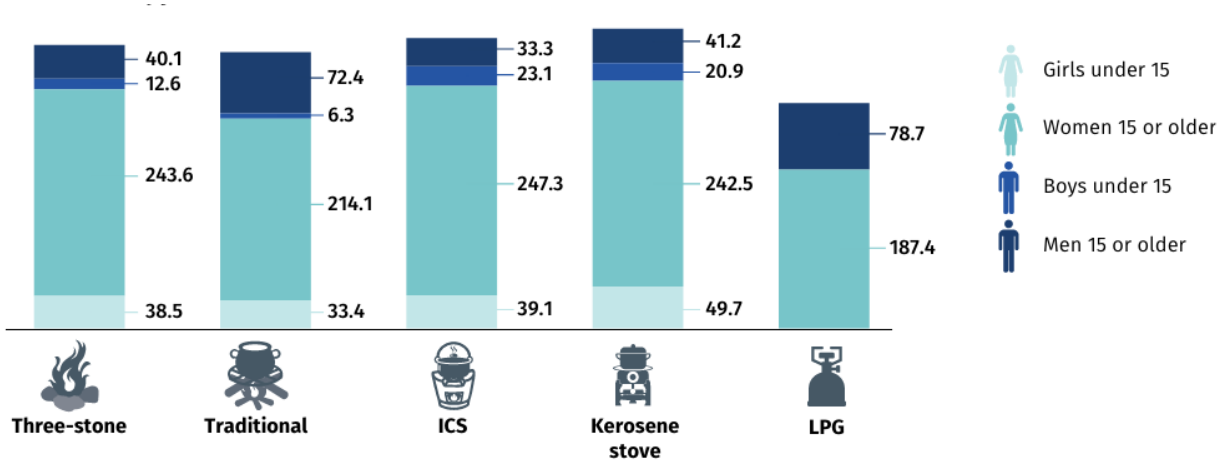
Source: Brutinel et al, 2019

Figure 4 Access to cooking solutions by technology and gender of household head



Source: Brutinel et al, 2019

Figure 5 Minutes spent in the cooking space per day by age, gender and type of stove



Source: Brutinel et al, 2019

Policy and institutions: The National Strategy for the Promotion of Gender Equality and Equity (ENEIG) is a key initiative establishing policy and strategic; its current five-year plan, drafted in 2019, will run through 2026.[35] The National Institute for the Promotion of Gender Equality and Equity (INPG) is charged with implementing ENEIG, however the INPG is somewhat marginalized politically, limiting its ability to influence policy and strategy reforms, mobilize resources, and incorporate targeted indicators and results into sectoral strategies and action plans.[36]

Gender Action Plan

The present gender analysis is comparatively superficial, thus additional analysis and actions are warranted during the implementation phase. Due to its small size, São Tomé and Príncipe lacks data for several of the gender statistics collected by AMP for most of its other countries. UNWomen reports that as of December 2021, only 34 percent of the gender indicators needed to monitor the SDGs were available.[37] The most recent national population survey (e.g., census, demographic and health survey, multi-indicator cluster survey, etc.) was held in 2012 and is a decade old. . There are also fewer recent, in-depth gender analyses published by large development agencies (e.g., African Development Bank, World Bank, etc.) and the ones that do exist rely on dated statistics themselves.

For the present AMP Project, there was no in-country travel considered for the PPG gender and energy specialist, who also faced language barriers with the desk review. It is therefore recommended that key personnel for implementation should: **a)** be gender-balanced, **b)** either have prior experience gender mainstreaming in projects or complete a gender-and-energy training course, and **c)** spend extra time conducting site-specific gender assessments as part of more detailed feasibility studies.

