Gender Analysis and Action Plan

**Africa Minigrids Program (AMP)**

**Democratic Republic of the Congo**

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Introduction

This document presents a gender analysis and action plan developed for the Democratic Republic of the Congo National Child Project under the Africa Minigrids Program (the project). The gender analysis and gender action plan (GAP) comply with GEF requirements as expressed in the following documents:

* GEF Policy on Gender Equality (2017)
* GEF Gender Implementation Strategy (2018)
* Guidelines to Address Gender Equality (2018)
* GEF’s Policy on Stakeholder Engagement (2018)

It also complies with DRC’s national policy framework on gender and energy, notably the Practical Action Guide for Gender Mainstreaming in the Energy Sector in DRC from the gender cell at the Ministry in charge of energy. DRC has yet to adopt a National Strategy on Gender and Energy and is currently reviewing its National Gender Policy.

The gender analysis documents women’s differentiated needs and access to resources that might influence their capacity to participate in or benefit from the program. It is articulated along the structure presented in Figure 1.



Figure 1 : Outline of the Gender Analysis

The information included in this analysis derives from initial stakeholders’ consultations, national/ regional statistics, sectoral or country reports, gender analysis undertaken from similar programs and literature review. A complete list of references is presented in Annex 1.

* 1. Alignment between the project and the PDL-145T

The project’s design has been closely aligned with a larger government-funded infrastructure project, the Programme de développement local des 145 territoires (PDL-145T). The PDL-145 allocates $105 million for the electrification of rural territories[[1]](#footnote-2). Part of this is a minigrid component that is implemented by UNDP on behalf of the government and includes the development of 172 minigrids with a budget of $43 million. These investments are considered as co-financing to the AMP project in DRC.

Moreover, the PDL-145T minigrid investments play a key role for the AMP in DRC by contributing to demonstrate cost-reduction which can be leveraged to improve the financial viability of renewable energy minigrids. Although minigrid pilots are not developed as part of this project, this project’s activities have been designed to align with, complement, and contribute to the sustainability and scalability of minigrids developed under the PDL-145T.\

PDL-145T is being financed and implemented by the Congolese government with support from UNDP. The program targets rural off-grid communities living mostly from agriculture and artisanal mining, without access to basic services, including drinkable water.

The operational activities of PDL-145T are implemented under four components: (i) Development of basic socio-economic infrastructures; (ii) Revitalization of local and rural economies, including through the development of the value chain by distributing productive use of energy (PUE) equipment; (iii) Strengthening of local governance; and (iv) Development of a geo-referenced information system for monitoring PDL-145T and the country's other programs.[[2]](#footnote-3)

* 1. PDL-145T gender equality and social inclusion (GESI) requirements and activities

The PDL-145T involves a series of gender equality and social inclusion (GESI) initiatives and requirements:

* It was designed based on **public consultations** in rural communities, organized by the Government, in which women, youth and people with disabilities participated.
* A national **Community Engagement Expert,** as well as three **Gender Equality Experts** are involved full-time in its implementation.
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* The program follows a **Community Engagement and Gender Strategy** based on the UNDP policy and standards.
* A **social analysis** is ongoing to evaluate what the program will bring to different demographic groups, but no specific gender analysis was or will be conducted (they count on this analysis).
* The **contractor’s specifications** include notions on sexual exploitation and violence and universal access. The contractors are requested to hire women for construction work.
* The program established a **Network of Women Champions**, based in Kinshasa to improve community and women’s engagement in the program. The network is composed of female representants from civil society who act as a relay with the different provinces. They have an important role for awareness raising and communication with the communities.
1. Context Analysis

Since the 1990s, conflict, political instability, and authoritarian rule have contributed to a grave, ongoing humanitarian crisis in DRC. Furthermore, there has been forced displacement of populations. Despite the end of the Congo Wars in 2003, these features have remained largely unchanged. DRC is among the five poorest nations in the world and home to one out of six people living in extreme poverty in Sub-Saharan Africa. In 2022, nearly 62% of Congolese, around 60 million people, lived on less than $2.15 a day[[3]](#footnote-4). In January 2019, DRC experienced its first peaceful transition of power. The country is now pointing towards a new social contract between the state and its citizens through the roll-out of free primary education, increased transparency and public sector reforms, an impetus for universal health coverage, and an emphasis on conflict prevention and stabilization in the East.

