Country Gender Profile
Democratic Republic of the Congo
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Summary

The Socio-Economic Situation and Gender in the DRC

The General Social, Political, and Economic Situation of the DRC

- Conflicts following its independence and its oppressive dictatorship have become complex and prolonged owing to factors such as ethnic tension and disputes about control over mineral resources. The eastern part of the country is still unstable.
- Of the population in the DRC, which is blessed with vast land and abundant natural resources, 63% still live under the poverty line, and the economic inequality among the population is widening.

Gender

- As indicated by the Gender Inequality Index and SIGI, gender relations in the DRC are determined by strong male-dominant gender norms.
- Women's political participation is limited; women account for only 8.4% of the National Assembly and 4.6% of the Senate (2010), which is one of the lowest in Africa, and 6th from the bottom among 51 African countries. The 2015 revision of the electoral law dropped the 30% quota for women, which is considered a retrogressive sign.
- Women's labour participation is high (70.7%), and almost the same as that of men (73.2%); however, women are in a more difficult situation than men. Women's unemployment rate was 6.7% in 2014 while that of men was 9.4%. Women's labour is concentrated in agriculture and the informal sector and gender norms limit their access to productive assets such as land and capital.
- The issue of gender-based violence against women in the DRC, and especially sexual violence in conflicts is widely known. The number of incidents is decreasing because of the efforts made by the government and the international community. The number of incidents of sexual violence committed by the army and the police, which have long been a great concern, is also declining. However, violence, including domestic violence, is still prevalent and further efforts should be made to end the culture of impunity.
- Marriage is also prescribed by unequal gender relations and women's rights are often not protected; after the death of the husband, the husband's family may take away the couple's assets from the widow. Early marriage of girls is prevalent. Early marriage results in the low education levels of women resulting from dropping out of school, imbalanced power relations at home, and reproductive health problems.

Government Policy on Gender Mainstreaming

- The DRC's national machinery for gender mainstreaming is the Ministry of Gender, Family and Children. A gender focal point is appointed in each line ministry. Each provincial government has a minister in charge of gender and a Gender Division within its administration. A mechanism for gender mainstreaming has been set up; however, technical and coordination capacity of those who oversee gender mainstreaming, that is, the Ministry of Gender, Family and Children and gender focal points, is insufficient.
- At the national level, the Thematic Group on Gender, a forum for coordination of the stakeholders, has been established but does not function well. Selected provinces have a provincial level pilot – the Thematic Working Group for Gender.

- The DRC has ratified many conventions and international agreements related to gender. It also has established laws, policies, and action plans on gender and revised discriminatory Family Code. Despite this progress, and because of the difficulty in awareness raising due to the vast territory and continuing conflicts in part of the country, an insufficient government budget, and lack of capacity in government implementation agencies, implementation of the policies remains an issue.
- UNSCR1325 National Action Plan was launched in 2010 and revised in 2013. Its implementation is slow owing to lack of funds.

Current Situation of Gender by Sector

Security Sector

- The importance of security sector reform as the basis for national development is well established. Human rights violations committed by the army and the police are still an issue. To address this issue, the international community has been providing support to the government.
- Police reform includes gender training of the police and establishment of special units for protection of women and children from violence. These efforts are producing positive results; the number of sexual violence incidents is decreasing, and the work ethics of the police are said to be improving.
- Increase in the number of female police officers will help incorporate gender perspectives into police work and facilitate gender mainstreaming of the police. Although the number of female police officers is increasing, they are still the minority and concentrated in the lower ranks of the command.

Vocational Training

- High youth unemployment rate is a major issue and the government has been trying to address it by establishing policies, plans, and councils where youth can express their opinions. However, several ministries are involved in vocational training without having set up a unified vocational training system. Many vocational training institutions issue own certificates without harmonizing training contents.
- Women are concentrated in agriculture and the informal sector. Their participation in technical training is low.
- For women's business start-ups, in addition to access to skills training and capital, comprehensive support, such as a follow-up service by a mentor or a role model, is important.

Health

- A high maternal mortality rate (MMR) is a major health issue in the DRC (730 per 100,000 live births in 2013); it is caused by several factors such as lack of access to medical treatment, early marriage, and high birth rates.
- Violence is also a health issue, causing serious health problems to victims. Rape often results in unwanted pregnancy and HIV/AIDS infection.

List of Abbreviations and Acronyms

Abbreviation/ Acronym	Term in Full in English or French (Note: GIZ is a German acronym)
ADFL	Alliance of Democratic Forces for the Liberation of Congo-Zaire
AFD	Agence Française de Développment
AfDB	African Development Bank
ASADHO	Association Africaine des Droits de l'Homme
BTC	Belgium Technical Cooperation
CAFCO	Cadre de Concertation des Femmes Congolaises
CAR	Central African Republic
CBO	Community based organization
CEDAW	Convention on Elimination of All Forms of Discrimination against Women
CEDAW	Committee on Elimination of All Forms of Discrimination against Women
CIA	Central Intelligence Agency
CNDP	Conseil National de Défense du Peuple /National Congress for the Defence of the People
COMSEA	Common Market for Eastern and Southern Africa
CSO	Civil Society Organization
CRP	Cellule Reforme de la Police
CSRP	Comité de Suivi de la Réforme de la Police
DGEF	Direction General d'Ecole et la Formation
DHS	Demographic and Health Survey
DRC	Democratic Republic of the Congo
DSCRP II	Stratégie de Croissance et de Réduction de la Pauvreté de Sconde Génération
DDR	Disarmament, Demobilization and Reintegration
DFID	Department for International Development
DGEF	Direction Géneral de la formation et l'ecole de la PNC
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FARDC	Forces Armées de la République Démocratique du Congo
FAS	Femmes Africa Solidarite
FGM	Female genital mutilation
FINCA	FINCA
GBV	Gender Based Violence
GDI	Gender-related Development Index
GDP	Gross Domestic Product
GII	Gender Inequality Index
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GNI	Gross National Income
HDR	Human Development Report
HIV/AIDS	Human immunodeficiency virus infection and acquired immune deficiency syndrome
HP	Home Page
ICGLR	International Conference on the Great Lakes Region
INPESS	L'Institut National Pilote d'Enseignement des Sciences de Sante
ILO	International Labour Organization
INPP	Institut National de Préparation Professionnelle
IRC	International Rescue Committee
M23	March 23 Movement
MDGs	Millennium Development Goals
METPS	Ministre de l'Emploi, du Travail et de la Prévoyance Sociale
MICS	Multiple Indicator Cluster Survey
MGFE	Ministry of Gender, Family and the Child
MONUC	Mission of the United Nations in the Democratic Republic of the Congo

MONUSCO	Mission de l'Organisation des Nations Unies pour la stabilisation en RD Congo (United Nations Organization Stabilization Mission in the Democratic Republic of the Congo)
MoP	Ministry of Planning/Ministére du Plan
MSF	Doctors Without Borders
NAP	National Action Plan
NGO	Non-governmental Organization
NIS	National Institute of Statistics
OHCHR	Office of the UN High Commissioner for Human Rights
OSESG	Secretary-General for the Great Lakes Region
PAQ	Plan d'Action Quinquennal
PNC	Police Nationale Congolaise
PNDRHS	Plan National de Developpment des Ressources Humaines de la Sante
PNDS	Plan National de Développement Sanitaire
PPDRHS	Plan Provincial de Developpment des Ressources Humaines de la Sante
PSCF	Peace, Secuirty and Cooperation Framework
SADC	Southern African Development Community
SGBV	Sexual and gender based violence
SDGs	Sustainable Development Goals
SIGI	Social Institutions and Gender Index
SOFAD	Solidarité des Femmes Activistes pour la Défense des Droits Humains
TVET	Technical Vocational Education and Training
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nation Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNIFEM	United Nations Development Fund for Women
UNPOL	United Nations Police
UNSCR1325	United Nations Security Council Resolution 1325
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
USAID	United States Agency for International Development
WFP	World Food Programme
VSLA	Village Savings and Loan Association

Map of the Democratic Republic of the Congo

http://www.vidiani.com/maps/maps_of_africa/maps_of_congo_democratic_republic/large_detailed_physical_and_administrative_map_of_congo_democratic_republic_with_all_cities_roads_and_airports.jpg

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1. Basic Profiles

1.1 Socio-Economic profile

International Development indicators

Year	HDI		Inequality-adjusted HDI		Reference
	Index	Rank	Index	Loss (%)	
2011	0.286	187/187	0.172	39.9%	(1)
2012	0.304	187/186[1]	0.183	39.9%	(12)
2014	0.433	188/176	0.276	36.2%	(2)

Year	GDI		GII[2]		GDI	
	Index	Group	Index	Rank	Index	Rank
2014	0.833	5[3]	0.673	188/149	0.4276	Very high
Reference	(2)		(2)		(13)	

Fragile States Index[4]

Fragile States Index 2015		Fragile States Index 2016		Reference
Index	Rank	Index	Rank	
109/7	5	110.0	8	(3)

Demographic Indicators

	Population	Urban population	Population growth rate	Ratio of Female Headed Households	
Year	2014	2014	2010/2015	2007	2014
Value	69.4 万人	35.9%	2.7%	20.8%	24.9%
Reference	(2)	(2)	(2)	(4)	

Economic Indicators

	GNI (US$)	Multidimensional poverty index (%)	Poverty headcount ratio (%)	Gini ecoefficiency	Net ODA received (% of GNI)
Year	2014	2013/2014	2012	2012	2013
Value	783	72.5	63.6	42.1	8.6
Reference	(2)	(2)	(4)	(4)	(2)

Inflation rates

Year	2009	2012	2015	Reference
Value	33.9 %	7.5%	0.6%	(4)

Public expenditure by Sector (% of GDP)

	Army	Education	Health
Year	2013	2013	2013
Value	1.25	16.8	1.32
Reference	(4)	(4)	(4)

Industry (% of GDP)

Year	Agriculture	Industry	Service	Reference
2015	20.6	32.5	46.9	(4)

Labour

	Labour force participation rates[5]			Unemployment rate (% of labour force)	
Year	2013	2013	2013	2014	
	Total	Male	Female	Male	Female
Value	71.9%	73.2%	70.7%	6.7%	9.4%
Reference	(2)	(2)	(2)	(4)	

[1] The DRC and Niger have the same value and ranked at 186 among 187 countries.
[2] The Global Gender Gap Index does not list the DRC.
[3] The DRC belongs to the lowest equality group (more than 10% difference).
[4] Ranks are calculated based on 12 indicators (demographic pressures, refugees and IDPs, group grievance, human flight and brain drain, uneven economic development, poverty and economic decline, state legitimacy, public services, human rights and rule of law, security apparatus, factionalized elites, external intervention). Higher marks indicate higher fragility.
[5] Proportion against the population above 15 years old.

Year	Electrification rates	Rural electrification rates	Mobile cellular subscription (per 100 people)	Internet user (per 100 people)	Reference
2014	16.4%	5.8%	-	-	(2)
2014	-	-	108.1 people	7.11 people	(4)
2014	-	-	53.5	3.0%	(2)

1.2 Education Profile

Literacy rates

Year	Above 15 years old (%)					15 to 24 years old (%)				Reference
	Total	Male	Female	Urban	Rural	Male	Female	Urban	Rural	
2009	67	77	57	79	37	-	51	-	-	(5)
2014	61.2	-	-	-	-	78.9	53.3	-	-	(2)

Mean years of schooling

Year	Total	Male	Female	Reference
2010	3.8			(1)
2014		7.7	4.5	(2)

Pre-primary education

Year	Gross enrolment rates (%)			Year	Net enrolment rates (%)			Reference
	Total	Male	Female		Total	Male	Female	
2014	4.17	4.03	4.32	2013	3.92	3.78	4.07	(6)

Year	Gross enrolment rates (%)									Reference
	Primary			Secondary			Tertiary			
	Total	Male	Female	Total	Male	Female	Total	Male	Female	
2014	106.97	112.03	101.84	43.51	53.6	33.33	6.64	9.12	4.15	(6)

1.3 Health Profile

Life expectancy at birth (years)

Year	Male	Female	Total	Reference
2011	47.0	51.0	48.4	(11)
2014	57.2	60.1	-	(1)
2015	58.3	61.5	-	(7)

Health Workforce

Year	Number of doctors (per 1,000 people)	Number of nurses (per 1,000 people)	Reference
2010	0.095	0.824	(4)

Reproductive Health

	Maternal mortality rates (per 100,000 live birth)					Total fertility rate	
Year	2007	2013-14	2013	2015	MDG	2013	2014
Value	549[6]	846	730	693	322	5.9	6.0
Reference	(8)	(9)	(2)	(7)		(10)	(4)

Contraceptive Prevalence

Year	Family planning	Contraceptive prevalence, modern methods	Contraceptive prevalence, any methods	Reference
2012	-	20%	44.7%	(4)
2005-2015	15.6%	-	-	(7)

	Pregnant women receiving prenatal care	Births attended by skilled health personnel	Women who were first married by age 18 (% of women ages 20-24)	Adolescent birth rate (per 1,000 birth)
Year	2012	2012	2012	2005-2015
Value	92.6%	92.5%	32.6%	138
Reference	(4)	(4)	(4)	(7)

[6] Estimation

Infant/under-five Mortality rates

Year	Infant mortality rates	Under-five mortality rates	Reference
1995	148	220	(5)
2001	126	213	(5)
2010	97	158	(5)
2013	86.1	118.5	(2)
2015	75	98	(4)

Morbidity

	Year	Value	Reference
TB incidence (per 100,000 population)	2014	325	(7)
Malaria incidence (per 1,000 population)	2013	295.2	

Immunization

	Measles	DPT3	Hep B
Year	2013	2013	2014
Infants lacking immunization (% of 1 year old)	27%	14%	80%
Reference	(2)	(2)	(7)

Nutrition

Year	Prevalence of underweight	Prevalence of wasting	Prevalence of stunting	Reference
2006	24%	9%	43%	(5)
2011	11.8%	-	-	(4)
2005-2015	-	8.1%	42.6%	(7)
2008-2013	-	-	43.5	(2)

	People using improved drinking water source (% of population) (2015)	People using improved sanitation (2015)
Value	52%	29%
Reference	(7)	(7)

Prevalence of HIV

	Women who received ante-natal care (%)	Ages 15-49 (%)	
Year	2014	2013	2014
Value	47 [41-53]	1.1%	0.6%
Reference	(10)	(2)	(7)

(1) Human Development Report (HDR) 2011
(2) HDR 2015
(3) The Fund for Peace
(4) World Bank Open Data
(5) MICS 2010
(6) UNESCO Data Centre
(7) World Health Statistics 2016
(8) DHS2007
(9) DHS2013-2014
(10) Global Health Observatory
(11) HDR 2011
(12) HDR 2013
(13) Social Institutions and Gender Index 2014

2. The Socio-Economic Situation and Gender in the DRC

2.1 General Social, Political, and Economic Situation of the DRC

2.1.1 Democratic Republic of the Congo: Geography and Population

The Democratic Republic of the Congo (DRC) is situated in central Africa, bordered by South Sudan, Uganda, Rwanda, Burundi, Tanzania, Zambia, Angola, Republic of the Congo, and the Central African Republic. It is a huge country with territory 6.2 times the size of Japan.[7] It has a population of 69.4 million[8] (2014), but this has also been estimated at 81.3 million.[9] The population is young; 33% of the total population is under 15 years old and 45.05% is between 45 and 49 years old.[10]