Based on the available information, the greatest gender opportunities identified at present for the program include: **1)** ensuring gender balanced representation within meetings, working groups, and implementation teams, taking into account that women are generally more time and mobility constrained and are more likely to have competing care responsibilities, **2)** promotion and support of various end-uses

[35] República Democrática de São Tomé and Príncipe, "São Tomé and Príncipe Nationally Determined Contributions (NDC-STP) Updated."
[36] Soares da Gama, "2018 African Economic Outlook."
[37] UN Women Data Hub, "Country Fact Sheet | Sao Tome and Principe."

valued by women and men, to be determined via site-specific focus group discussions that include both women heads of households, women living in male-headed households, female employees and entrepreneurs, agricultural development program participants, health and sanitation groups, youth associations, and tourism boards, among others **3)** gender assessment of potential anchor clients (ownership, employees, clientele, etc.), ensuring to the extent possible that there is a gender equitable benefit incidence, and **4)** incorporation of affordability measures in the connection regime whether through subsidies, credit, or combination of both. The table that follows details gender actions that can be undertaken in concert with each of the outputs described in the main project design document.

Outcome 1	Gender Mainstreaming Objective
Stakeholder ownership in a national minigrid delivery model is advanced, and appropriate policies and regulations are adopted to facilitate investment in low-carbon minigrids	Gender diversity and balance in national dialogue, with women's and men's concerns addressed in equal measure, leading to gender-aware policies and regulations (i.e., not gender-blind or gender-neutral)

Outputs	Gender Actions	Suggested Indicators	Suggested Targets	Budget
1.1 An inclusive national dialogue to identify minigrid delivery models is facilitated, clarifying priority interventions for an integrated approach to off-grid electrification	Participation by Federação das Organizações Não-Governamentais (FONG-STP), Instituto Nacional para Promoção da Igualdade e Equidade de Género (INPG), and/or Plataforma para Direitos Humanos e Equidade de Género (PDHEG) and their membership in program events, working groups, steering committees, etc. Mainstream gender into each subject matter discussion	M/F membership M/F representation on committees, boards, etc. M/F event attendance M/F presentations, speaking roles % of presentations, discussions, reports etc. that include a discussion of gender aspects	40% F/M balance 40% F/M balance 40% F/M balance 40% F/M balance 100% of topics, discussions, reports acknowledge gender aspects	USD 5,000
1.2 Minigrid DREI techno-economic analyses carried out to propose most cost-effective basket of policy and financial derisking instruments	Assess whether minigrids serving large(r) numbers of women's enterprises, or women's domestic energy needs, require alternative financing and subsidy structures	Y/N Gender-specificity of demand explored	Y	Budget included in overall program

	Ensure presentation of findings to national stakeholders includes gender-balanced audience	M/F Gender balance of audience	40% F/M balance	
1.3 A mini-grid regulatory framework, including tariff model, tax regime, and settlement model for electricity transaction, is developed in close coordination with the authorities concerned and other development partners.	Gender mainstreaming in all sub-activities, e.g., detailing opportunities for M/F market participation and the gender impact of rule-making on suppliers and end-users.	Gender mainstreaming exercises completed	100% of sub-activities are gender-aware and conduct mainstreaming	USD 5,000
1.4 Preparatory studies conducted for selected mini-grid sites to enhance sector planning and decision-making on a delivery model for minigrid development.	Ensure all assessments performed under this output are gender-sensitive, including the use of sex-disaggregated data where available, and the incorporation of data layers that are of particular relevance for women (e.g., institutional cooking opportunities, sanitation opportunities, market locations, etc.).	Gender-sensitive assessments completed	100% of assessments are gender-sensitive	USD 10,000
1.5 Domestication of quality standards for solar mini-grid components, and institutional capacity of national standards organizations/bureau strengthened.	Conduct a small survey or series of focus groups to determine male and female preferences for appliances. Ensure that domesticated appliance standards include a mix	Y/N Research conducted on gender and appliance preferences Y/N Presence of gender-neutral, male-preferred,	Y Y	USD 10,000