DRC has a SIGI[[4]](#footnote-5) value of 46.9. placing it among countries with high gender inequality reflecting a discriminatory family code, inequality in physical integrity, limited access to resources and assets, and lack of freedom as a citizen.[[5]](#footnote-6) DRC SIGI score is higher than Africa’s average score of 40 (meaning that gender inequalities are higher in DRC than in Africa). The 2021 female Human Development Index (HDI) value for DRC is 0.449[[6]](#footnote-7) in contrast with 0.507 for males, resulting in a Gender Development Index (GDI) value of 0.885. This means that women’s human development is about 85% that of men. The Gender Inequality Index (GII) value is 0.601, showing high loss in human development for females due to gender inequalities in reproductive health, empowerment, and labor market.

* 1. Policy, Legal and Institutional Framework
		1. Institutions
* The ministry in charge of gender equality if the Ministère du Genre, Famille et Enfant (MGFE). A gender mainstreaming mechanism was established in recent years, with gender teams (the “gender cells” composed of four staff – 2 men and 2 women) created in each ministry and governmental agencies. A minister in charge of gender is allocated to each provincial government, with a Gender Division in its administration. The Thematic Group on Gender can be found at national level to coordinate stakeholders.
* The main governmental body in charge of mainstreaming gender into the energy sector is the Gender, Energy and Development Cell (CGED) of the Ministry of Water Resources and Electricity (MRHE) (5 staff). Its responsibilities are as follows: 1) Initiate, analyze, design, propose and define policy, strategies, methodologies and adapt tools for gender mainstreaming in each stage of energy sector project development; 2) Develop and implement an action plan for gender mainstreaming in the energy sector; 3) Develop partnerships; 4) Build the capacity of agents and managers of public institutions, target groups, NGOs and companies to carry out behavior change communication activities; 5) Evaluate the impact of gender activities throughout the energy sector.
* The National Rural and Peri-urban Electrification and Energy Services Agency (ANSER) promotes electrification in rural and peri-urban areas while also mainstreaming gender in energy access. In 2022, ANSER adopted its Gender Strategy and Gender Action Plan, which objective is twofold: 1) Mainstreaming gender within ANSER’s governance, operations, and work culture and 2) increasing women’s access to energy in rural and peri urban areas.
	+ 1. Gender

DRC ratified the main international conventions on gender equality and women empowerment, including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), in 1986 but has yet to adopt the Optional Protocol to CEDAW.[[7]](#footnote-8) It has also signed/ ratified the Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (Maputo Protocol) and the SADC Memorandum of Understanding on Gender and Development.

DRC has adopted a set of legal instruments to promote gender equality. This includes the Constitution (2006), the National Strategy on Combating Gender-Based Violence (NSCGBV) (2009) and the Law Against Sexual Violence (2006).

Important legal reforms have occurred in the recent years that have a potential to increase women’s economic empowerment[[8]](#footnote-9). (1) The 2016 Family Code removed a variety of discriminatory provisions. The Code now allows married women independent access to finance, property rights, and expands the working age and professional options for women. It removes earlier requirements that a married woman seek the authorization of her husband to undertake certain business activities such as registering a company, opening a bank account, or seeking a loan. (2) The provisions for maternity leave to be paid by the government, rather than the employer, and the equalizing of retirement ages for women and men.

The government developed a National Gender Policy (2017-2021), which aims to achieve gender equality and social empowerment. Five strategic axes were selected for its implementation: (i) the consolidation of gender equality and the empowerment of women; (ii) strengthening the role and place of women and girls in the economy and employment; (iii) increased access of women and girls to decision-making spheres; (iv) fight against forms of sexual violence; and (v) strengthening the institutional mechanism for implementation of the National Gender Policy. The government is currently starting consultations to release a new National Gender Policy.[[9]](#footnote-10) Furthermore, some provinces have developed their own provincial strategy for gender mainstreaming.

* + 1. Energy

DRC’s **National Energy Policy** (2023) mentions that it will integrate the gender approach in the elaboration of plans, strategies, and programs, in collaboration with the MGFE. There is however no specific objectives and activities defined in the policy. In 2018, the CGED released a **Practical Action Guide for Gender Mainstreaming in the Energy Sector in DRC**. In absence of a national strategy on gender and energy (which should be issued in the coming years)[[10]](#footnote-11) this document serves as a guide to government orientations on mainstreaming gender equality in the energy sector. **Law No. 14/011 of June 17, 2014**, liberalized the energy sector and allows any natural or legal person to trade or participate in activities related to the production, distribution, and marketing of electricity. This is a strong legal basis to create entrepreneurship in the energy sector.