The population consists of the majority Bantu and Nilotic people[11] with over 200 ethnic groups.[12] French is its official language but other local languages are spoken, such as Lingala (a lingua franca for trade), Kingwana (a dialect of Swahili), and Kikongo. The religion of the majority is Christianity: Catholics 50%, Protestants 20%, the Kinganguist Church 10%, Islam 10%, and other religions 10%.[13]

The DRC is a member of the African Union, Southern African Development Community (SADC), the Common Market for Eastern and Southern Africa (COMESA) and the International Conference on the Great Lakes Region (ICGLR).[14]

2.1.2 Economy

Although blessed with abundant natural resources, the economy of the DRC has stagnated because of rampant corruption since the days of independence and the conflicts that started in the 1990s and continue today. There have been some signs of improvement after the establishment of the 2003 transitional government, and the cities of Kinshasa and Lubumbashi prosper; however, other parts of the country have not changed much (Table 2.1).[15] A large part of the economic activities belong to the informal sector,[16] which is not reflected in GDP. The proportion of each industry's GDP contribution is 20.4% for agriculture, 32.9% for industry, and 46.6% for services.[17]

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[7] Central Intelligence Agency (CIA), the World Factbook
[8] Human Development Report (HDR) 2015
[9] CIA World Factbook
[10] United States Agency for International Development (USAID) 2012
[11] Ministry of Foreign Affairs, Japan
[12] CIA World Factbook
[13] CIA World Factbook
[14] United Nations Development Programmed (UNDP) 2016
[15] CIA World Factbook
[16] 85% of the national economic activities are conducted by small enterprises in the informal sector with less than 10 employees (JICA 2010).
[17] CIA World Factbook

Table 2.1 Economic growth of DRC

	2013 estimation	2014 estimation	2015 estimation
GDP growth rates	8.5%	9.2%	7.7%
GDP per capita (USD)	700	700	800

Source: CIA World Factbook

In the population, 63% lives under the national poverty line.[18] The multidimensional poverty index improved slightly from 74.4% in 2010 to 72.5% in 2013/2014.[19] However, the pace of improvement varies from region to region, with faster improvement in the urban areas. The poverty rate of the urban areas in 2012 was 52.6%, having improved almost 10 percentage points from 61.8% in 2005, while that of the rural areas in 2012 was 69%, an improvement of 7 percentage points from 76% in 2005. Inequality across the society is also widening; the Gini coefficient in 2005 was 39% and rose to 41% in 2012.[20] The loss of inequality-adjusted HDI is larger than in other African countries,[21] indicating severe inequality in the country: it is within the worst ten of the 45 countries described in the African Human Development Report 2016.[22]

2.1.3 History

The DRC achieved independence from Belgium as the Republic of Congo in 1960 and immediately plunged into a crisis due to internal power struggles and foreign intervention. President Mobutu seized power after a coup d'etat in 1965 and maintained an oppressive 32-year dictatorship. In 1991, the country became unstable with an uprising in Kinshasa. The influx of refugees from Rwanda and Burundi in 1994 instigated ethnic tension and led to riots of the Tutsi in 1996. Other anti-government forces joined it and formed the Alliance of Democratic Forces for the Liberation of Congo-Zaire (ADFL). In May 1997, Laurent-Desire Kabila led ADFL, with the support of Rwanda and Uganda, took control of Kinshasa and became the president of the Democratic Republic of the Congo. In August 1998, armed forces rose against the government in the eastern part of the DRC, backed by Ugandan and Rwandan forces. Zimbabwe, Angola, Chad, Namibia, and Sudan sent their armies to support Kabila and the conflict developed into an international war. The Lusaka Ceasefire Agreement was signed in August 1999; however, instability continued with sporadic fighting.[23]

In January 2001, President Laurent-Desire Kabila was assassinated and his son, General Joseph Kabila succeeded him. President Joseph Kabila has promoted national dialogues, improved relationships with neighbouring countries and the West, and implemented a free market policy. In 2002, the peace process moved forward and an agreement was made with Rwanda and Uganda; the

[18] CIA World Factbook, World Bank Open Data
[19] HDR 2015
[20] African Economic Outlook 2016 (Country Notes, DRC)
[21] The higher the loss of inequality-adjusted HDI from HDI, the more severe the inequality.
[22] The DRC is one of the worst ten countries among the 45 countries described in the African Human Development Report 2016.
[23] Ministry of Foreign Affairs of Japan, CIA World Factbook

Rwandan and Ugandan armies left the DRC. In December 2002, the Pretoria Accord was signed by all parties and the transitional government was established in July 2003. In 2006, Presidential and National Assembly elections were held, and Joseph Kabila was sworn in as the president.[24]

President Joseph Kabila was re-elected in December 2011 and served two terms.[25] The Constitution sets maximum terms for a president at two, and President Kabila was supposed to step down in December 2016. When the government proposed a census for voter registration, which would take a long period to complete in such a huge country experiencing conflict in certain areas, civil society criticized this as a tactic of Kabila's for staying in power. Demonstrations started in early 2016 in many places in the country[26] and the latter half of 2016 saw fatal casualties. On 31 December 2016, President Kabila and the opposition signed an agreement on the transition period and the situation calmed down. The agreement stipulates that a transitional government including the opposition would be established by March 2017; the Presidential election would be held in 2017 and President Kabila would then leave the Presidential office.[27]

2.1.4 An Undesirable Legacy in Administration from the Colonial Days

During the colonial time, the population was only exploited and did not receive public services. Education and health services were provided by organizations affiliated to churches. As a result, the government and the population still have the notion that the government is to control the population and, except for infrastructure development, social services like education and health are to be taken care of by religious organizations or international NGOs.[28] For example, in South and North Kivu, medical services are provided by Doctors Without Borders (MSF), and education by UNICEF, and other international organizations and NGOs. It is a concern that development partners, such as international organizations and NGOs, take over the role of the government, while the government may not take their responsibility seriously and instead diverts resources from social services to somewhere else.[29] The population does not trust the government because the security and judicial sectors are corrupt.[30] Government officials, who are accustomed to being subjugated, simply pass on information and wait for orders from the top. There is little or no intersectoral cooperation.[31]

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[24] Ministry of foreign Affairs of Japan, CIA the World Factbook
[25] Ministry of foreign Affairs of Japan website
[26] Al Jazeera
http://www.aljazeera.com/indepth/features/2016/01/drc-opposition-pushes-elections-2016-160126064334721.html (Last access: 19 January 2017)
[27] Al Jazeera
http://www.aljazeera.com/news/2016/12/drc-kabila-step-elections-deal-161230210226827.html (Last access, 19 Jan2017)
[28] USAID 2012; an official of the Ministry of Gender, Family and Children said that the government establishes policies and NGOs implement them (2 February 2017).
[29] Hellsten 2013
[30] USAID 2012
[31] USAID 2012

2.1.5 Conflicts in the Eastern Congo

Eastern Congo has been unstable since the 1990s owing to historical ethnic tension, armed conflicts over natural resources, and foreign intervention. In North Kivu, in January 2008, the Tutsi-related National Congress for the Defence of the People (CNDP) and other anti-government forces signed the Goma Agreement, which included an immediate ceasefire and disarmament, demobilization, and reintegration measures (DDR). However, at the end of August 2008, CNDP clashed with the DRC national army (FARDC). In March 2009, with the mediation of the international community, the government and CNDP signed a peace agreement and CNDP was integrated into FARDC. However, this integration failed and in April 2010, former CNDP members who deserted FARDC formed a rebel group, M23, to fight against FARDC. In 2012, Goma, the capital city of North Kivu, was occupied by M23. M23 was pushed back by FARDC at the end of 2013, but by then many people were displaced within and outside of the country, and human rights violations occurred. In 2013, 11 African countries signed a Peace, Security and Cooperation Framework (PSCF, or Addis Ababa Agreement), which demanded that the DRC government implement governance reform, countries in the region stop support provision to armed groups in the DRC, and the international community commit to assistance to the DRC.[32] Armed groups and militia such as Liberation of Rwanda,[33] Allied Democratic Forces,[34] and Mai Mai pose a threat to the DRC's security. Even now, North and South Kivu, Orientale, and the northern part of Katanga are not safe.

2.1.6 Refugees from DRC and IDPs in DRC

Owing to the prolonged conflicts, many Congolese live as refugees or IDPs. There were 2,756,600 IDPs in 2014 and 2,715,185 IDPs as of February 2015. There are 467,102 refugees from the DRC.[35] Table 2.2 shows the data of the refugees disaggregated by gender and age.[36] The number of Congolese returnees is 42,454 from January 2011 until today.[37] Chart 2.1 below shows the location of Congolese refugees. Of Congolese refugees in Rwanda, 86.7% are from North Kivu and 10.1% from South Kivu.[38]

[32] Vinas 2015
[33] Liberation of Rwanda
[34] Allied Democratic Forces
[35] UNHCR, DRC http://www.unhcr.org/afr/democratic-republic-of-congo (Last access, 15 January 2017)
[36] UNHCR Information Sharing Portal indicates that the number of refugees is 475,559 without specifying the date.
[37] UNHCR, DRC http://data.unhcr.org/drc/regional.php (Last access, 15 January 2017)
[38] UNHCR Rwanda Monthly Population Statistics, Statistics as of: December 31st 2016

Table 2.2：Congolese refugees by gender and age

Age	Male (%)	Female (%)
0-4	9	9
5-11	12	12
12-17	8	8
18-59	18	21
60 and above	1	2
Total	48	52

Source：UNHCR Information Sharing Portal, DRC Situation

As of 30 November 2016, there were 449,764 registered refugees.[39] As shown in Table 2.3, those from Rwanda and the Central African Republic (CAR) make up almost 80% of all refugees.

Table 2.3：Refugees in DRC by the country of origin

Country	Angola	Burundi	CAR	Rep. Congo	Rwanda	South Sudan	Other
Male	228	17,724	55,474	285	124,291	34,862	49
Female	226	17,249	48,243	391	120,767	29,893	42
Total	494	34,973	103,717	676	245,058	64,755	91
%	0.11%	7.78%	23.06%	0.15 %	54.49%	14.40%	0.03%

Source：UNHCR. Democratic Republic of Congo, Monthly Refugee Statistics

2.1.7 DRC and Conflict Minerals

One of the sources of the conflicts in DRC is minerals called rare metal. All governments in DRC exploited its natural resources for own benefits. Larren-Desire Kabila is said that, in order to maintain foreign assistance, to have misused national treasure and allowed foreign governments and armies or groups under them to exploitation and trade of natural resource such as diamond, copper, cobalt, gold. Armies from the neighbouring countries such as Rwanda mined coltan, gold and diamond. UN estimates that the Rwandan army gain 20,000,000 USD per month through coltan trade. Entrenched in conflict over ethnicity, power and natural resource, elites from DRC, Uganda, Rwanda, Tanzania, Burundi, Kenya, Angola, Namibia and Zimbabwe fight for political power.[40] Conflicts continue despite the stabilization efforts, and so do rape and other sexual violence.[41] The absence of the government in the conflict affected eastern Congo helps destabilization of the

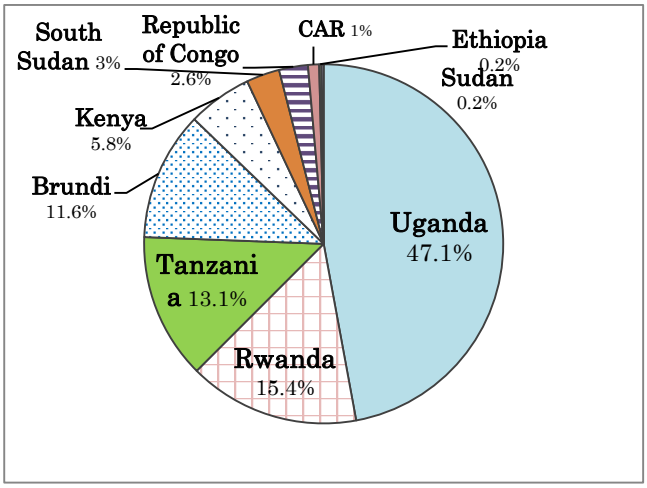

Chart 2.1: Location of Congolese refugees
Source: UNHCR Information Sharing Portal, DRC Situation

[39] UNHCR, DRC http://data.unhcr.org/drc/regional.php (Last access, 15 January 2017)
[40] Japan Oil, Gas and Metals National Corporation 2011
[41] USAID 2012

region.[42]

A report submitted to the UN Security Council in 2009 revealed that illegal trade of minerals for arms in the eastern Congo continues despite the arms embargo and enhances the anti-government armed forces; the soldiers of FARDC and anti-government forces are responsible for the death of citizens.[43] Since then, global pressure for banning conflict minerals intensified and in 2010, the US passed the Dodd-Frank Act, which obliges companies to reveal if the minerals used in its production are related to conflicts, where they are from, and an explanation about the products of using conflict minerals. In the same year, the OECD launched 'OECD Due Diligence Guidance for Responsible Supply Chains of Minerals from Conflict-Affected and High-Risk Areas'. The Japanese electronics industry also started a code of conduct promotion group in the electronics industry and a global e-sustainability initiative[44] to address this issue.[45]

2.2 Situation of Gender in the DRC

2.2.1 Gender Norms

Statistics clearly show gender inequality in the DRC. The Gender Development Index is 0.833, which means that women's human development is about 83% of that of men. The difference arises from low indicators on education and health rather than incomes.[46] The value of the Gender Inequality Index of the DRC, 0.673 (2012) is the worst five among African countries.[47] The value of SIGI is 0.4276, which denotes 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.[48]

What underlies these inequality is the male-dominant gender norms and inequality are reproduced in homes, society, and religions.[49] There are some variations; matrilineal systems can be found in Congo Central, Bandundu, and surrounding areas, and social transformation has started as a result of the influence of economic development and conflicts. However, gendered norms and fixed gender roles are strong all over the country.[50]

According to traditional gender norms, men must have power to subject others. Men are in a strong position to support and guide his family as the head of households. Be it between men or

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[42] Hellsten 2013
[43] United Nations Information Centre 'Global Trend and the UN' http://www.unic.or.jp/news_press/world_and_un/?y=2009 (Last access, 17 January 2017)
[44] A joint initiative of ICT service providers and suppliers supported by United Nations Environment Programme and International Telecommunication Union.
[45] Japan Oil, Gas and Metals National Corporation 2011
[46] UNDP 2016
[47] A value of more than 0.500 indicates significant gender inequality. (UNDP 2016)
[48] SIGI 2014
[49] CEDAW 2013
[50] USAID 2012

between men and women, masculine men try to overpower others[51] A man who cannot support his family or who helps with housework will be criticized as damaging his masculinity. Sexual power is regarded as manliness and one is praised for having sexual relationships with multiple women and having many children. Wives try to have as many children as possible to retain their husbands. Husbands may think that they own their wives because they paid a high bride price. If a woman, who is supposed to have neither money nor power, attains a prominent position, others look at her with suspicion.[52]