	of gender-neutral (e.g. lighting), and male-preferred, and female-preferred appliances.	and female-preferred appliances among those for which standards are adopted		
1.6 Support provided to establish the environmental and social policies and plans to ensure mini-grid risks are properly handled	Consider the role of local women as agents contributing to the implementation of the ESIA	None	N/A	Included in overall project budget
1.7 Public programmes (apprenticeships, certificates, university programs) to develop competitive, skilled labour market in mini-grids	Collect sex-disaggregated data for skills gap assessment, including enrollment and completion rates of relevant academic and vocational programs Gender-sensitive training development and gender-balanced delivery	Gender baseline established for skills gap analysis M/F enrollment and completion ratios for training and apprenticeships M/F Satisfaction ratings of training (anonymous)	Y/N 40% F/M balance Gender parity in satisfaction ratings	USD 30,000
Component 2		Gender Mainstreaming Objective		
Innovative business models based on cost reduction are operationalized, with strengthened private sector participation in low-carbon minigrid development.		A) Business models developed with participatory input succeed in addressing the energy needs of both women and men achieve an equitable benefit distribution B) Women and men equally implicated in electricity supply via mini-grid (and related) businesses		

Outputs	Gender Actions	Suggested Indicators	Suggested Targets	Budget
2.1 Minigrids pilot proposals prepared, evaluated and selected through a competitive process, leading to cost-reduction in mini-grids	Ensure mini-grid pilot plan (MPP) includes calls-for gender assessments Creation of gender inclusive and non-discriminatory tendering process Deliberate outreach and support to female potential mini-grid sponsors Requirement that submitted proposals be gender-responsive and include gender action and management plans, including where appropriate male and female local governance structures Inclusion of e-cooking activities as part of at least one pilot	Y/N MPP includes gender assessment and action plan Y/N gender review of tendering process performed M/F sponsored applications to tendering platform M/F successful application to tendering platform % Proposals received that are gender-responsive and include credible action & management plans % Proposals accepted that are gender-responsive with credible plans No. e-cooking devices used on trial basis, sold (cash and finance), and still in use after one year	Y Y At least 40% F applicants At least 40% F awardees 80% of received proposals are gender responsive with action/mgt plans 100% of accepted proposals are responsive with plans 20 trial-use e-cookers	USD 25,000

		Usage/performance data collected on e-cookers and effect on mini-grid (for digital platform & learning)	20 e-cookers sold 80% of sold e-cookers still in use after 1 year	
2.2 Capacity of private sector and end-user groups strengthened for developing innovative, resilient minigrid business models	Achieve gender-balance among participants receiving proposal-writing assistance through outreach, peer-to-peer support, and mentoring relationships Engage women's associations as partners to empower end-users and communities	M/F beneficiaries of proposal-writing support M/F beneficiaries successfully preparing and presenting proposal No. partnerships with women's organizations	40% F/M ratio 40% F/M ratio No. MOUs executed with joint activities undertaken	USD 10,000
2.3 Minigrids pilots fully designed, constructed and monitored, including productive uses and modular hardware and system design (INV)	Maximize the use of semi- and unskilled community labor, male and female, especially youth with the aim of encouraging them to consider careers in the mini-grid sector (e.g., through apprenticeships and casual employment) Use male and female community liaisons where data collection must be done manually	M/F No. temporary jobs created for adults (25+) in local community M/F No. of temporary jobs or hands-on training opportunities created for youth (<25) in the local community M/F number of community members going on to acquire permanent employment	2 M and 2 F 2 M and 2 F 1 M and 1 F	USD 15,000