* 1. Demographic, Socio-economic Context and Gender Norms

The PDL-145T aims to provide basic services through access to electricity to rural off-grid communities living mostly on agriculture and artisanal mining in areas poorly served by basic infrastructure and social services. In terms of human development, major disparities persist in the spatial distribution of human development gains across the country. Only six provinces out of twenty-six have a Human Development Index (HDI) higher than the national average (0.465). Among the provinces targeted by the project (see red arrows in Figure 2, only Tshopo (0,474) has a higher HDI than the national average, while five are among the country’s poorest provinces, including Bas-Uele (0.397), Tshuapa (0.38), Mongala (0.376), Tanganyika (0.356) and Sankuru (0.342).



Figure 2: Large disparities of human development in provinces

Rural off-grid communities are among the country’s poorest where **food and nutritional insecurity** remains high[[11]](#footnote-12). The provinces targeted by the project that are affected the most are Kasai (where 46% of the population is food insecure), Tanganyka (39%) and Bas-Uele (28%). Its main causes are the low level of investment in agriculture and in basic infrastructure in rural areas, the persistent use of traditional production techniques with low agricultural yields, the lack of access to markets and persistent insecurity in the East. Women and children are highly vulnerable to food and nutritional insecurity, especially pregnant and lactating women.[[12]](#footnote-13) Women play a vital role in food production, distributions and utilizations (the three components of food security). Thus access to technology (electricity and productive appliances) and finance, as well women empowerment and their access to agricultural productive resources are critical factors to promote food security in DRC.[[13]](#footnote-14) PDL-145T could therefore play an important role in solving that problem.

* 1. Access to Resources and Decision-Making

This sub-section presents gender differences in access to decision making, financial resources and productive activities, as well as knowledge and access to information.

* + 1. Decision-making

Patriarchal norms still prevent women from accessing decision-making power at all levels. Women in DRC have a lack of agency that impacts their use of time, their fertility and their participation in income generating activities. First, women represent 13% of the members in the national assembly and 24% of the members in the Senate in 2023, showing a low participation of women in political life.[[14]](#footnote-15) Second, the SIGI subindex on discrimination within the family is 52.5[[15]](#footnote-16) testifying of a “very high” discrimination against women within the household.[[16]](#footnote-17) This means that women have a lower decision-making power at home and that household power dynamics undervalue women and girls. In DRC men are indeed the primary household decisionmakers leaving women less empowered to make decisions affecting their lives. The exclusion of women from household decision-making and local decision-making bodies has been pointed as an obstacle to the success of the government’s programs on water and energy access in rural communities.[[17]](#footnote-18) However, there is a great deal of variation among provinces and between locations. In Tshopo for instance, a study of households living near Yangambi Biopsphere Reserve found that women and men have almost equal power of decision-making over income use and food distribution.[[18]](#footnote-19)

* + 1. Financial resources and productive activities

While the country’s situation remains characterized by massive poverty (74.7%, assessed at the $1.9 a day threshold), extreme poverty is more prevalent among men (75.6%) than women (71.6%).[[19]](#footnote-20) According to indicators, the highest gender discrimination is related to access to financial resources. The SIGI subindex on productive and financial assets is 64.9 which indicates a “very high” discrimination for women to engage in productive activities, get a job or start a business. Women are prone to being involved in low-paid informal economic activities; 94% of women’s employment in non-agricultural sectors is informal, compared with 87.7% for men.[[20]](#footnote-21) Even when they engage in economic activities, there is a **gender productivity gap**. As an example, women farmers in the DRC produce 18% less than male farmers and are 11% less productive than their male counterparts.[[21]](#footnote-22) Comparing men and women in the same household reveals even greater gender gaps. The global trend is that women are overrepresented in less-lucrative value chains, such as those producing food for home consumption and for local and informal markets.[[22]](#footnote-23) Among entrepreneurs, women’s business profits are nearly 67% lower than those of men’s businesses, and women’s businesses employ 70% fewer people.[[23]](#footnote-24) In addition, women’s **time poverty due to** **unpaid domestic and care work** impacts their use of time. Women are responsible for 83% of household chores and 64% of childcare.[[24]](#footnote-25) On an average day, this translates to women farmers spending 1 hour 52 minutes more on domestic work than their male managers.[[25]](#footnote-26) Time poverty prevents women from completing school, from fully engaging in the monetized economy and limit their economic productivity and growth in several ways.[[26]](#footnote-27)

Gender norms restrict women’s **access to assets** – for example, assets acquired within marriage are registered under the husband’s name, and considered his, his parents’, and brothers’ assets.[[27]](#footnote-28) According to law, marital property is administered by the husband, and women and men do not have equal rights to immovable property. The law allows women to inherit, but social norms prevent them from owning a house. A lack of access to new technology also segregates women from modern agriculture. Due to gender norms, women typically give up their incomes from agriculture to their husbands, which prevents them from making productive investments in productive assets, such as better inputs, technologies, seeds, and fertilizers.