The marriage institution is another expression of imbalanced and gendered power relations. The income of the wife is often put under the husband's control. Assets obtained within marriage are registered under the name of the husband, and regarded as assets of the husband and his parents and brothers. Women can inherit according to the law but women cannot own a house according to the prevailing social norms. This means that a husband can dismiss his wife at any time. When a husband dies, his parents and brothers take the house and land, and the widow becomes destitute.[53]

Officially, polygamy is not legal but educated elite men, such as the rich and politicians may have multiple wives. The wives may have an ID as a married woman but have no legal position as a wife. If a woman has multiple husbands, it is considered a crime. Women will be punished more heavily than men in the case of adultery.[54]

Early marriage of girls is prevalent. The legal marriage age for men is 18 but 15 for women.[55] It is not uncommon for girls in rural areas to get married before reaching 15 years of age. It is estimated that 20% of the women aged 15–19, who live in rural areas, are mothers.[56]

A child born in Congo, to a Congolese woman who is married to a foreigner, may not be able to become a Congolese national but the child of a Congolese man married to a foreign woman can be a Congolese even if the child was born overseas.[57] Civil marriage is possible if the couple had a traditional marriage. Civil marriage can give some protection to the wife, but it is known only in the cities.[58]

Religions also reinforce traditional gender norms. In place of the government, non-governmental religious actors such as churches observing conservative and traditional gender norms provide social services, such as schooling. One may need to follow their norms to be eligible for such services.[59] Some churches and Islamic organizations try to establish masculinity based on gender equality, which is different from that of traditional norms but they seem to be still in a minority.[60]

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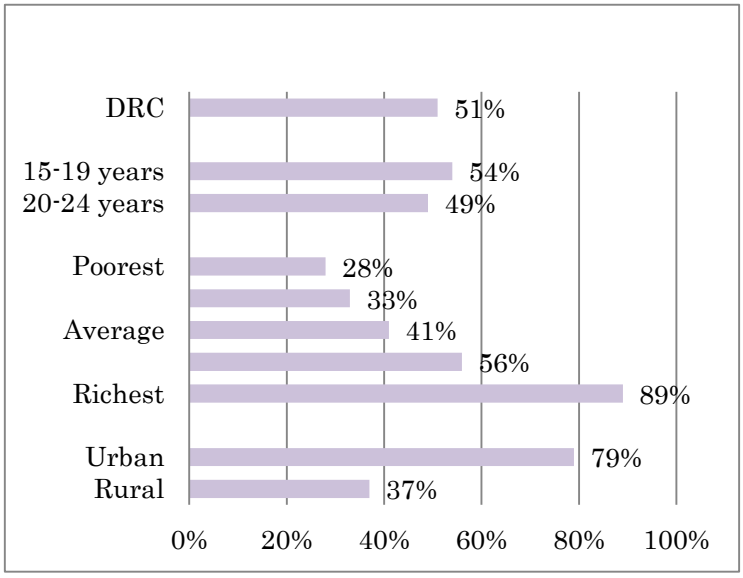
[51] Vinas 2015
[52] USAID. 2012
[53] International Rescue Committee (IRC) 2014
[54] Mbambi and Faray-Kele 2010
[55] USAID 2012
[56] USAID. 2012
[57] Mbambi and Faray-Kele 2010
[58] USAID 2012
[59] Mbambi and Faray-Kele2010, Davis, Fabbri and Alphonse 2014
[60] USAID 2012

Nonetheless, women's roles have started to change. Poverty has brought them out of the home to earn incomes so that they can pay for education, food, and medication for children. Many women feel that their husbands respect them because of the incomes they bring back to the home.[61] In some cases, however, when a wife earns more than her husband, he may feel intimidated, which leads to family disputes.[62] Progress in women's social participation is not the same in the urban and the rural areas, or in the east and the west.[63] The young generation in the cities has more gender-equal ideas concerning education and occupations while maintaining a gendered division of labour at home.[64]



Source : MICS 2010
Chart 2.2: Literacy of women aged 15 to 24

Box 1: Food ration for girls' education

WFP in Chad and the DRC found that take back home food ration for girls in the final two grades of primary schools helped reducing early marriage.

UN Women 2015

2.2.2 Education

In the DRC, 44% of school age children started primary education later than the official age of six. Among those who are in school, 67% move on to the final grade of primary education and of them, 75% pass the final examination.[65]

Articles 43 and 44 of the Constitution stipulate free obligatory education and the eradication of illiteracy. However, girls often drop out of school because of marriage and pregnancy, which leads to a gender gap in education.[66] Compared to men, women's literacy, and especially that of young women, is low. In 2009, the literacy rate of men and women aged 15 and above was 67%, that of men was 77%, that of women was 57%, and that of women aged 15–24 was 51%. Differences are found among different economic statuses and between rural and urban dwellers.[67](Chart 2.2)

Source：MCS 2010
Chart 2.3：Access to Secondary Education (%)

The gender gap in education is especially

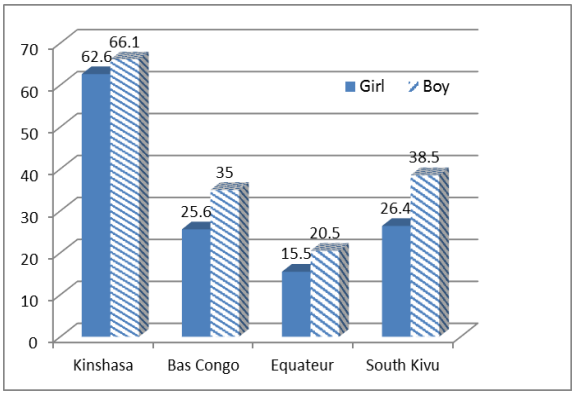
[61] USAID 2012
[62] USAID 2012
[63] Interview with Oxfam (1 February 2017)
[64] USAID. 2012
[65] Jean-Claude Maswana, Associate Professor, Tsukuba University (Presentation at a study group on Sexual Violence in DRC)
[66] CEDAW 2012
[67] MICS 2010

pronounced in secondary education. The reasons for girls not going to school are early marriage, forced marriage, and adolescent pregnancy.[68] Because of housework, long distances to a school, and sexual harassment by teachers,[69] marriage is prioritized for girls and they only infrequently finish secondary education. Schools do not allow pregnant students to come to school and these girls do not try to continue their education.[70,71]Generally, boys' education is prioritized[72] because girls will leave home after marriage and they are regarded as not worth investing in. Some may think that educated girls are not suitable for marriage.[73]

2.2.3 Economic Participation

Many women are engaged in agriculture and small businesses in the informal sector. Women participate in economic activities as much as men. Women's labour participation rate is 96.5% of men's participation rate. However, while the male adult unemployment rate was 6.7% in 2014, that of women was 9.4% in the same year.[74] Further, 61.5% of women-headed households are under the poverty line while only 54.32% of male-headed households are.[75]

Women account for 70.7% of labour in agriculture and trades and 49.0% of women are engaged in agriculture.[76] Because they lack access to new technology, they use traditional technology; this allows only for subsistence agriculture and is not regarded as an occupation. Women hand over their incomes from agriculture to their husbands and are not able to make productive investments for productive assets, such as improved seeds and fertilizers, which keeps their productivity low. Traditionally, agricultural land belongs to the tribe and women rarely own land.[77] Without the agreement of men who have decision-making positions within the tribe, it is difficult for women to own land. To move to commercial agriculture, they need support such as microfinance and cooperatives, which can allow them access to funds and productive assets.[78] To avoid excessive labour for women, time-saving tools and machines, for example those used for threshing, will be beneficial



[68] Africa for Women's Rights
[69] Davis, Fabbri and Alphonse 2014
[70] USAID. 2012
[71] CEDAW 2013
[72] Interview with INPP (1 February 2017)
[73] Davis, Fabbri and Alphonse 2014
[74] World Bank Gender Data Portal http://datatopics.worldbank.org/gender/country/congo,-dem.-rep. (Last access, 18 February 2017)
[75] AFD n.d.
[76] FAO 2015
[77] Mbambi and Faray-Kele 2010
[78] USAID 2012

to women.[79]

Banks provide loans; however, not many Congolese have bank accounts. The average percentage of people who have bank accounts in Sub-Saharan Africa is 24% while in the DRC it was 3.7% in 2011 (4.7% of men and 2.8% of women).[80] Article 448 of Family Code 1981 stipulates that women cannot sign contracts, be employed, open bank accounts, obtain loans, start businesses, or travel. Nonetheless, in recent years, this was not so strictly observed; single women and rich married women have been able to open bank accounts and get credit.[81] One woman entrepreneur advised a bank to start a service that allows women to borrow money without their husbands' permission. This bank opened a 'ladies bank' service. Although this was illegal, the bank did not have any problem with the government.[82] Family Code was revised and the new Family Code was adopted in July 2017. This new law allows women to open a bank account without permission of their husbands.[83] However, it may be too early to find changes this revision brought to gender relations.

At the community level, Village Savings and Loans Associations (VSLAs) are organized as women's economic activities by international NGOs such as the International Rescue Committee (IRC) and these have brought some success to village women.[84] This women's economic empowerment methodology supports women in forming groups that give them access to savings, loans, new businesses, and vocational training. IRC found that promotion of equal and safe dialogue between the husband and the wife at home was a major factor behind this success.[85] USAID values the chance for women to have incomes and access to leadership positions in the village. Small though it was, the increase in income was invested in the health and education of the children. Women who have never had a chance to take a leadership role became leaders of VSLA groups and earned respect in the community. Their husbands were also encouraged to make further efforts. Some husbands may resort to violence and feel intimidated by the wife's earning an income; however, USAID did not exclude husbands from the activities, and let the husbands join meetings together with their wives or join a group other than that of their wives. This can avoid the negative effects of the changes brought about by the activities.[86]

2.2.4 Political Participation

Women's political participation is weak, both as voters and candidates owing to traditional and cultural norms, lack of education and economic power, and male-dominant power structures. Women often follow their husbands' opinions, and decide on candidate to vote for according to the material

[79] USAID 2012
[80] Global Index 2011, cited in AFD n.d.
[81] Mbambi and Faray-Kele 2010
[82] Interview with Patricia Veringa-Gieskes, a female entrepreneur (31 Jan 2017)
[83] Note d'information relative a la promulgation du nouveau code de la famille de la RDC (UNFPA 文書)
[84] Interview with CARE (1 February 2017), USAID (3 February 2017), UN Women (3 February 2017)
[85] IRC 2014
[86] Interview with USAID (3 Feb 2017)

returns they can expect. Civic education and financial assistance to female candidates may change this situation.[87]

The Constitution bans discrimination against women (Article 14), but there is no law or policy that ensures women's just representation.[88] The 2006 electoral law's Article 13-3 states that each party should have a candidate list presenting men and women equally, including the handicapped. However, Article 13-4 of the same law says that the list, which does not need to have the same number of men and women, will not be annulled for the election in 2006.[89] The revision in 2015 dropped the 30% quota for women and does not oblige parties to have women on candidate lists.[90]

In 2010, women accounted for 8.4% of the National Assembly and 4.6% of the Senate, which is far below the parity set out in the Constitution.[91] These figures are some of the lowest among African countries and specifically the sixth lowest among 51 countries.[92] There are five women among 45 cabinet members. Among them, four are ministers and one women is a vice minister. Of the old system's provinces,[93] 11 had no female provincial governor or vice provincial governor.[94] In 2012, 35 National Assembly Special Committees had only one female chairperson of the social and cultural committee.[95]

The number of female parliamentarians differs from province to province. Kinshasa sends the highest number of female parliamentarians (17% of the all female parliamentarians), followed by Katanga. Congo Central, Kasai Occidental, Kasai Orientale, Equateur, and South Kivu elected fewer female parliamentarians. Maniema, whose society is patriarchal with a strong Islamic culture, had no female parliamentarians at all.[96]

The notion that politics is for men is strongly held. It is said that women in politics do not have a strong voice and they only support men's opinions. Some say that candidates often collect votes by gifts, not by policies, and women do not have sufficient funds to run for the election; this is why there are fewer female politicians.[97]。

2.2.5 Violence against Women

(1) Masculinity and violence

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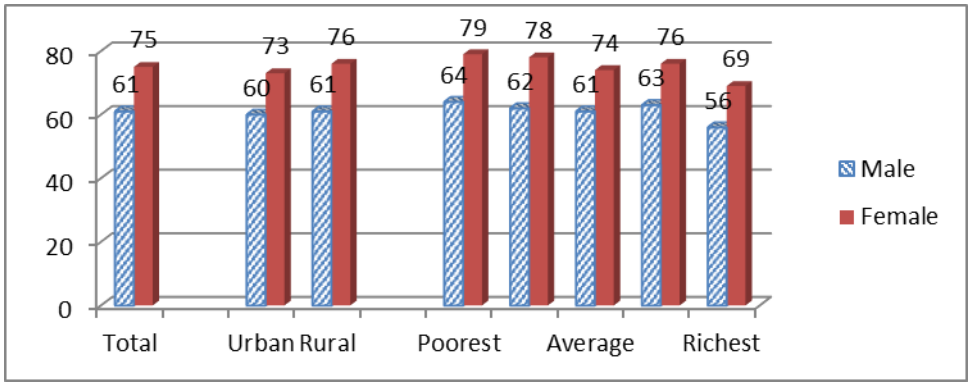
87 Davis, Fabbri and Alphonse 2014
88 Africa for Women's Rights
89 Mbambi and Faray-Kele 2010
90 Vinas 2015
91 African Economic Outlook 2016 (Country Notes, DRC)
92 UNDP 2016
93 Based on the 2006 Constitution, a law to divide the country into 26 provinces was enacted in 2015 (Kinshasa was also to be a province), and the former 11 provinces became 25 provinces.
https://www.covafrica.com/2015/10/breaking-up-is-hard-to-do-the-drcs-risky-decentralization-drive/ (Last access, 3 February 2017)
94 Mbambi and Faray-Kele 2010
95 USAID 2012
96 Mbambi and Faray-Kele 2010
97 USAID 2012

Stereotypes based on gender norms intensify violence against women and harmful traditions.[98] Men tend to think that it is their right to beat their wives and partners. Among adult women 74.8% also consider it normal that a husband beats his wife (2014).[99] The Demographic and Health Survey (DHS) (2013–2014) shows that more women justify wife beating than men (Chart 2.4). There are some differences depending on residence (rural and urban) and economic status; however, the trend is the same.[100]

The major perpetrators of violence are government officials, rich businessmen, and soldiers. The causes of rape by soldiers are thought to be poverty as well as their anger towards the society, sense of isolation, loose discipline and unclear lines of command, violent notions of masculinity, prevalence of impunity, alcohol, and drug abuse.[101]



Source: prepared by the author based on the data from UNICEF Data: Monitoring the Situation of Children and Women (DRC) (DHS 2013–2014)

Chart 2.4：Justification of wife beating by gender, residence and economic status (%)

(2) Violence in conflict

It is said that the conflicts since 1997 caused the increase in sexual violence.[102] During the conflicts, it is estimated that 250,000 women suffered sexual assault including rape. In the eastern Congo, two thirds of women and girls aged from 10 to 30 were said to be victims of sexual violence. Even extreme violence such as rape with penetration of sharp objects, amputation of limbs, decapitation and live burials of women were committed. Civil society organizations such as Human Rights Watch, UN agencies such as the Office of the United Nations High Commissioner for Human Rights and the media criticize the use of sexual violence as a weapon of war in the DRC.[103] Sexual