		in mini-grid—related fields		
Component 3		Gender Mainstreaming Objective		
Financial sector actors are ready to invest in a pipeline of low-carbon minigrids and concessional financial mechanisms are in place to incentivize scaled-up investment.		Financing channels tailored for women and men resulting in equitable access to financing products and services		
Outputs	Gender Actions	Suggested Indicators	Suggested Targets	Budget
3.1 Design support for a financial facility for minigrids, distributed electricity grids and services	Differentiated analysis of barriers faced by male and female minigrid developers, enterprise customers, and domestic end users Gender-inclusive design of financing facility (appropriate products, tailored processes, reasonable criteria, strategic partnerships with existing financial inclusion initiatives, heavy marketing to underserved borrowers/investees/grantees)	Y/N Gender-differentiated analysis Y/N Gender-inclusive financial window design	Gender-differentiated analysis Gender-inclusive design	USD 5,000
3.2 Domestic financial sector capacity-building on business and financing models for minigrids	Include training on consumer-financing for connections, interior wiring, and appliances, and gender-differentiated marketing financial products	Y/N Inclusion of end-user financial products and marketing in training M/F individuals trained	Y 40% F/M ratio	USD 10,000

	Provide training to both male and female bank staff			
Component 4		Gender Mainstreaming Objective		
Digitalization and data are mainstreamed, across stakeholders, into local minigrid market development. Increased knowledge, awareness and network opportunities in the minigrid market and among stakeholders, including benefitting from linkages to international good practice		Ensure digital capabilities don't unintentionally discriminate, violate user privacy, or serve as tools of coercive control		
Outputs	Gender Actions	Suggested Indicators	Suggested Targets	Budget
4.1 A project digital strategy is developed and implemented, including linkages to and following guidance from the AMP Regional Project	Understand increasingly granular gender drivers of connection rates and consumption (e.g., how HH gender/age composition affects propensity to connect, time of use, peak loads, ARPU, etc.) through project digital strategy Include gender/age risk analysis in national digital strategy (e.g., women may have lower access to phones or mobile banking, may be able to be tracked or have others remotely disable power, or could be offered less favorable commercial terms, etc.)	Y/N Program strategy seeks to disaggregate data by gender where possible Y/N gender risks evaluated and accounted for in national strategy	Y Y	No additional budget, covered under main activity
4.2 A Minigrids Digital Platform implemented to track minigrid pilots, and	Same as above (4.1)	Y/N Platform reveals sensitive or adverse	N	No additional budget

to support minigrids scale-up and cost-reduction		information traceable to specific users		
4.3 Quality Assurance and Monitoring Framework for measuring, reporting and verification is adopted and operationalized	None at this time	None at this time	None at this time	None at this time
4.4 Engage with regional project by participating in Communities of Practice and capturing and sharing of lessons learnt	Establish a gender community of practice Ensure that events, especially in-person ones, are gender-balanced in their attendance Ensure gender is mainstreamed into the *Insight Brief*	Y/N gender-themed community of practice M/F attendance at events Y/N gender mainstreamed into *Insight Brief*	Y 40% F/M attendance Y	USD 10,000
Component 5		Gender Mainstreaming Objectives		
Monitoring and Evaluation				
Outputs	Gender Actions	Suggested Indicators	Suggested Targets	Budget
5.1 M&E and Reporting, including (i) Conducting inception workshop and preparing report, (ii) Ongoing M&E, (iii) Mid Term Evaluation and (iv) Terminal Evaluation	Expand on GEF Core Indicator #11 (number of beneficiaries disaggregated by gender) to include metrics (or alternatively qualitative outcome harvesting) related to the *degree* of benefit received. For example… For a residential connection:	TBD, but indicators should seek to characterize the *extent* and the *nature* of benefit for women and men	TBD	USD 13,000

	- Do household members use and benefit from electricity in equal measure? - Who decided which appliances to acquire? - Who paid for the connection, wiring and appliances? - Who keeps the appliances and connection in case of divorce or widowhood? For commercial connection: - What was the increase in total factor productivity pre- and post-connection for male- and female-owned businesses? For institutional connection: - What is the gender split of patients/students/clients making use of electricity-enabled services? - Do the various demographics benefit equally? Ongoing progress monitoring of this Gender Action Plan	No. program activities started to date that included recommended gender actions No. program activities completed that included recommended gender actions	50% 100%	

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