* + 1. Knowledge and access to information

In 2020, the **literacy rate** for people aged 15 and over is estimated at 66.0%. It is higher for men (75.4%) than for women (57.2%). In 2020, 73% of the population aged 15 and over had functional numeracy skills. The level is higher for men (80.2%) than for women (66.3%).[[28]](#footnote-29) In 2020, **cell phone use** was low in the DRC, with disparities according to gender and place of residence. Overall, only around 31% of the population aged 15, and over, used a cell phone in 2020 (37.2% of men compared with 24.7% of women). 12.4% of the rural population used a cell phone, compared with 59.9% of the urban population. By 2020, only 6.4% of the population had **access to internet** with only 0.7% of the rural population that has used the Internet in the last 12 months, compared with 16.7% of the urban population. By gender, the results show that men (7.7%) have better access than women (5.2%).[[29]](#footnote-30)

Women from remote communities have very little access to information on agriculture inputs and technologies and women farmers are reported to value only endogenous experiences shared among farmers.[[30]](#footnote-31) It appears, however, that there are differences between provinces. For instance, in the South-Kivu, women constitute more than 60% of members of agricultural cooperatives and associations, providing them with easier access to information, credit, and financial and technical assistance from NGOs. Finally, the CGED highlights the limited knowledge and skills of women related to energy systems at all levels (e.g. to evaluate their energy needs as well as to have a paid job within the sector) as a major issue to improve women’s engagement in the energy sector.[[31]](#footnote-32)

* 1. Gender Roles and Responsibilities within the Energy Sector

Women and children are in charge of **collecting solid biomass** (mainly wood) for the household cooking and fuels needs. Women are also the main stakeholders involved across the biomass commercialization value chain[[32]](#footnote-33). They are involved at all levels, including collecting and depot, transport to the market, trading, selling, etc. Solid biomass is hence an important source of revenue for rural women.

Women tend to be more energy poor and limited access to resources and assets increase their energy poverty.[[33]](#footnote-34) CGED highlights that women **have lower access to modern energy services in rural areas, both within the household and at the community level** (e.g., for productive purposes). CGED also points the limited knowledge of women on good energy use practices as an issue in rural communities.[[34]](#footnote-35) Most salaried jobs within the energy sector are occupied by men and most enterprises working on energy production and distribution are owned by men. Women represent very few students in science, technical, engineering and mathematic (STEM) programs, which limit their potential to obtain well-paid jobs or entrepreneurship opportunities in the booming energy sector.[[35]](#footnote-36)

A study[[36]](#footnote-37) on farm mechanization performed in Eastern DRC found **that women were more prone to adopt farm mechanization** than men due to several reasons: (1) their perception of farming operations as a burden because they have also to carry out housework, (2) their high participation in agricultural cooperatives, which makes them informed on new innovations and facilitates access to financial and technical subsidies by NGOs and (3) the fact that mechanization in this area was mostly promoted on subsistence crops traditionally practiced by women. Despite using less farm mechanization than women, men’s attitude as household heads was crucial. Farm mechanization was indeed more prevalent in households with men who were involved in farming as their main economic activity.

1. Project Analysis
	1. Knowledge and Capacities of the Government Counterpart, Main Beneficiaries and Stakeholders
		1. Public Sector

Since the change of government in 2019, DRC has witnessed a strong political willingness to mainstream gender equality across policies, plans and programs. Recent legal reforms have also provided women with more liberties and rights leading to an increased potential for economic empowerment and decision making. However, many challenges remain with the integration of gender equality within the energy sector mainly related to the insufficient capacities of the main stakeholders involved as well as a lack of representation of women at all levels within the sector.[[37]](#footnote-38) It is reported that insufficient technical and coordination capacity at the MGFE and within the Ministries’ gender focal points limits the progress on gender mainstreaming in various sectors, including energy.[[38]](#footnote-39)