[98] CEDAW 2013
[99] World Bank Open Data http://data.worldbank.org/indicator/SG.VAW.REAS.ZS?locations=CD (Last access,10Feb 2017)
[100] UNICEF Data: Monitoring the Situation of Children and Women (DRC)
[101] USAID. 2012
[102] Mbambi and Faray-Kele 2010
[103] See:
http://edition.cnn.com/2009/WORLD/africa/10/16/amanpour.congo.rape.documentary/index.html
http://www.ohchr.org/EN/Issues/Pages/WhatareHumanRights.aspx
http://www.aljazeera.com/programmes/insidestory/2013/03/20133168949374179.html.(Last access, 20

exploitation of Congolese women and girls is also an issue in the refugee camps in Burundi and Tanzania. Demands may be made for girls to have sex for daily necessities, such as clothes and sanitary goods. It is said that teachers demand sex for grades and money. In the Nyaragusu camp in Tanzania, families give women and girls as a form of payment for debts.[104]

To assist victims, it is understood that comprehensive programmes, including medical and psychological care, are potentially effective. Among others, programmes promoting behavioural change, engagement of both men and women in long-term capacity building, and social and economic development needs at the community level were found to be crucial to tackle the root causes of local conflicts and violence.[105]

There is a concern that aid agencies, which provide support in place of the government, have set up multiple parallel support systems, that rape as a weapon of war has attracted excessive attention, and that other geographical areas and issues, such as murder, torture, and forced labour do not receive sufficient support.[106] Sexual violence against men, such as being raped or being forced to watch the rape of female family members, does not receive attention either. There are reportedly cases in which women make false reports to receive care for rape victims, or to extort money by making accusations. Another criticism of aid agencies is that they pay attention to outcomes expressed in numerical data, such as the number of victims supported by the programme in order to compete for funding, and that they tend to overlook other important issues such as domestic violence, child abuse, and adolescent pregnancy.[107]

(3) Domestic violence

Violence exists not only in conflict but at home on a daily basis. It is reported that 90% of violence is domestic violence,[108] and rape committed by citizens and family is increasing.[109] There is no national level data on sexual violence, but health zones[110] report about 1,100 sexual violence cases every month.[111] DHS (2013–2014) reports that 52% of women aged from 15 to 49 years have experienced physical violence, that 27% of them experienced sexual violence, and 16% experienced sexual violence during the last year. Of those who are married and have a partner, 57% experienced intimate partner violence. Kasai Occidental has the highest proportion of women who experienced violence during the last year (physical violence: 35%, sexual violence 24%, intimate partner violence 68%).[112] The reasons for violence include burning food while cooking, talking back, going

February 2017)
[104] IRC 2014
[105] USAID. 2012
[106] IRC 2014
[107] USAID. 2012
[108] Interview with UNFPA (1 February 2017)
[109] Interview with DGEF (31 January 2017) and USAID (3 February 2017)
[110] Health zones are the areas covered by health centers under the Ministry of Public Health and different from an administrative division. (interview with an official of the Ministry of Public Health of the DRC, on 1 February 2017)
[111] Mbambi and Faray-Kele 2010
[112] DHS 2013–2014

out without telling the husband, not taking care of the children, and refusing to have sex.[113]

Female genital mutilation (FGM) is not common in the DRC; however, the WHO reports that about 5% of women in the DRC undergo FGM. In Equateur where FGM used to be performed, it is decreasing after effective awareness raising on health, and the social and economic consequences of FGM.[114]

Women rarely accuse domestic violence perpetrators. Communities do not recognize domestic violence as a crime and criticize women for inviting the violence themselves. Battered wives are usually persuaded to return home by her family and the community. Her family may offer a gift to the husband to ask him to accept her again.[115]

(4) Human trafficking

The DRC is a sending, transit, and destination country[116] for human trafficking in men, women, and children for forced labour and prostitution.[117] There is considerable forced prostitution and prostitution of underage girls.[118] IDPs in Katanga and South Kive are especially vulnerable to human trafficking and suffer abduction, recruitment, and sexual violence. FARDC stopped child soldier recruitment following the government plan. However, illegal armed groups related to FARDC are said to recruit child soldiers and force citizens to transport goods for them. It is not easy for former child soldiers to recover from trauma and stigma, and they are at risk of being recruited again.[119]

Debt-bonded forced labour is found in the mines in the DRC and children are engaged in illegal mining and trade of diamond, copper, gold, and cobalt. Children are also forced into agricultural labour, domestic labour, begging, vending, and transport. Street children may be forced to engage in the drug trade or be sexually exploited. Congolese children are exploited in other African countries, the Middle East and Europe as domestics, or may be sexually abused.[120]

The government has tried to address the issues of child soldier and sexual exploitation, certified mines to avoid child forced labour, and collected data on sexual violence. Yet it has not investigated, prosecuted, or punished human trafficking cases. The lack of a legal framework regarding human trafficking,[121] capacity, funds and political will, and prevalent corruption make progress in addressing human trafficking slow. The DRC is ranked as tier 2 on the Watch List, the second lowest rank, in 2015 and 2016 (but was ranked at the lowest, tier 3, from 2010 to 2014).[122]

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113 Davis, Fabbri and Alphonse 2014
114 Davis, Fabbri and Alphonse 2014
115 IRC 2014
116 The origin of the victim is called sending country, where they are sent for exploitation is called destination country, and the countries for transit are called transit countries.
117 US Department of State 2016
118 CEDAW 2013
119 US Department of State 2016
120 US Department of State 2016
121 There is no law against human trafficking (CEDAW 2013)
122 US Department of State 2016

(5) Government measures against sexual violence

There are many challenges in bringing sexual violence perpetrators to court owing to long procedures, corruption, high costs for transport to the court, and lawyers. Fear of stigma and reprisals, and distrust of women victims by the police and the court prevents women from reporting.[123] Even if a victim wins the case, compensation may not be paid following the verdict.[124] Domestic violence cases are often judged by community authorities, such as elders and religious leaders but not by official courts.[125] Although it is illegal to bring a rape case to traditional court systems, this practice continues. Furthermore, such systems tend to prioritize harmony within the family and community over women's rights. There are also cases reported in which women have to marry the rapist.[126] Victims and experts state that impunity allows for continuing violence.[127]

Support to female victims and their families provided by the government and the international community is palliative and does not protect women's rights.[128] There are neither public shelters nor counselling and rehabilitation services.[129] Men as well as the police and law enforcement institutions do not have sufficient understanding of the damage caused by sexual violence.[130] Women are not always understanding to female victims.[131] Therefore, it is necessary to expand support to victims and, at the same time, raise awareness of both men and women, especially the law enforcement institutions, such as the police, medical personnel, and social workers concerning GBV.[132]

Two laws on sexual violence were passed in 2006; however, perpetrators of sexual violence are rarely convicted. The Special Representative of the UN Secretary General on Sexual Violence in Conflict reported that many rape cases were committed by the national army and the national police when she visited the DRC in 2007.[133]

The government appointed the personal representative of the DRC's president on sexual violence and child recruitment in 2014. In 2015, military commanders from FARDC signed a declaration to fight against sexual violence in conflict. This supports the military action plan against sexual violence and a committee for implementation of the plan has been established.[134] In October 2016,

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123 USAID 2012
124 IRC 2014
125 USAID 2012
126 IRC 2014
127 Mbambi and Faray-Kele 2010
128 Davis, Fabbri and Alphonse 2014
129 CEDAW 2013
130 CEDAW 2013
131 Vinas 2015
132 CEDAW 2013
133 Africa for Women's Rights http://www.africa4womensrights.org/public/Dossier_of_Claims/DRCENG.pdf (Last access, 24 December 2016)
134 Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, http://www.un.org/sexualviolenceinconflict/press-release/drc-military-pledge-marks-milestone-on-road-to-ending-conflict-related-sexual-violence/ (Last access, 6 February 2017)

during the conference held by the personal representative of the DRC's president on sexual violence and child recruitment, the Special Representative of the UN Secretary General on Sexual Violence in Conflict, UNDP, and MONUSCO, it was reported that the number of sexual violence incidents had been reduced from 15,000 in 2013 to 7,500 in 2015 and the Secretary General on Sexual Violence in Conflict praised the achievement as exemplary. The success factors listed included an increase in women magistrates, and the establishment of special police units[135] to prevent violence and protect women and children (see section 3.1 of this report). Military personnel have received severe punishment for sexual violence; 246 cases received a conviction from 2014 to 2015. The number of sexual violence cases reported to the police in Bukavu in South Kive decreased from 484 in 2014 to 255 in 2015, and to 154 from January to October 2016.[136]

2.2.6 Women and Conflict

Women were involved in conflict in different ways, as soldiers, porters, nurses, cooks, and sex slaves, or as brides of soldiers and commanders. However, women generally did not benefit from the Disarmament, Demobilization and Reintegration (DDR) programme as much as men did.[137] Reasons for this included lack of accommodation for women, and the stigma attached to the women upon their return to their communities.[138] The DDR programme started in South Kivu in 2004 separated women from their husbands and fathers, excluded women from the programme, and did not support women. MONSCO recognized this shortcoming and the subsequent programme targeted women as well.[139] It is not known how many women participated in the DDR programme; however, it is estimated that about 5% of the participants were women.[140]

Table 2.4：Congolese women's participation in peace agreement

Agreement	Signer	Mediator	Witness	Negotiator
Sun City Agreement (2003)	5	0	0	12
Acte D'Engagement, North Kivu	5	20	0	-*
Acte D'Engagement, South Kivu	0	20	0	-*

Source：UNIFEM 2010　(* no official data available)

Despite the appeal of UNSCR1325[141] to promote women's participation in peace negotiations, the participation of Congolese women in peace negotiations is low. No women participated in the 1999 Lusaka Agreement. Women accounted for 10% of the delegation for the 2002 Pretoria Accord.[142] During the negotiation, women from opposing parties and CSOs gathered to influence the course of

[135] See section 3.1 of this report.
[136] All Africa http://allafrica.com/stories/201611031004.html (Last access, 6 February 2017)
[137] Mbambi and Faray-Kele 2010
[138] USAID 2012
[139] UN 2010
[140] Mbambi and Faray-Kele 2010
[141] See section 2.3.3 of this report.
[142] From 1992 to 2011, only 9% of the negotiators of 31 major peace processes were women. (UN Women 2015)

arguments and the contents of the agreement, and made a human chain to block the exit until the agreement was signed.[143] A large-scale negotiation such as this may have some room for women to participate. However, when a negotiation is limited to a small number of negotiators, women are often excluded.[144] It is usually only when rape and sexual violence are discussed that women can participate.[145]

The Peace, Security and Cooperation Framework (PSCF) in 2013 took up the topic of sexual violence but not other women's needs. There was no female representative in the PSCF process and all 11 signatories were men. There was only one woman among four witnesses. Female representatives from CSOs were present but only as observers without the power to vote.[146]

Male elite-dominated peace negotiation revolves around control over power and resources and does not address social structure and social injustice. Issues such as independence, the autonomy of different ethnic groups, and opposing interests over minerals and territories are prioritized over gender justice. Gender should be discussed together with other inequalities in peace negotiations.[147]

Following the PSCF signing, in 2014, the Secretary General for the Great Lakes Region (OSESG) launched the Women's Platform for the Peace, Security and Cooperation Framework.[148] This Platform is to provide funds to women's organizations in Burundi, the DRC, Rwanda, and Tanzania. Its activities include monitoring and advocacy on PSCF and UNSCR1325, elimination of violence against women and victim support, women's livelihood improvements, and improved access to clean energy.[149] OSESG deployed a gender advisor to the Platform. The Platform held a meeting in Goma in 2015; however, it is not clear how this Platform functions now.[150]

At the grassroots level, a CSO, Solidarité des Femmes Activistes pour la Défense des Droits Humains (SOFAD) formed women-only groups and mixed groups. These groups have dialogues with individuals identified by the group as a person who may destabilize the area. They organize events in which peace messages are conveyed through music and plays, and the locals can stand on the stage to share their views. SOFAD believes that grassroots-level dialogues can facilitate peace and reconciliation.[151]

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143 Vinas 2015
144 Mbambi and Faray-Kele 2010
145 Mbambi and Faray-Kele 2010
146 Vinas 2015
147 Hellsten 2013
148 Mbambi and Faray-Kele 2010
149 The Women's Platform for the Peace, Security and Cooperation Framework for the DRC and the Region 2014-2016 https://ungreatlakes.unmissions.org/sites/default/files/the_womens_platform_report_brochure_-_final_draft.pdf (Last access, 17 January 2017)
150 Vinas 2015
151 Vinas 2015

2.3 Government Policy on Gender

2.3.1 International, Regional and National Legal Framework

As shown in Table 2.5, the DRC has ratified a number of international and national conventions and agreements. Most of the gender-related conventions of the AU have been ratified. Among them, CEDAW and UNSCR1325 were used as a basis of the DRC's gender policy.[152] However, domestic laws do not comply with CEDAW and implementation of it is still not strong.[153]

Table 2.5：Conventions and agreements ratified by DRC

Conventions and agreements	Ratification year	Notes
International conventions		
Convention of Elimination of All Forms of Discrimination against Women (CEDAW)	1986	Protocol has not been ratified.
Convention on the Rights of the Child	1990	
Rome Statute of the International Criminal Court	2002	
UNSCR1325号	2010	
Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment	1996	Ratified together with its Protocol.
Convention on the Rights of Persons with Disabilities	2015	Ratified together with its Protocol.
Regional conventions		
AU Convention Governing Specific Aspects of Refugee Problems in Africa	1973	
African Charter on Human and People's Rights	1987	
Solemn Declaration on Gender Equality in Africa	2004	
Protocol to the African Charter on Human and People's Rights on the Right of Women in Africa	2009	Maputo Protocol
SADC Protocol on Gender and Development	2008	
Declaration of Heads of State and Government of Members States of the ICGLR on Sexual and Gender Based Violence	2011	Kampala Declaration

Source：UNSCR1325NAP、Committee on the Elimination of Discrimination against women 2013、African Commission on Human and People's Rights、OHCHR[154]

[152] Interview with Ministry of Gender, Family and Children (2 February 2017)
[153] Davis, Fabbri and Alphonse 2014
[154] OHCHR Dashboard http://indicators.ohchr.org/ (Last access 3 Feb 2017)

Table 2.6 shows those which have not been ratified[155] and

Table 2.6 International and regional conventions and agreements which have not been ratified by the DRC

- International Convention for the Protection of All Persons from Enforced Disappearance
- International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families
- African Charter on Rights and Welfare of the Child
- African Charter on the Establishment of an African Court of Human and People's Rights (signed)
- African Youth Charter
- African Charter on Democracy, Elections and Governance (signed)
- African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention)

Table 2.7 shows the domestic laws related to gender.

Table 2.7：Gender related domestic laws

Laws, policies, and strategies	Year	Notes
Constitution	2006	Equality between men and women is stipulated.
Law on sexual violence	2006	Two laws (06/018 and 06/019) were passed. The first law expanded the definition of rape to include male victims (the penal code does not define rape). Rape, penetration with an object, sex slaves, human trafficking for sexual exploitation, forced prostitution, sexual harassment, forced marriage, sexual relationships with an underage girl (below 16 years old) are criminalized for the first time with prison imprisonment from 5 to 20 years. The second law concerns procedures for criminal prosecution and defines the rights of victims (access to medical and psychological treatment, court procedure of no more than three months, safety of victims and witnesses).[156] It is said that it does not yet have a significant outcome.[157]
Law on public financing of political parties (No. 08/005)	2008	Political parties are requested to take into account gender equality when they prepare a candidate list for elections.
Law on protection of the rights of people living with and affected by HIV/AIDS	2008	Protection of the rights of people living with HIV/AIDS.
Child protection law（No. 09/001）	2009	The law bans forced labour, child prostitution, and use of a child for other illegal acts. Child slave cases will result in 10 to 20 years' imprisonment. It protects the rights of pregnant women.[158]
National policy on gender issues	2009	Gender and violence against women are not a government priority.[159]
National strategy on women's political participation in democratic governance	2009	

[155] UNDP 2016, African Commission on Human and People's Rights http://www.achpr.org/instruments/ (Last access19 January 2017), United Nations Treaty Collection https://treaties.un.org/Pages/ViewDetails.aspx?src=IND&mtdsg_no=XVIII-10&chapter=18&clang=_en (Last access 20 January 2017)
[156] Vinas 2015
[157] CEDAW 2013
[158] AFD n.d., CEDAW 2013
[159] CEDAW 2013

National strategy against gender-based violence 2009–2010	2009	It is being revised.
National Agency for Eliminating Violence against Women, Adolescents, and Very Young Girls		Technical coordination body. Not well known.
Law on establishment, organization, and functions of national human rights commission	2013	Establishment of human rights commission (sub-commission on the rights of women and children).
Parity law (No 15/013)	2015	Equal participation, equality in the home.
The national strategy on maternal and child mortality		Maternal mortality rates are still high.
Zero tolerance policy on sexual violence	Since mid-2000s	President Kabila in cooperation with MONUC started advocacy for this policy.

Source：Committee on the Elimination of Discrimination against women 2013; Journal Officiel de la RDC[160]

Article 11 of the 2006 Constitution establishes that all human beings are equal under the law.[161] Articles 5, 14, and 15 are related to women's rights. Article 5 sets out that both men and women of 18-years-old and above have the right to vote. Article 14 assures gender equality in public institutions; ensure measures to be taken to promote women's participation in civic, economic, social and cultural domains; and describes measures against violence against women in the public and private spheres. Article 15 bans all forms of violence.[162]

Together with the Constitution, the Family Code is of special importance for the protection of women's rights. The Family Code 1981 was quite discriminatory. Table 2.8 shows excerpts from the discriminatory articles of this code.

[160] http://www.leganet.cd/JO.htm#2008 (Last access, 15 Feb 2017)
[161] AFD n.d.
[162] CEDAW 2013

Table 2.8 Discriminatory articles of Family Code 1981

First paragraph: This law upholds harmony of families. Human rights and regulations related to families will be determined in line with the Congolese tradition. When parents have different opinions, the opinion of the father will be prioritized.
Article 30: Congolese women will lose her Congolese nationality when she gets married to a foreigner.
Article 148 (1) and Article150: Family registration belongs to the husband.
Article 352: Different marriage age (men: 18 years old, women: 15 years old)
Article 353: The husband is the head of the household.
Article 355: Women cannot remarry until 300 days after the termination of the previous marriage. This period will end in the event of the birth of a child.
Article 444: A male family member should be the head of the household and women should follow him. When the husband dies, the wife will manage the household together with the relatives of the husband.
Article 445: A couple will be engaged in mental and material management of the household. The husband gives guidance.
Article 448-450: With some exceptions, the wife cannot take a legal act such as attending a court, selling and buying, and signing a contract.
Article 454: Only the husband can decide the residence of the couple.
Article 467: Adultery of the husband will be punished only under certain circumstances, but the wife will be punished regardless of situations.
Article 490: The husband manages the family assets.
Article 758: When the husband dies, children's inheritance rights will be prioritized without discrimination on the basis of gender. (In reality, many ethnic groups have a tradition that relatives of the husband join the household management. This is to supplement the gap in legal rights of the wife, but in many cases, property is taken by relatives of the husband).

Source: AFD n.d.、CEDAW 2013

As the table shows, the Family Code 1981 discriminated against women. However, because of persistent efforts by the Ministry of Gender, Family and Children, female parliamentarians, CSOs, and development partners, it was revised and the New Family Code was promulgated in July 2016. The New Family Code bans early marriage, and recognizes the equal rights of husband and wife.[163] Wives can work without permission of their husbands, and their ownership and inheritance of property are recognized.[164] On the issue of nationality in Article 30, Article 5 of the nationality law (Law No. 004/24) overrides the Family Code; the children of Congolese women can now obtain Congolese nationality.[165]

The electoral law sets out a quota for women and requirements for the candidates that are important for women's rights. However, the law has shortcomings. For the 2011 elections, a local leader, who was blamed for the mass rape of 387 women, ran for the National Assembly elections.

[163] Note d'information relative a la promulgation du nouveau code de la famille de la RDC (UNFPA document)
[164] Interview with USAID (3 February 2017)
[165] USAID 2012

The law must have provisions to exclude such candidates.[166]

Criminalization of sexual violence is based on domestic laws, CEDAW and Rome statutes (domestic law to comply with the Rome statute has not been passed), and UNSCR1325.[167] Gender policy and the national strategy against gender-based violence (GBV) are under revision.[168] The strategy against GBV limits its targets to women aged from 15 to 39 only, and focuses on sexual violence in the eastern Congo. Development partners and donors advocate for revision to include a wider area and a wider age range of women and men, girls and boys, as well as different forms of violence, such as domestic violence.[169] Sexual violence laws in 2006 identified rape, sexual harassment, forced marriage, forced prostitution, female genital mutilation, sexual exploitation, child prostitution, forced pregnancy, and forced sterilization as sexual violence.[170] These laws override the penal code, criminal procedural code, labour law, military law, child protection law, law on protection of the rights of people living with HIV/AIDS, and DDR law in 2000.[171]

Laws and policies have been enacted, however, the information on the laws and policies hardly reaches the general public and many women do not know their rights. A gender assessment study conducted in North Kivu, Equateur, and Congo Central found that gender policy and strategies against GBV were well known in North Kivu, but not in Equateur. In North Kivu, many agencies promoted activities within the framework of UNSCR 1325 and the Division of Gender[172] established a steering committee to coordinate government activities and the UNSCR1325 National Action Plan. The results show that, except for Kinshasa and eastern Congo where gender is rather a hot topic, gender policies are not known to the population.[173]

It is the responsibility of provincial governments to disseminate the information on policies; however, they do not have sufficient human and financial resources and rely on NGOs and CSOs. Furthermore, the mandates for 46 ministries at the central levels are allocated to ten ministries at the provincial level, and each provincial ministry has multiple mandates (e.g. one ministry takes charge of gender, education, health and youth). This makes policy implementation at the provincial level even more difficult.[174]。

A gender responsive budget, an important tool for gender mainstreaming, was a topic of the training for officials of the Ministry of Finance, organized by UNFPA and UN Women. However, there was no follow-up training and no positive outcomes were noted.[175]

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166 Davis, Fabbri and Alphonse 2014
167 Davis, Fabbri and Alphonse 2014
168 Davis, Fabbri and Alphonse 2014
169 Interview with USAID (3 February 2017)
170 USAID 2012
171 UNSCR1325NAP 2010
172 See section 2.3.2
173 Davis, Fabbri and Alphonse 2014
174 Interview with USAID (3 Feb 2017)
175 Interview with UNFPA (1 February 2017)

2.3.2 National Machinery

The beginning of the national machinery of the DRC was the establishment of the Ministry of Advancement of Women in 1980 under presidential orders. After two reforms, in 1990, the Ministére de la condition feminine was established. It became the Ministry of Women and Family in 2003, and then the current Ministry of Gender, Family and Children in 2006. The ministry takes charge of improving the legal and institutional framework to ensure women's participation in development, women's representation at all levels, and gender mainstreaming of policies and programmes of the country.[176] Yet the ministry does not have enough human and financial resources and has low policy implementation capacity.[177] An institutional and organizational analysis conducted by the EU in 2013 reports that the ministry did not have the capacity to fulfil its mandate. Among other things, the ministry does not have the technical capacity on gender and gender mainstreaming or the capacity to promote gender mainstreaming in other ministries.[178]

Gender focal points are nominated at each ministry at the central and the provincial levels. However, they do not have enough knowledge and skills for gender mainstreaming and this system is not used frequently.[179] Gender focal points at the provincial level are the representatives of the Division of Gender. The Division of Gender is independent of provincial ministers in charge of gender, all of whom are political appointees. The Division is part of the administration and directly reports to the Ministry of Gender, Family and Children at the central level.[180] Often gender focal points are ranked low in ministries and do not have much influence. The gender focal point at the Ministry of Labour is active, but this is an exception and largely because she has a director-level position and influence.[181] The Divisions of Gender do not have much funding but they run the 'Women's House (Maison des femmes)', which provides women with training on such matters as life skills, home management, and small businesses.[182]

The Thematic Group on Gender is a coordination body of the government, donors, and CSOs. The Group is chaired by the Ministry of Gender, Family and Children with the support of UN Women functioning as a secretariat. It is the forum for information sharing and discussions among international organizations and the governmental agencies. According to the Ministry of Gender, Family and Children, the Group is supposed to meet twice a month, but meetings are not as frequent as planned, and only meet once every other month owing to the recent political instability.[183] The organizational analysis of the EU mentioned above reported that the Group was not functioning well

[176] AFD n.d.
[177] Interview with UN Women (3 February 2017)
[178] Vinas 2015
[179] Interview with UNFPA (1 February 2017)
[180] Interview with Ministry of Gender, Family and Children (2 February 2017)
[181] Interview with UNFPA (1 February 2017)
[182] Davis, Fabbri and Alphonse 2014
[183] Interview with the Ministry of Gender, Family and Children (2 February 2017). With regard to meetings, USAID (3 February 2017) and UNFPA (1 February 2017) said that from the beginning meetings are not regular and this group needs to be revitalized.

and was used only for an event on International Women's Day as a result of the lack of capacity of the Ministry of Gender, Family and Children.[184] So far, ten Thematic Groups at the provincial level have been established as a pilot initiative. South Kivu has gender committees at the community level in addition to the Thematic Group. This provincial Thematic Group model will be expanded to other provinces.[185]

2.3.3. UNSCR1325 National Action Plan

In 2000, United Nations Security Council Resolution 1325 (UNSCR 1325) was adopted. This is a historical resolution that acknowledges women's contribution to peacebuilding and stresses the importance of women's participation in peace and security. Subsequently, UNSCR 1820 (2008), UNSCR 1888 and 1889 (2009), UNSCR 1960 (2010), UNSCR 2106 and 2122 (2013), UNSCR 2242 (2015) were adopted. In response to the Security Council's recommendation to develop a National Action Plan (NAP), 63 countries have adopted a NAP as of September 2016. UNSCR1325 National Action Plan of the DRC was published in 2010 and revised in 2013.[186]

The development process of UNSCR1325 NAP for the DRC was inclusive. First, local organizations took the initiative, which indicates the existence of national ownership. The development process involved many stakeholders. Western donors financially supported the process, but the majority of the funds were provided by an umbrella association of women's organizations called Femmes Africa Solidarité (FAS) and other local organizations. NGO groups of the DRC in cooperation with MONUC translated UNSCR1325 into the four official languages of the DRC for dissemination. NAP was developed systematically according to a baseline survey and needs assessment.[187]

The 2010 NAP had only ten pages, the information in it was not well organized, and the implementation time frame was not specified. It simply described the opportunities that UNSCR1325 could bring to women. The revised version has much more detailed analyses and a logical framework with budget and indicators but is without a timeframe. An implementation mechanism with a steering committee at the central, provincial, and local levels is prescribed.[188]

NAP faces the same challenge as other policies, namely, weak implementation owing to the political, technical, and financial limitations of the Ministry of Gender, Family and Children.[189] For example, the national level steering committee was established only in 2015, a month before the 15-year anniversary of the UNSCR1325 event organized in New York.[190] Many donors supported the launch and development of NAP but the government did not allocate a budget for its

[184] Vinas 2015
[185] Interview with UN Women (3 February 2017)
[186] UNSCR NAP 2013
[187] Hellsten 2013
[188] Miller, Pounik and Swaine 2014
[189] Vinas 2015
[190] Vinas 2015

implementation. Some improvement of its legal basis was undertaken but political will is still lacking and women cannot be involved in the prevention, management, and resolution of conflicts. More government efforts to protect women's rights and promote gender equality should be made.[191]

Table 2.9：Overview of revised UNSCR1325 NAP

Drafting	Leading agents	Ministry of Gender, Family and Children
	Involved parties	Ministries of Defense, Interior and security, Justice, Human rights, Planning, Budget, Finance, Regional cooperation, Foreign affairs, Public health, Social affairs, Parliament, defence organizations and development partners
	Civil society involvement	CSOs, traditional authorities and religious leaders
実施	Timeline	Not specified
	Roles	Not specified
	Communication	Coordination between steering committee and stakeholders
	Priority areas	1. Peace 2. Security 3. HIV /AIDS 4. Sexual violence and GBV 5. Protection and promotion of women's rights 6. Political participation 7. Establishment of rule of law 8. Regional and international cooperation 9. Research 10. Monitoring and evaluation
	Budget allocation	Amount of required budget
	Partnerships	Organizational chart of steering committees at the central and provincial level
Monitoring and evaluation	Indicators	Specified
	Reporting	Not specified
	Civil society monitoring	National Council for Women (CNF), National Council for Children (CNEN), Provincial Councils for Women and Children (CPF/CPE) are included.