Although the legal framework promoting gender equality has been strengthened in recent years, its application, the creation of more opportunities for access to resources and economic opportunities for women, the prioritization of gender issues at national level and the institutional framework of reference are still lacking.[[39]](#footnote-40)

The CGED at the Ministry in charge of Energy is proactive with its mandate of gender mainstreaming. It leads events and discussion forums on mainstreaming the gender approach in energy distribution, has developed a practical guideline on mainstreaming gender in the energy sector, leads the consultations on developing a National Strategy on Gender and Energy, etc. It however faces challenges related to funding — CGED does not benefit from core funding and is completely dependent on the projects they support. CGED only has an advisory role to the MWRE but cannot make decisions.[[40]](#footnote-41)

* + 1. Private Sector

There is a lack of guidance and support from the government in orienting entrepreneurs. Fiscal measures are poorly adapted, as taxes are very high, which hinders the implementation of energy projects.[[41]](#footnote-42)

* 1. Gender-Related Risks and Opportunities of the Project
		1. Risks
* Without a clear gender mainstreaming strategy, implemented at all steps of the program cycle the AMP project and the PDL-145T could perpetuate existing gender inequalities in access to resources and to decision-making. Women’s specific energy needs linked to domestic and care work or productive activities could be ignored, thus reinforcing gender inequality patterns.
* The rural population faces major difficulties in accessing financing options (formal or informal) and production factors due to their high cost, and benefit little from productive investment from the private sector. Accessing financing is even harder for women who lack agency and access to resources and assets. This may prevent them from accessing domestic and productive appliances, both at individual or collective levels, without which the positive impact from having access to electricity will be limited.
* Greater electrification of communities will lead in the longer term to a reduction in the consumption of solid biomass for cooking, processing agricultural products, heating, etc. It will then be necessary to direct these women towards other, more sustainable economic activities.
	+ 1. Opportunities
* Access to electricity and the respective productive use equipment and appliances will provide much needed economic and employment opportunities for rural off-grid communities. For example, it is estimated that every MW of electricity that is produced and reliably supplied to the population around the Virunga Park (North-Kivu) results in the creation of 800 to 1000 jobs through local business growth.[[42]](#footnote-43) Women and men, youth and senior citizens need to benefit from these new opportunities.
* The PDL-145T has the potential to combat food insecurity through 1) access to technology (electricity and agricultural productive equipment) and finance and 2) women empowerment.[[43]](#footnote-44)
* The legal reforms have removed many obstacles to women’s economic empowerment. As an example, women now have the same rights related to starting a business and obtaining credit. The program can capitalize on these breakthroughs to promote women economic empowerment.
* Minigrids can connect off-grid communities to telecommunication and provide access to information. For example, hybrid renewable minigrid systems can power telephony base stations[[44]](#footnote-45). It is essential to ensure that women and girls can benefit equally from access to information (e.g., through phone ownership, access to internet, etc.)
* Promoting the use of clean electric cooking solutions would decrease the time burden faced by women and girls; and positively impact public health, income generating opportunities, education, environmental management, and gender equality.
* Access to electricity and lighting has a positive impact on children’s schooling levels. Girls and boys need to benefit equally from increased access to lighting and thus contribute to the government’s efforts to universal primary education.
	1. Barriers and Constraints to Participation

The Practical Action Guide for Gender Mainstreaming in the Energy Sector in DRC identifies several obstacles to women’s access to energy and to gender mainstreaming in the energy sector.[[45]](#footnote-46)