Source：prepared by the authors based on UNSCR1325NAP (2013)

PSCF in 2013 does not show the influence of UNSCR1325. PSCF touches on sexual violence but does not incorporate gender perspectives and women's participation. In a country like the DRC with a vast territory and the population living in remote areas, it is not easy to raise awareness about a policy on women, peace, and security; just like other conventions ratified by the DRC, and its own domestic laws and policies, implementation is also difficult.[192]

3. **Current Situation of Gender by Sector**

3.1 Security Sector

（1）Current Situation

[191] Hellsten 2013
[192] Vinas 2015

Security sector reform is the basis of the stability and development of the DRC. Success of the security sector reform means that the security sector functions and protects the lives of the population; soldiers have living wages, and women and girls can travel to fetch water or go to school safely; and the government will no longer lose its revenue because of illegal exploitation and trade of natural resources.[193]

However, national economic and social development is hindered by human rights violations committed by the army and the police, who are supposed to protect the population. A survey conducted by two research institutions[194] in North and South Kivu revealed that the residents perceive FARDC as the second worst risk factor following the risk posed by bandits.[195] The UN recorded that, in June and July 2011, FARDC committed more human rights violations than other armed groups.[196] Not only in conflict areas but in the capital, the authorities severely suppress demonstrations and movements, and journalists and human rights activists are arrested and murdered arbitrarily.[197] The Committee on Elimination of All Forms of Discrimination against Women (CEDAW) recommended punishing the police who commit sexual violence.[198] The vicious cycle of impunity should be ended.[199]

The importance of security sector reform is fully recognized; however, because of the lack of political will at the top of the government, human rights abuses by the army and corruption by the police continue. Among the total ODA allocated to conflict, peace, and security, including those of multilateral assistance, only 6% was allocated to security sector reform and 1% to security system management.[200]

（2） Measures Taken by the Government

To address this situation, the joint committee for reform and reorganization of the police was set up in 2005, and the committee for monitoring police reform (Comité de Suivi de la Reforme Police: CSRP) was established in 2009 by the Ministry of the Interior.[201] In 2009, President Kabila launched ‘zero tolerance for sexual violence and corruption’.[202] The website of the personal representative of the DRC’s President on sexual violence and child recruitment takes up court cases of sexual violence to show that sexual violence is a crime to be punished. The Deputy Special Representative for the Secretary General of MONUSCO attributes the decline of human rights violation in the eastern Congo to the improvement of the military court’s functions.[203] Sexual

193 IRIN Security Sector Reform in the Democratic Republic of Congo: An Interview with Marta Martinelli
194 Groupe de Recherche et d'Information sur la Paix and Bonn International Center for Conversion
195 GRIP 2011, cited in SADHO et al. 2012
196 SG report on MONUSCO dated 21 October 2011 (cited in ASADHO et al. 2012)
197 ASADHO 2012
198 CEDAW 2013
199 USAID 2012
200 ASADHO et al. 2012
201 JICA 2014e.
202 ASADHO 2012
203 JICA 2014e; UNFPA personnel also said that the military court shows more improvement in handling sexual

violence cases committed by the army and the police are regarded as declining; 60–70% of sexual violence is committed by the army and the police, and the rest by the general public.[204]

(3) Assistance by International Organizations

International organizations have also made efforts to end GBV. MONUSCO provided a 3,000-strong police force from four provinces with gender training from 2009 to 2010. In refugee camps in Tanzania, the police receive training on GBV. An NGO in a refugee camp in Burundi works with the police to provide legal aid during the process from investigation to prosecution.[205] In 2011, a lieutenant colonel was convicted for the crime of rape. This judgement was given at mobile gender court, which is supported by an international NGO in cooperation with American Bar Society under the legal system of the DRC and local authorities.[206]

JICA has supported training and now all police training courses include sexual violence along with human rights and community police.[207] In 2010, with the support of UNFPA, a special police unit for the protection of women and girls from sexual and domestic violence was established in Katanga.[208,209] The EU also supports special units for women and children in Maniema, Bandundu, and Kinshasa and provided short-term training, equipment, and training modules.[210]

The assistance of the international community has achieved positive outcomes. During the election period in November 2011, improvement in police behaviour was noticed, which was attributed to police training.[211] However, without continuing efforts by the government, security sector reform may end up as merely cosmetic change.[212] The police trained in preparation for the 2006 elections functioned well during the elections but their professional quality declined immediately after the elections.[213] Without long-term assistance, reform and training supported by many organizations may not be sustainable.[214]

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violence cases than the civil court. (1 February 2017)

[204] Interviews with USAID (3 February 2017) and DGEF (31 January 2017)

[205] IRC 2014

[206] ASADHO 2012, Open Society Foundations n.d. 250 cases were heard in two weeks and 195 cases were convicted. 75% were sexual crime, 25% were murder, violence and theft. Imprisonment was from 3 to 20 years. 260 people were trained for this mobile court (DRC Mobile Court Fact Sheet: https://www.opensocietyfoundations.org/sites/default/files/mobile-court-20110725.pdf http://www.violenceisnotourculture.org/content/congo-mobile-gender-justice-court Last access 15 January 2017)

[207] Interview with USAID (3 February 2017) and interview with DGEF (31 January 2017)

[208] UNDP-UNIFEM 2007

[209] There are concerns that it is difficult for women to report her husband, that reporting of domestic violence does not go along with African culture and mediation is preferred. However, there were cases in which the husband stopped wife beating after he was arrested. See: Peace Women http://www.peacewomen.org/content/drc-news-world-congo-police-move-combat-violence-against-women (Last access 15 January 2017)

[210] JICA 2014e

[211] UN 2010

[212] IRIN Security Sector Reform in the Democratic Republic of the Congo: An Interview with Marta Martinelli http://reliefweb.int/report/democratic-republic-congo/security-sector-reform-democratic-republic-congo-interview-marta (Last access, 25 December 2016)

[213] ASADHO 2012

[214] IRIN Security Sector Reform in the Democratic Republic of the Congo: An Interview with Marta Martinelli

Box 3: Work environment for female police officers

The Kosovar police improved the retention of female police officers by introducing short leaves of an hour to mothers of infants. Psychological support is given to those who deal with sexual violence cases the handling of which is highly stressful. The GBV office of the Rwandan police works with local women's organizations to improve the handling of GBV cases.

UNDP-UNIFEM 2007

（4） Gender mainstreaming in the security sector

Security sector reform, and especially the fight against sexual violence, requires gender mainstreaming. Reports indicating the importance of gender mainstreaming in the security sector have been published by many organizations, including the UN.[215] Gender mainstreaming of security sector reforms means that the security sector will be able to meet the security needs of different types of citizens including women, and that the mandate and strategic mission of the organization incorporate gender equality, not only to handle SGBV cases effectively.[216]

To promote gender mainstreaming, taking account of female police officers' viewpoints will be useful. Yet female police officers account for only 10% of the police.[217] It is common that the police force is regarded as a male domain and thus not many women work for the police; women comprise 17.33% of the police force in high income countries and 8.59% in low income countries, less than 10%. Thus, it is fair to say that the number of female police officers in the DRC is normal. If gender perspectives can be incorporated into police activities, trust in the police may be strengthened through responding to the needs of all citizens, both men and women, in an appropriate way. Thus, increase in the number of female police officers is important for stabilization of the post-conflict society. However, an increase in the number of female police officers alone would not bring about change. Female police officers also need gender training.[218]

Box 2: Recruitment of female police officers

The Liberian national police pay attention not only to recruitment and training of female police officers but also not to concentrate them at the lower rank and women occupy supervising positions. The Kosovar police put female police officers in all units including senior positions. Female leaders can be a role model. In a post-conflict society, women's low education level makes it difficult to recruitment female police officers. To resolve this issue, the Liberian police give free secondary education to girls who will be trained as police officers after graduation from high school.

UNDP-UNIFEM 2007

It is important to make the police a safe workplace for women in order to increase women in the force.[219] Enforcement of a zero tolerance policy towards sexual harassment, implementing a grievance system, having female police officers' associations for mutual support, and not concentrating female police officers at the lowest ranks have been proved effective by the experience

http://reliefweb.int/report/democratic-republic-congo/security-sector-reform-democratic-republic-congo-interview-marta (Last access 25 December 2016)

[215] UNDP-UNIFEM.2007, UN Women 2015, Denham 2008

[216] UNDP-UNIFEM 2007

[217] Interview with JICA experts for the Project for Professionalization of the Police for the Population and Peace (7 February 2017)

[218] UNDP-UNIFEM 2007

[219] USAID 2012

in Liberia.[220]

3.2 Vocational Training and Human Resources Development

（1） Current Situation

Different values in the unemployment rates of the DRC have probably been published because of different calculation methodologies. ‘Chapter 1. Basic Profiles’ uses data from the World Bank Open Data.

Table 3.1：Unemployment rates (blank cells mean that there is no available data)

	1991	2005	2006	2007	2008	2012	2014	2003-2013	Reference
Male	6.7%						6.7%		(1)
Female	9.8%						9.4%		
Total								3.7%	(2)
			48.2%	47.2%	53.2%				(3)
		49.6%				54.0			(4)

Table 3.2：Youth (15 to 24 years of age) unemployment rates (blank cells mean that there is no available data)

		1991	2005	2012	2014	Unknown year	Reference
Global		－			14.0%		(1)
DRC	Total	13.2%			11.9%		
						＞70%	(5)
	Urban		24.54%	24.6%			(4)

References：

（1） World Bank Open Data (http://data.worldbank.org/indicator/SL.UEM.TOTL.FE.ZS?view=chart)
（2） Human Development Report 2015 p.256
（3） Politique Nationale de l’Emploi et de la Formation Professionnelle, Ministry of Labour of DRC, cited in JICA 2014
（4） Rapport National sur le Developpement Humain 2014, p.47 and p.122
（5） African Economic Outlook 2012, cited in JICA 2014

Even with these differing figures, it can be safely said that the unemployment rates of the DRC are high. One of reasons for the high youth unemployment rates may the absence of pension system. Because there is no income source after retirement, elderly people keep working and the youth do not have a chance to build experience.[221] Employers are not keen to hire youth, making an excuse that the youth lack skills, knowledge and work ethics.[222] However, the youth has physical advantages and willingness to learn. Until a few years ago, the youth are not so much interested in starting businesses and prefer formal employment, but these days the youth are more interested in

[220] UNDP-UNIFEM 2007
[221] World Bank has a plan to start supporting retirement retirees (interview with JICA expert in charge of the Health sector, 31 Jan 2017)
[222] ILO 2012

starting own businesses. [223]

（2） Measures Taken by the Government

For employment promotion, and human resource development for nation building, the government prioritizes vocational training in the Growth and National Poverty Reduction Plan Strategy (DCSRP) II and the National Policy on Employment and Training (Politique Nationale de l'Emploi et de la Formation).[224] The government has developed the National Youth Policy, National Action Plan for Youth Employment and National Youth Employment Programme, and set up the Consultative Group for Youth Employment and the National Youth Council to promote youth leadership and listen to the voice of youth.[225]

The education sector also tries to respond more accurately to market needs by improving the educational system. The Federation of Congolese Businesses, Chamber of Commerce, Ministry of Primary and Secondary Education and Ministry of Tertiary Education signed an MOU to develop training curricula that meet the needs of employers. In 2006, the Inter-Ministerial Commission for Technical Education and Vocational Training was established by six ministries.[226]This Commission aims to build an organizational framework for Technical Vocational Education and Training (TVET), curriculum, and programme development that can lead to employment, advocacy for TVET, and fundraising. The Ministry of Labour, Institut National de Préparation Professionnelle, Ministry of Primary and Secondary Education, Ministry of Youth and Sports, Ministry of Tertiary Education, Ministry of Social Affairs, and Ministry of Gender, Family and Children also joined in the discussions.[227] However, coordination among ministries is not sufficient. Many training institutions issue their own certificates without harmonization of training contents. Establishment of a national system for accreditation has been discussed but has not materialized.[228]

[223] Information from INPP Japanese experts
[224] JICA 2014a
[225] ILO 2012
[226] Ministry of Primary, Secondary and Vocational Education, Ministry of Public Health, Ministry of Social Affairs, Humanitarian Action and National Solidarity, Ministry of Employment, Labour and Social Welfare, Ministry of Higher and University Education, and Ministry of Youth and Sports
[227] JICA 2010
[228] UNESCO 2013

（3）Gender Mainstreaming in the Vocational Training and Human Resource Development

Women's employment concentrates on traditional agriculture (women provide 70% of the agricultural labour force) and the informal sector (women make up 60%). Only 2.8% of salaried workers are women.[229] Many women work in the informal sector and do not have legal and social protection. As a result, more women are disadvantaged compared to men. Small businesses and the assembly of electronics are areas that are accessible to women.[230] However, to succeed in business, women need skills for planning, business and financial management, and access to microfinance.[231] A woman entrepreneur who gives Congolese youth training opportunities indicated that holistic and comprehensive start support is necessary for women to start businesses. In addition to technical and skills training, and access to funds, follow-up and mentoring by mentors and role models can lead women to success.[232]

30 Jan 2017, Kinshasa
Taken by the author

Box 4: Robocop by woman engineer

Therese Izay, a woman engineer, who runs a women's technology cooperative, designed the robot traffic police. The robots can be found at several intersections in Kinshasa, impressing the pedestrians. This is a good example for promotion of women engineers.

http://www.aljazeera.com/news/africa/2014/03/dr-congo-turns-robots-combat-traffic-20143205531424870.html

3.3 Health

(1) Current Situation

One of the major health issues in the DRC is its high maternal mortality rates (MMR). An MMR of 730 per 100,000 live births[233] (2013) is much higher than the average MMR of Sub-Saharan Africa, which is 546.[234] It is reported that 20% of women die for reasons related to giving birth.[235] The major reasons include early marriage, remoteness, limited medical services such as limited availability of services, late decisions on necessity of care and appropriate treatment,[236] and high birth rates. On average, women give birth to the first child at the age of 19.9 years.[237] Of women aged from 20 to 24 years, 25% were younger than 18 years old when they gave birth to their first

[229] African Economic Outlook 2016 (Country Notes, DRC)
[230] USAID 2012
[231] CEDAW 2013
[232] Interview with Patricia Veringa-Gieskes, a Congolese entrepreneur (31 January 2017)
[233] HDR 2015
[234] UNDP 2016
[235] USAID 2012
[236] Interview with Japanese experts of the Project for Development of Human Resources in Health in the DRC Phase 2 (31 January 2017)
[237] CIA World Factbook

child.[238] In 2005, the MMR was 660[239] and 23.2% of women who died of delivery were aged 15–19 years. In 2010, the MMR was 540 and 18.4% of women who died of delivery were aged 15–19 years.[240] Institutional delivery rates are 74.9% nationally, with some variation depending on the areas. The rate is 98.1% in Kinshasa and 39.7% in Equateur. Education levels of the mother and the economic status of the family influence the decision to deliver at a medical institution. The rate for mothers without education was 60.1%, while that of mothers with secondary education and above was 88.3%. In the poorest 20% of households the rate was 59.9% and that of the richest 20% of households was 96.6%.[241] Sexual and reproductive health and rights education, family planning services, and contraception are rarely used.[242] Use of modern methods of contraception also reflects the education levels of women and their location of residence (urban or rural).[243]

The under-five mortality rate was 158 per 1,000 live births in 2010. It was 111 in the urban areas and 174 in rural areas. When mothers do not have education, it was 198. For those with primary education the rate was 165, and with secondary education it was 110; as the education level rises, the mortality rate declines. The richest families had low mortality (88 per 1,000 live births) but the highest mortality was found in the households that had an average economic level (194 per 1,000 live births); this was higher than the poorest households (172 per 1,000 live births).[244] The reason why the families belonging to the average economic level show the highest mortality rate; however, it can be safely said that the family economic levels and the education levels of mothers influence under-five mortality rates, nutrition, and immunization rates in children to certain extent.[245]

GBV is another grave issue for women's health. Sexual violence victims need access to comprehensive treatment including psychological support by trained experts, legal aid, and medical care.[246] It is reported that 20–30% of raped women became pregnant;[247] however, abortion is illegal and criminalized.[248] UNFPA advocates the legalization of abortion under certain circumstances in the draft law on reproductive health.[249]

In the eastern DRC, 20% of rape victims are reportedly infected with HIV/AIDS.[250] In the DRC as a whole, HIV infection rates are relatively low: 1.3% for the population 15–49 years of age.[251] Kinshasa has the highest infection rate; for men it is 0.9% and for women 1.6%. Among women, the

[238] MICS 2010, cited in Davis, Fabbri and Alphonse 2014
[239] The MMR of Sub-Saharan Africa in 2015 was 546 per 100,000 live births while it was 216 globally. (UNDP 2016)
[240] WHO Global Health Observatory (cited in USAID 2012)
[241] MICS 2010 (cited in JICA 2012)
[242] CEDAW 2013
[243] MICS 2010 (cited in JICA 2012)
[244] Households were divided into five groups according to the economic status. MICS 2011
[245] JICA 2012. The level of correlation is not unavailable.
[246] CEDAW 2013
[247] Interview with UNFPA (1 February 2017)
[248] CEDAW 2013
[249] Interview with UNFPA (1 February 2017)
[250] WHO 2006
[251] DHS 2007

infection rate of those aged 44–49 years is the highest at 1.8%. Among different categories of people, widows have the highest infection rate of 9%. This may reflect widows' hardship; it is reported that women without incomes make a living through prostitution.[252]

The low quality of health personnel to address these problems and the imbalanced deployment of health personnel make it even more difficult to provide the population with sufficient access to health services. At the outset, the number of medical personnel per 1,000 people is small; there are 0.82 nurses and birth attendants per 1,000 people, and 0.06 doctors per 1,000 people; these ratios are far below the WHO standards of 2.3 doctors, nurses and birth attendants per 1,000 people. There are regional variations. Bandundu, next to the capital, has 1.6 nurses per 1,000 people, while Katanga and Maniema, far from the capital, have only 0.4 nurses per 1,000 people.[253] It is said that 60% of doctors in the public sector are in Kinshasa. In Equateur, there is no doctor who can treat vesico-vaginal fistula[254] and no HIV infection prevention service is available. Imbalances can also be found across the occupations; Congo Central has a relatively high number of nurses but very few birth attendants.[255]The brain drain to foreign countries is also a concern.[256]

(2) Measures Taken by the Government

In response to this situation, the government prioritizes the health sector as one of the four major strategic areas in DSCRP II, which was developed in line with Vision 2035, five priority areas of President Kabila's five-year programme (infrastructure, employment, education, water/electricity and health), and the MDGs. The National Health Development Plan 2016–2020 was developed in line with the SDGs and universal health coverage. The government has developed National and Provincial Plans for the Development of Human Resources in Health as a sub-plan of the National Health Development Plan.[257] Human resources development is prioritized as one of the six strategic pillars of the Health System Strengthening Strategy II, which was developed as the health sector strategic policy to implement DSCRP II.[258]

However, 30% of health-related expenditures is provided by donors. The health budget accounts, at most, for 7% of the government budget. It increased to 12% in 2014[259] but it is still much lower than the target of 15% set by the Abuja Declaration.[260] The leadership within the health sector is

[252] USAID 2012
[253] JICA 2014b
[254] In women, difficult labour in childbirth may result in formation of a vesicovaginal fistula between the bladder and the vagina with resulting leakage of urine into the vagina. In a vesicointestinal fistula, there is leakage of urine from the bladder into the intestine. In a rectovaginal fistula, fees escape through the wall of the anal canal or rectum into the vagina (taken from Medical Dictionary: http://medical-dictionary.thefreedictionary.com/vesicovaginal+fistula Last access 16 February 2017)
[255] JICA website project news: https://www.jica.go.jp/project/drc/002/news/index.html (Last access, 20 February 2017)
[256] JICA 2012
[257] JICA 2012
[258] JICA 2012
[259] UNDP 2016 p.47
[260] The Abuja Declaration was adopted at the Africa Summit on HIV/AIDS and other infectious diseases in Abuja in

weak and the private health sector is not properly regulated.[261]

(3) Assistance by International Organizations

The World Bank, UNICEF, WHO, USAID, and EU are the major development partners of the health sector. In the past, there were coordination problems; many project steering committees were established, and donors set up parallel assistance systems. Now the stakeholders have regular meetings and avoid overlap of interventions. Donor coordination has been improving; compared to other areas in the DRC, donor coordination in the health sector is advanced with regular meetings and avoidance of overlapping activities.[262,263] In 2014, 16 organizations signed a partnership agreement and now hold monthly donor meetings. There are five sub-groups (health personnel, finance, governance, medication and services) and JICA is a lead donor of the health personnel sub-group.[264]

(4) Gender Mainstreaming in the Health Sector

Gender is not, however, taken up in health policies. There are no specific gender policies or objectives in the area of human resources development in the health sector. An official of the Ministry of Public Health said that the Ministry provides training courses on GBV but not on gender. UNFPA assesses the capacity of the Ministry on gender and gender mainstreaming. When the Ministry needs expertise on gender, UNFPA and other external organizations help to provide it.

4. **Gender Mainstreaming in JICA's Development Assistance**

4.1 Project for Professionalization of the Police for the Population and Peace

Type	Technical assistance project
Duration	Mar 2015 to Jun 2018
Counterpart	Congolese National Police (PNC)
Target area	Kinshasa and pilot sites
Background	The National Police of DRC faces many challenges such as lack of staff data and lack of training of the police force. Since 2004, Japan has supported police training in coordination with UN mission and other donors. This project aims to establish a sustainable system to generate professional police force with high moral.
Beneficiaries	Direct: PNC Indirect: citizens
Major activities (outputs)	(1) Enhance police HQs internal coordination for effective training implementation (2) Enhance capacity to conduct training through pilot trainings] (3) Establish training system of pilot schools (1) Develop capacity of police training instructors
Achievements	Coordination and cooperation between DGEF and Human Resources Department of the Headquarters, curriculum development for trainers, training for traffic police officers (100 officers x 2 times)

2001. It sets at least 15% of the government budget as the target for health budget allocation. See: http://www.ajf.gr.jp/lang_ja/db-infection/2001ar0702.html (Last access 14 January 2017)

[261] JICA 2012

[262] Interview with the JICA DRC office expert in charge of the health sector (31 January 2017)

[263] The UNDP Country Director in the DRC also stated that the donor coordination in the health sector is the most advanced in the DRC (cited in JICA 2014e)

[264] Interview with the JICA DRC office expert in charge of the health sector (31 January 2017)

Source：prepared by the author based on the information from project related documents[265]

The Congo National Police (PNC) was established in 1997 and the PNC General Directorate of School and Training (DGEF) was created in December 2013 as a capacity building institution.[266] JICA supported police democratization training from 2004 to 2013. During the period, by the end of fiscal year 2012, about 20,000 police personnel (about 20% of the total) received training. The training provided by JICA has been highly valued by their supervisors, governors and community members.[267] During the 2011 Presidential election, the attitudes and behaviour of the national police were more democratic compared to the 2006 election.[268] A monitoring survey conducted in 2014 also found improvement in the work ethic and attitudes of the police force, functioning police training centre and training of trainers, improvement in relationships with citizens, positive impact on integration of former armed groups into the police.[269]

Even after JICA's support ended, all police training courses under DGEF have three modules: GBV, human rights, and community police. Female instructors of the PNC who received instructor training conducted most of these training courses. The GBV training covers the following items in Table 4.1.[270]

Table 4.1: Contents of GBV module

- Sexual violence: definition, cases, consequences (psychological, physical and economic)
- Laws related to sexual violence: international and domestic laws on sexual violence
- Sexual violence investigation ①: attention to be paid during investigation
- Sexual violence investigation ②: evidence collection
- Sexual violence investigation ③: handling information on the victim
- Sexual violence investigation ④: investigation of the accused
- Sexual violence investigation ⑤: arrest
- Sexual violence investigation ⑥: preparation of court documents

Source: prepared by the author based on the information from project related documents

The current project has shifted to building the DGEF management capacity to conduct training courses to ensure sustainability of the outcomes and impacts achieved so far. During the formulation of the current project, given that the grave consequences of violence against women in the DRC and that the number of female police officers was still small (7–8% of the total police force), it was recommended that more female police officers participate in the project activities for the purpose of gender equality.[271] It was found that the Kasapa training centre's facility was not women friendly:

[265] JICA 2014c, JICA Knowledge Site, http://gwweb.jica.go.jp/km/ProjectView.nsf/11964ab4b26187f649256bf300087d03/08af0ceb50550de749257e1e007a0db1 (Last access 14 Jan 2017)
[266] JICA 2014e
[267] JICA 2014e
[268] JICA DRC office document
[269] JICA 2014d
[270] JICA DRC office documents
[271] JICA 2014d

there was no female toilet in the management building, and the toilet and shower room of the women's dormitory is located far from the dormitory. The government requested JICA's support for the construction of the women's dormitory. Thus, it is fair to say that gender issues were considered during the project formulation mission.

The PDM of the current project has gender-related indicators: the proportion of female police officers trained in the pilot training courses (the value of percentage points will be determined at the later stage), and that 20% of those who passed the instructor test are women. The Japanese experts requested recruitment of female police officers and ensured the inclusion of a certain number of female police officers in training courses. Preparation of the physical structure and equipment before the start of training included the construction of women's dormitories, women-only bathrooms and toilets, and the provision of sanitary pads to improve the training environment for female police officers.

However, the PNC's responses to gender mainstreaming seems to be reaction to donors' request and not strong yet. One of the possible reasons for the PNC's weak commitment is that female police officers are concentrated in the low-ranking positions and there are no women at the senior management level.[272] The PNC must take long-term measures to increase the number of female police officers, recognize the roles that female police officers can play,[273] and put women in the posts with decision-making power. The current project will implement training of the traffic police on a pilot basis. In many countries, traffic police have relatively many female officers and seem to be a good entry point for women. Although it may not be easy with the current low number of female police officers, the project, in cooperation with DGEF, can help bring changes in perception towards female police officers by training more of them and more female instructors.

4.2 Project on Strengthening the Capacity of National Institute of Professional Preparation

Type	Technical assistance project
Duration	Jan 2015 to Jan 2020
Counterpart	Institut National de la Préparation Professionnelle (INPP)
Target area	Kinshasa, Katanga
Background	The DRC has started economic rehabilitation and stresses the importance of employment and improvement of labour for economic development. Unemployment rates are high in the DRC (unemployment rate: 8.9%, underemployment rate: 81.7%, youth unemployment: 28%).[274] Specifically, in the eastern part of the DRC with many IDPs and ex-combatants, vocational training, employment support and social integration is essential for security and growth but vocational training system has a range of challenges such as lack of human resources and outdated facility. JICA started the 'Vocational Training

[272] Reponses to the questionnaires by the Chief Advisor of the Project for Professionalization of the Police for the Population and Peace

[273] Special Units for GBV prevention and child protection supported by GIZ have few female police officers; nonetheless, it is ensured that female police officers interview female GBV victims and that privacy and confidentiality of the information are strictly protected (Interview with GIZ, 7 February 2017)

[274] OECD 2007 (cited in JICA HP)

	Programme' in 2011 and supported capacity development of staff and the institutions through technical assistance project, grant aid and deployment of an advisor. This project aims to enhance the capacity of INPP.
Beneficiaries	Direct: INPP (Kinshasa and Katanga) Indirect: students of INPP
Major activities	(1) Training management system development (2) Development of annual training plan and procedure manual (3) Training of trainers, curriculum development (4) Employment support through information provision, support system, monitoring
Achievements	Support to management system and course management. New programme for starting business in cooperation with a microfinance institution.

Source：prepared by the author based on the information from project related documents [275]

Official vocational training institutions tend to focus on long-term technical courses and have only a few female trainees. This is the case for the Kinshasa centre of Institut National de Préparation Professionnelle (INPP). As shown in Table 4.1, women are a minority among course instructors, management and trainees. The centre started courses such as hospitality, restaurant, sewing, hair dressing, modelling, and office computer to increase the number of female trainees. However, the number of female trainees is less than half of that of men. Table 4.2 shows that machine and technical courses have fewer women. No measures have been taken so far to advantage women and promotion of staff and registration of trainees are solely based on merit. The institution may consider measures or awareness raising to increase the number of female staff members and trainees.[276]

Table 4.2：Trainees ate INPP Kinshasa by gender (%)

	Male	Female
Course instructors	81.8	18.2
Management	78.5	21.5
Trainees	68.6	31.4

Source：Responses of INPP to questionnaires

Table 4.3：Number of trainees in machine and technical courses by gender (%)

	Male	Female
Automobile	98.0	2.0
Welding	100	0
Electricity	98.3	1.7

Source：Responses of INPP to questionnaires

Still, a Japanese project expert involved in INPP for a long time observes that the number of female trainees has been increasing and the gender gap has been gradually narrowing. There were few female automobile instructors three or four years ago, but now about 5% of the automobile instructors are women.[277] One female automobile instructor learned her skills at INPP and started teaching in 2008 immediately after she graduated. When asked why she chose the automobile course, she replied that simply it was the course of her choice. This shows that such options were already

[275] JICA 2914a, JICA HP https://www.jica.go.jp/project/drc/003/outline/index.html (Last access 14 Jan 2017)
[276] Responses to the questionnaires by Japanese experts of INPP project
[277] Interview with a Japanese expert for the Project (7 February 2017)

available to women although they might be limited to Kinshasa.[278]

The Japanese expert notes that the centre wishes to promote women to senior positions and give women a chance to express their views. In fact, in the management of INPP, women account for 20%.[279] At the moment, there are no differences with regard to salaries and promotion between men and women but INPP is willing to introduce measures advantaging female students in order to increase the number of female students [280][281] and facilitate women's empowerment.

The Japanese experts also requested the institution to include women in the members going to Japan for training to ensure training opportunities for female instructors. The first training in 2015 had nine men and two women, and the second training had 10 men and two women. A New programme was created to promote starting business in cooperation with a microfinance institution, FINCA. Applicants present their business plan and those selected can borrow money from FINCA. The Project persuaded FINCA to give a loan with a special interest rate for women, 0.5 percent point lower than usual. The first batch had 54 applicants and 5 individuals and 1 company were selected. Among them were two women doing a tailoring business. The Project tries to ensure that men can benefit from the women dominant courses. Well-balanced gender perspectives are incorporated in the courses.[282]

One of the objectives stated in the ex-ante project evaluation, '[the project will] promote gender equality by providing support for employment and starting businesses to female trainees' [283] is being implemented steadily in cooperation with the project counterpart institution.[284] A women empowerment campaign involving INPP Kinshasa's female engineers as well as female traffic police officers, both of whom work with INPP for training curriculum development, may be able to inform the public of the achievements of these women role models.