1. The low representation of women in decision-making in the energy sector.
2. Weak commitment and accountability by political and administrative authorities to gender mainstreaming measures.
3. Lack of resources and means dedicated to gender mainstreaming and gender equality projects.
4. Unequal representation of men and women in energy sector interventions.
5. Low representation of CGED members (gender experts tasked with ensuring gender mainstreaming in the energy sector) in decision-making bodies in the energy sector.
6. Poor consideration of the gender dimension in public-private partnership procedures in the energy sector.
7. Insufficient skills among women, which hinders gender mainstreaming in the sector.
8. The irregularity of women’s empowerment, which undermines gender mainstreaming in the sector.
9. Under-information of women in the home on sustainable and responsible energy management.
	1. Mapping Partners and Gender Champions
		1. Development Partners
* The **World Bank**’s Gender and Energy Program in Africa has supported gender equality initiatives in the energy sector. In DRC, the World Bank has financed the Electricity Market Development Project for Domestic Consumption and Export (PMEDE) and the Southern Africa Power Market Project (SAPMP). A large WBG (IFC/IDA/WB/MIGA) Scaling Minigrids project in DRC was launched in 2022. The World Bank is also working on establishing a Women in Energy Network in East and Central Africa, which includes DRC. Finally the WBG ESMAP has designed a toolkit on [Gender Equality and Minigrid](https://openknowledge.worldbank.org/entities/publication/9c9f1fc7-634f-5e7c-afb8-43805856aea6).
* **USAID** Power Africa Off-Grid Program supported ANSER to develop its gender equality strategy and action plan.
* **ADB**’s Support to Governance and Improvement of the Electricity Sector (PAGASE) project mainstreams gender in the energy sector and runs until 2025. It has provided institutional and financial support to CGED and ANSER.
* **Africa Development Bank (AfDB).** AfDB is implementing another minigrid program in DRC (FP096), in which it provides gender policy support to the national government.
	+ 1. Public institutions and Programs
* Fonaredd | Fonds National REDD: FONAREDD is a tool for mobilizing funding, cross-sectoral coordination and monitoring of financing linked to reducing emissions from deforestation and forest degradation (REDD+), and mitigating the effects of climate change.
	+ 1. Private sector
* Fédération des entreprises du Congo : Chambre of commerce. They have a national commission on women entrepreneurship (Commission national Femmes Entrepreneurs de la FEC) and organise training with women entrepreneurs and liaise with relevant ministries.
	+ 1. Women’s Groups – National Level

The Congolese legal environment is relatively favourable to civic and democratic freedoms. Articles 23 and 26 of the constitution guarantee freedom of expression and assembly, which enables a vibrant civil society that favours the creation and activities of various women’s groups and associations.

* Cadre de concertation permanent de la femme congolaise. Networks of women with diverse expertise. Can support research, consultations, expertise support, etc.
* Fonds pour la Promotion de la Femme et la protection de l’Enfant (FONAFEN)’s mission is the mobilization and management of resources related to the promotion of women and the protection of children, by: a) contributing to national gender policy; b) strengthening the financing of programs, projects and activities for the promotion of women and the protection of children. FONAFEM’s financing can spur women’s entrepreneurship in the energy sector in DRC[[46]](#footnote-47).
* Réseau de Femmes pour le Développement et la Paix (RFDP): RFDP is an organization that provides a networking framework for women’s rights activists wherever they work in the DRC. Its main objectives are to defend and promote the rights of women and girls, and to involve them in the peace process and in the defense of their rights.
* Droits de la femme et Internet en RDC (DFNET): NGO whose objectives include promoting and defending the rights of women and girls to communication, and providing legal and judicial assistance to destitute women.
* Network of Women in Science and Engineering of the Congo (RFSTEAM)
* Réseau des femmes des Entreprises du Congo (REFEC)
* National Women in Mining Network (RENAFEM in French)
	+ 1. Women’s Groups – Provincial Level

The provinces operate autonomously from the national government. Most actors active in Kinshasa therefore have a provincial counterpart.

* ONG Arche d’Alliance: created in 1997, Arche d’Alliance observes and investigates the human rights situation in South Kivu.
* Initiatives pour la Promotion des femmes autochtones et vulnérables (IPROFAV) : L’IPROFAV is a non-profit NGO founded in 2003 that supports women’s participatory development initiatives. It is based in Bukavu, South Kivu.
1. Gender Action Plan

Based on the gender analysis above, and an assessment of gender risks related to the AMP DRC Project, it was identified that the lack of a clear and consistent gender mainstreaming strategy presents the greatest gender equality-related risk. The project needs to work on addressing occupational gender segregation, mainstreaming gender in the relevant policy framework, and reversing male technological appropriation if it is to prevent most project benefits from going to men, thus exacerbating gender power imbalances that already exist.

To that end, the project will deploy a local gender and electricity specialist on the AMP team, to address these issues. In response to the gender assessment, a gender action plan (Table 2 on the next page) has been drafted to provide a gender lens on the project. This ensures equitable participation and benefit incidence for women and men. Despite the absence of dedicated gender activities, gender has been mainstreamed into each of the components of the project.

It is worth noting that since minigrid investments will be developed by the PDL-145T, the PDL-145T will have its own and separate Gender Action Plan with gender actions that are outside of the scope of this project. Several gender actions are proposed as shown in Table 2 below. Details on the content of the PDL-145T Gender Action Plan will be shared with the AMP project management unit during implementation.

Table 1: PDL-145T Component 2 – Outputs and Gender Actions[[47]](#footnote-48)

|  |  |
| --- | --- |
| **Output**  | **Gender action** |
| Productive uses of energy are distributed to local producers | The program will consider the needs of female producers and distribute adapted PUE.  |
| Agro-sylvo-pastoral value chains are created and supported | The program will consider the needs of female entrepreneurs for start-up and business growth and provide dedicated business support.  |
| Cooperatives and socio-professional groups are created and supported. | The program will work on the inclusion of women and young people in cooperatives and other professional groups.  |

Table : Gender Action Plan

| **Project Outputs** | **Proposed Gender Actions** | **Indicators and Targets** | **Responsible / Institutions** | **Budget****(USD)** |
| --- | --- | --- | --- | --- |
| **Component 1: Policy and Regulation** |
| **Output 1.1** **An inclusive national dialogue to identify minigrid delivery models is facilitated, clarifying priority interventions for an integrated approach to off-grid electrification** | * Ensure integration of women’s organizations into the multi-stakeholder working group to represent women’s and gender equality concerns in the discussions on the minigrid delivery model.
 | Indicators: * # of women organizations involved in the multi-stakeholder working group.

Target: * 2 women organizations involved in the multi-stakeholder working group (1 women business association and 1 women NGO)
 | ANSERUNDP/ AMP | 5 wd @ 300 USD |
| **Output 1.2** **Minigrid DREI techno-economic analyses carried out to propose most cost-effective basket of policy and financial derisking instruments** | Techno-economic analyses: * When carrying out the risk and barrier analysis, AMP will carry out a further analysis and consider the gender dimension of the different investor risks. The DREI analysis will qualitatively assess how the added dimension of gender increases/decreases the probability and impact of the risks categories defined in the DREI framework and the implications this has for the selection of policy derisking instruments. For instance, the analysis can consider the gender effects of any connection subsidies, including implicit/indirect ones, which could predominantly accrue to male house owners, while analyzing long-term power markets to ensure equity in the tariff structure.
 | Indicator:* Gender review of connection costs, subsidies and tariff completed.

Target:* 1 Gender review of connection costs, subsidies and tariff completed
 | ANSER UNDP/ AMP | 8 wd @300 USD |
| **Output 1.3****Capacity building provided to public officials to design procurement/tender processes that incorporate cost-reduction levers and innovative business models** | * Ensure equal access to training for male and female officials.
* Examine the language and requirements of the bidding documents from a gender perspective.[[48]](#footnote-49)
* Capacity building on gender issues/ opportunities related to minigrids, agricultural value chains, and unpaid work.
 | Indicator:* M/F attendance at trainings compared to overall departmental gender diversity.
* Gender review of bidding documents completed, Y/N
* # staff trained on gender issues

Target:* Training attendance rates identical or better than women’s departmental representation
* Gender review completed.
* 100% of staff overseeing bids and tenders (launch, processing and assessing) trained and demonstrating competence on practical exercises
 | UNDP/ AMPAMP Regional Project | 10 wd @ 300 USD10 wd @ 700 USD |
| **Component 2: Business Model Innovation with Private Sector** |
| **Output 2.1****[PDL-145T Minigrid Component] & Pilots developed, including on productive use/innovative appliances and modular hardware/system design, leading to cost-reduction in minigrids** | * AMP will make sure to capture all the gender activities implemented and data collected by the PDL-145T program.
 | Indicator:* Data sharing between PDL-145T and AMP includes relevant gender activities and data from the PDL-145T program developed

Target:* 1 data sharing framework integrating relevant gender activities and data from the PDL-145T program developed
 | UNDP/ AMP | 10 wd @ 700 USD |
| **Component 3: Digital and Knowledge Management**  |
| **Output 3.1****A project Digital Strategy is developed and implemented, including linkages to and following guidance from the AMP Regional Project** | * The Digital Strategy should highlight the importance of collecting users’ data to document the different needs and usages of men and women. This should be reflected in one of the strategy’s objectives, in action points or activities and the strategy M&E plan.
 | Indicator:* # of objective on gender mainstreaming
* # of activities on gender mainstreaming
* # of gender sensitive indicators

Target:* At least 1 objective related to gender mainstreaming in data collection and compilation
* At least 2 activities on related to gender mainstreaming in data collection and compilation
* At least 3 indicators sex-disaggregated or gender sensitive
 | ANSERUNDP/ AMP | 5 @ 300 USD |
| **Output 3.2****A ‘Minigrids Digital and Data Management Platform’ implemented to run tenders and manage data, and to support minigrids scale-up and cost-reduction** | * Document the gender sensitive indicators in the database as included in the M&E Plan
 | Indicator:* Number of gender sensitive indicators included in project data platform compared to M&E plan.

Target:* 5/5 gender-sensitive indicators
 | ANSERUNDP/ AMP | - |
| **Output 3.3****A Quality Assurance and Monitoring Framework for measuring, reporting and verification of the sustainable development impacts of minigrids**  | * Document the gender sensitive indicators as included in the M&E Plan

  | Indicator:* Number of gender sensitive indicators included in project reports compared to M&E plan

Target:* 5/5 gender-sensitive indicators
 | ANSERUNDP/ AMP  | - |
| **Output** 3.4 **Engage with the regional AMP project, via (i) Communities of Practice and (ii) capturing and sharing lessons learnt** | * Document success stories and insight briefs on gender and mini grid topics.
 | Indicator: * Number of success stories an insight briefs produced on topics of gender and minigrids.

Target:* 6 success stories an insight briefs produced on topics of gender and minigrids
 | ANSERUNDP/ AMPPDL-145T team | 15 wd @ 300 USD |
| **Component 4: Monitoring and Evaluation** |
| **Output 4.1** **M&E and Reporting, including (i) Conducting inception workshop and preparing report, (ii) Ongoing M&E, (iii) Mid Term Evaluation and (iv) Terminal Evaluation** | * Document the gender sensitive indicators as included in the M&E Plan
 | Indicator:* Number of gender sensitive indicators included in project reports compared to M&E plan.

Target: * 5/5 gender-sensitive indicators
 | ANSERUNDP/ AMPPDL-145T team | 20 wd @ 300 USD |
|  |  | Total  | 32,900 USD |

Annex 1 – References

Interviews

* Fatou Diop, Coordonator of the Electrification Component and Evelyn Mbata, Community Engagement and Gender Equality Expert, PDL-145T (29 septembre 2023)
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* Cellule Genre, Énergie et développement du MRHE
* ANSER (Agence Nationale d'Electrification et des services Energetiques en milieur rural et péri-rubain)
* ACERD (Association Congolaise des Energies Renouvelables décentralisées)
* Action pour la protection de la femme et de l’enfant (APROFE)
* VIRUNGA ENERGIE
* Institut Supérieur Pédagogique de Mbanza – Ngungu
* Commission Nationale de l'Energie
* ONG Water dream

Policy and Legal Framework

* National Energy Policy (2023)
* CGED, Guide pratique pour l'intégration de l'approche genre dans le secteur de l'énergie en RDC (2018)
* CGED, Forum sur l'apport du genre dans la promotion de mini et microcentrales hydroélectriques (2018)
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Literature Review – Country profiles and Gender analysis of similar programs

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National Data

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2. PNUD, « Programme de Développement Local des 145 territoires (PDL-145T) », Document de projet RDC, 2021. [↑](#footnote-ref-3)
3. World Bank Group, [DRC Country Partnership Framework for the Period FY22-26](https://documents1.worldbank.org/curated/en/214221646062568502/pdf/Congo-Democratic-Republic-of-Country-Partnership-Framework-for-the-Period-FY22-26.pdf). [↑](#footnote-ref-4)
4. The OECD’s Social Institutions and Gender Index (SIGI) measures discrimination against women in social institutions by taking into account laws, social norms and practices that restrict women’s and girls’ rights and access to empowerment opportunities and resources. SIGI scores range from 0 to 100, with 0 indicating no discrimination and 100 indicating absolute discrimination. [↑](#footnote-ref-5)
5. OECD Library, [SIGI Database 2023](https://www.oecd.org/stories/gender/social-norms-and-gender-discrimination/sigi/dashboard?country=COD). [↑](#footnote-ref-6)
6. [Human Development Reports – DRC](https://hdr.undp.org/data-center/specific-country-data#/countries/COD) (2021). [↑](#footnote-ref-7)
7. OHCHR Database – [Ratification Status – DRC](https://tbinternet.ohchr.org/_layouts/15/TreatyBodyExternal/Treaty.aspx?CountryID=48&Lang=EN). [↑](#footnote-ref-8)
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9. Interview with UNDP Gender Focal Point in DRC, 2nd October 2023. [↑](#footnote-ref-10)
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48. As an example, determining if certain requirements deter women and can be waived without compromising project success. It is also important to uncover and alter any male-based assumptions or language in the documents themselves. [↑](#footnote-ref-49)