4.3 Project for Development of Human Resources in Health in DRC Phase 2

Type	Technical assistance project
Duration	Jan 2014 to Jan 2018
Counterpart	Directorate of General Affairs and Human Resources, Directorate of Health Science Education, Directorate of Continuous Training, Provincial Inspection of Health of target provinces
Target area	Kinshasa, Congo Central, Kasai Central, Haut Katanga
Background	The prolonged conflicts have badly damaged the health system of the DRC. Health

[278] Interview with a female INPP instructor (7 February 2017)
[279] INPP in Goma, Bukavu and Boma supported by AFD have only men in management except for one or two female secretaries. Female instructors can be found in only female dominated courses such as sewing (Interview with AFD, 7 February 2017)
[280] Responses of INPP to the questionnaires
[281] Female managers are active outside the centre to network with female entrepreneurs and women's groups (response of Japanese experts to the questionnaire). The female Director General has a contact with Patricia Veringa Gieskes, a female entrepreneur, and Therese Izay, the engineer who designed the robot traffic police. She sometimes invites them to INPP to give a speech (Interview with Director General of INPP, 1 February 2017).
[282] Hair dressing courses have more women but there are male trainees as well. It is because hair cutting does not require much capital and easy to start business (Interview with INPP Japanese experts, 7 February 2017)
[283] JICA 2014a
[284] AFD has been supporting INPP but without gender focus. It plans training for vulnerable women (interview with AFD. 7 February 2017)

	services are concentrated in cities and the quality is low. Access to health service in the rural areas is extremely limited. JICA supported a project on human resources development in health sector in the DRC from Nov 2011 for three years which improved human resource development, deployment and career management through development of the National Development Plan of Human Resources in the Health Sector (PNDRHS). The second phase will further enhance the capacity of the central level and support target provinces in development and implementation of provincial human resource development plan (PPDRHS).
Beneficiaries	Directorate of General Affairs and Human Resources, Directorate of Health Science Education, Directorate of Continuous Training, Provincial Inspection of Health of target provinces
Major activities	(1) Evaluation of PNDRHS 2011-2015 and development of 2nd PNDRHS (2) Preparation of regulations for PNDRHS implementation (3) Support to development of PPDRHS
Achievements	PNDRHS 2011-2015 evaluation, PPFRHS development and approval of Congo Central, Kasi Central and Haut Katanga, health personnel overview report, national and provincial personnel birth attendant training material development, human resource database of Congo Central and Haut Katanga, pamphlet on observatory,

Source：prepared by the author based on the information from project related documents [285]

The project experts regarded the project itself as a response to gender issues. One of the major gender issues is high MMR and GBV in the eastern DRC. The project trains capable birth attendants to help improve women's reproductive health and, eventually, empower women. The project also produces textbooks and competency standards for human resources development. A human resources database in health can help appropriate deployment of nurses and birth attendants, which can also help improve women's reproductive health. The project's detailed design report and PDM do not specifically mention gender; project formulation was conducted with the assumption that the project itself addresses gender issues. There are no gender specific project activities but this is not only about JICA; other donors do not provide health sector personnel with gender training.

The three provincial ministers of health working with the project are all women, but other managers are mainly men. The reason for male dominance in management seems to be education. Not many women have the required education level. In addition, nurses manage health centres in rural areas. They move around huge health zones by motorbike to perform tasks such as immunization. Therefore, female nurses have difficulties in being deployed in remote areas; about 80% of nurses in charge of a health centre are men. In the DRC, a man can work as a birth attendant although a majority of birth attendants are women. Interestingly, the president of the birth attendant association is a man. Thus, it is fair to say that the health sector is male dominated. Gender consideration made by the counterparts was their request to send women to meetings and training courses in Japan. The counterparts said that too few women took part in training courses in Japan and the number of women to attend the training courses should be increased.[286]

[285] JICA 2014b、JICA HP https://www.jica.go.jp/project/drc/002/outline/index.html (Last access, 14 Jan 2017)
[286] The training courses in fiscal year 2014 and 2015 had three and five male participants, respectively. For the training in fiscal year 2016, the ministry wanted to send women, and three male and two female participants were sent to the training. Three project-related female staff members were sent to other training sessions in Japan.

Annex 1：Relevance between JICA Projects and UNSCR1325 NAP of DRC(2013)

Component 2：Security

Objectives	Strategy	Activity	Outcome	Indicator	JICA assistance
Elimination of circulation of small arms	Advocacy	Incorporate gender perspectives into training of law enforcement institutions (army, police and judiciary)	Gender integration into the services of army, police and judiciary	Number of programmes incorporating gender perspectives, number of women in police, army and judiciary	Security sector reform, capacity building of the police

Component 4：HIV/AIDS

Improved access for women to information and prevention and treatment	Mass media, seminar, conference	Information dissemination and awareness raising at community level	50% of women have access to information, prevention and treatment	Proportion of women who have access	Health
Implementation of strategic plan against AIDS with government budget	Mass media, seminar, conference	SGBV prosecution and conviction	Punishment of SGBV	Number of GBV cases convicted	Police
Poverty reduction	Committees comprising CSOs, government, judicial and parliament	• Poverty reduction • NGO activity to implement national strategy	• Reduction of HIV infection rates • NGO's activities supported	• Proportion of HIV infected people • Number of NGOs supported based on the national strategy	Employment

Annex 2：UNSCR1325 NAP of Japan and Possible activities in DRC

Major goal	Action	Possible JICA assistance
Participation: Ensure equal participation of women in all stages in the field of peace and security with the aim of achieving gender mainstreaming in this field.		
Goal 1：Ensure women play an active role in decision making concerning the prevention of occurrence and recurrence of conflicts and ensure that women's perspectives are reflected in such processes	1. Give consideration to women's perspectives in each stage of planning, monitoring and evaluating projects relating to the prevention of occurrence and recurrence of conflicts, and ensure participation of women and girls, etc. in these processes.	Promotion of women's participation in **security sector**

	3. Offer support for the establishment and operation of laws and systems which give consideration to women's perspectives and for the improvement of access to justice.	Improvement in law enforcement including the **police**
	4. Assist women in aid-recipient countries play an active role in peacebuilding activities.	Capacity building of **female police officers**
Goal 3 : Reflect consideration for women's perspectives in decision making concerning humanitarian and reconstruction assistance. Women can play an active role in this field.	1. Ensure women's participation in drawing up plans for humanitarian and reconstruction assistance.	
	3. Introduce the gender equality perspective in assistance projects for post-disaster reconstruction and disaster risk reduction and ensure women's participation in decision making.	Promotion of women's participation in **health sector**
Conflict Prevention : Promote women's participation and leadership roles in all processes of prevention, management, and resolution of conflicts and decision making, and introduce and strengthen the gender equality perspective.		
Goal 1: Encourage women to participate in conflict prevention and introduce the gender equality perspective in the early warning and early response mechanism	3. Promote women's participation in the early warning and early response mechanism.	Cooperation between **the police** and communities Women's participation in trust building
Goal 2 : Encourage women to participate and take leadership roles in conflict management in conflict-affected societies.	1 . Analyze risks of gender-based violence, etc. in conflict-affected societies and take measures to alleviate such risks.	Capacity building of **the police**
Goal 3 : Encourage women to participate in conflict resolution, assist them in taking leadership roles, and reflect the gender equality perspective in peacebuilding processes.	3. Train women with advanced conflict resolution skills (negotiation, mediation and arbitration).	Capacity building of **female police officers**
Goal 4 : Offer support for initiatives for preventing the recurrence of conflicts that incorporate the gender equality perspective.	1. Offer support for police reform initiatives incorporating gender mainstreaming and the gender equality perspective (including gender analysis and responses to needs, etc. while ensuring women's participation).	Gender mainstreaming assistance to **the police**
	5. Offer support for measures against human trafficking (protection of victims, prosecution of perpetrators, prevention of trafficking) incorporating the gender equality perspective.	Organizational reform and training for **the police**
Protection : Prevent various aid-recipients including women and girls, etc. from being exposed to gender-based violence, etc. or other human rights infringement in or after a conflict or under humanitarian crisis such as a large-scale disaster.		
Goal 1 : Provide victims of gender-based violence under	1. Strengthen a system to provide comprehensive support	Assistance and protection of victims

humanitarian crisis with comprehensive support, including physical, medical, psychosocial, legal, and economic assistance.	to victims of gender-based violence and ensure thorough reporting.	by **medical institutions and the police**
	3. Provide victims of gender-based violence with assistance during a transitional phase (or medium- to long-term assistance).	Enhanced support to women victims by **medical institutions and the police**
Goal 2 : Reduce and prevent risks of gender-based violence, etc. under humanitarian crisis	2. Analyze risks of gender-based violence in designing and planning projects relating to water sanitation and health (WASH) initiatives, food and nutrition, shelters, distribution of relief goods, healthcare, education and awareness-raising activities, etc.	Capacity building of **medical institutions and the police**
	3. Offer support for economic and social empowerment targeting women and girls (in particular, women belonging to minorities and widows).	Economic empowerment through **vocational training**
	4. Offer support for programs trying to eliminate gender-based violence and promoting gender equality based on participation and involvement of communities.	Cooperation between **the police** and communities
Goal 3 : Reflect the gender equality perspective upon protection and support for refugees and displaced persons and prevent gender-based violence.	4. Carry out assistance activities targeting not only refugees and displaced persons but also host communities, thereby alleviating tensions between them, and provide inclusive support for improving the living environment of women and girls, etc. through involvement of communities.	Improved access to comprehensive care including **medical support** to the victims of rape and DV
Goal 5 : Offer support for disarmament, demobilization and reintegration (DDR) in or after a conflict and for Security Sector Reform (SSR) including judicial system reform.	1. Introduce the perspective of the protection of women and girls in efforts for disarmament of former soldiers (including child soldiers) after a conflict; Introduce the gender equality perspective in projects for their reintegration after discharge.	Support to DDR as part of **security sector reform** (or psychological support and reintegration support to women and child soldiers)
	3. Offer support for training and awareness-raising projects for ending non-punishment.	Recruitment of **female police officers** and Capacity building of **the police**
	4. Offer support for building a system for reporting gender-based violence after a humanitarian crisis.	Establishment of a system and capacity building of **medical institutions and the police**
Humanitarian and Reconstruction Assistance : Provide humanitarian and reconstruction assistance while reflecting circumstances and needs unique to women and girls, etc., promoting women's empowerment, and ensuring women's participation.		

Goal 1 : [Emergency assistance phase] Plan and carry out assistance activities, while noting that women and girls, etc. are in an especially vulnerable situation in emergency assistance phase such as in a conflict or immediately after a conflict or a disaster.	1. [Initial investigation] When planning and providing emergency or humanitarian assistance, collect sex and age disaggregated data to the greatest extent possible, and ascertain circumstances and needs unique to women and girls, etc.	Establishment of a system and capacity building of **medical institutions and the police**
Goal 2 : [Transitional phase] Pay attention to the significance of seamless assistance in the transitional phase, from emergency humanitarian assistance to reconstruction assistance, being provided so as to ensure that women and girls, etc. will not be left out from assistance. Make efforts to enhance women's empowerment and support their financial independence, while giving due consideration to circumstances and needs unique to women and girls, etc. and ensuring their safety. Ensure that women and girls, etc. will not be left out from reconstruction processes due to any gap in procurement and allocation of funds.	1. Offer support for projects to assist vulnerable people, such as women and girls, etc., and promote gender mainstreaming. 2. Reflect circumstances and needs unique to women and girls, etc. in designing, planning and implementing projects.	Women's empowerment through gender mainstreamed **vocational training**
Goal 3 : [Reconstruction phase] Introduce the gender equality perspective in a series of processes of planning, implementation, monitoring, and evaluation of reconstruction assistance projects including assistance for returning and reintegration of refugees and displaced persons after a conflict or a disaster, thereby promoting the rights of women and girls, etc. and achieving gender equality and fairness, which further increases the effects of assistance.	1. Introduce the gender equality perspective in planning of projects. 2. Ensure women's participation in implementation of projects. 3. Introduce the gender equality perspective in monitoring and evaluation of projects. 4. Build a mechanism to enable women to actively participate in projects as a whole (development of a system and promotion of empowerment).	All assistance
Goal 4 : [Focal issues] In providing humanitarian and reconstruction assistance give top priority to the resolution of focal issues, such as support projects for healthcare, education, agriculture, infrastructure development, disarmament, demobilization and reintegration (DDR), and judicial systems etc. that are directly linked to human security. In that process, strengthen assistance in fields especially needed by women and girls, etc.	1. Assist women and girls, etc. so that they can receive basic medical services; Ensure sexual and reproductive health and rights (SRHR) in particular; Also assist with the cooperation of men and boys, which is indispensable for ensuring SRHR of women and girls.	Capacity building of **medical institutions**
	5. Incorporate the gender equality perspective in support of projects to increase earnings and income required for reconstruction.	Women's empowerment through gender mainstreamed **vocational training**
	6. Incorporate protection of women and girls and the gender equality perspective in infrastructure development	Women's participation in **infrastructure** planning and impact

	for reconstruction.	assessment to identify different influences on men and women
	7. Give due consideration to the needs of women and girls in DDR of former soldiers (including child soldiers) after a conflict; Incorporate the gender equality perspective in projects to assist their reintegration after discharge.	Capacity building of officials in charge in **security sector**
Goal 5 : Each organization involved in the planning and implementation of humanitarian and reconstruction assistance makes efforts for gender mainstreaming such as through gender-balanced personnel arrangements and training, and develops systems for protection against gender-based violence, etc., thereby thoroughly introducing the gender equality perspective in projects.	1.Ensure that the gender equality perspective is incorporated in planning and implementing projects so that women and girls, etc. are surely protected even in subsidized organizations and outsourced contractor.	All assistance

Annex 3：International organizations[287]

Organization	Areas of assistance	Activities
AFD	Vocational training Security	Support to INPP (Headquarter level action plan, Matadi and Bukavu centre renovation, competency standards, vocational training, entrepreneurship support) , considering support to women。 Police training (GBV)
BTC	Vocational training HIV/AIDs (cross cutting issue)	Through the support to Inter-Ministerial Commission for Technical Education and Vocational Training, TVET support at the central and provincial levels.
DFID	Health Security Peace building	Reproductive health, provision of mosquito nets and contraceptives, local health package on malaria, diarrhoea and nutrition, HIV/AIDs prevention and care, primary health care Community police Peace and Stabilisation programme (eastern Congo)
EU	Health Security	PNDS support National police capacity building (database, training, training master plan, financial management), police academy
FAO	Agriculture	Agricultural governance, rural development, renewable natural resources, humanitarian assistance, value chain and agribusiness
GIZ	Biodiversity, natural resource management, microfinance, water resources, police reform, health	Prevention of GBV and child protection special police unit
ILO	Vocational training	
UNDP	Security Empowerment of women in conflict Microfinance	Community police
UNESCO	Education, Vocational training, Environment	TVET analysis
UNFPA	GBV	Police special protection Units (SPUs)
UNHCR	Health	Training of birth attendants (competency standards)

[287] JICA 2012, JICA 2014a, JICA 2014b

UNICEF	Health	Health system, immunization, nutrition, malaria, micronutrient, provision of medication, training, HIV mother to child infection
UNPOL	Security	Police trainer support, advisor on human resources and training plan
UN Women	Gender budget Elimination of violence against women and girls Women, peace and security Women's political participation and leadership Women's economic empowerment	Policy development National machinery support
USAID	Health Security	Health personnel training, medical supply system, budget allocation Police training (GBV)
WFP	Food assistance	Food assistance, nutrition, emergency road repair, food security, food security cluster, UNHAS
WHO	Ministry of Public Health support Women and youth health, children's survival Infectious diseases prevention Emergency and disaster handling	Policy development, health system strengthening, human resource management
World Bank	Vocational training Health Peace building	Vocational training as public education Malaria, health zone, financial reform, information system PSCF implementation financial support
Global Fund to fight AIDS, Tuberculosis and Malaria	Health (financial assistance)	HIV/AIDS, Tuberculosis, malaria, health system enhancement

International NGOs

CARE	Health SGBV prevention Emergency	Support to sexual violence victims, reproductive health Literacy, Village Savings and Loans Association Rehabilitation, good governance, peace building
Catholic Organisation for Relief and Development Aid (Cordaid)	Peace building	Poverty reduction, women's political participation, ending impunity
Femmes Africa Solidarite (FAS)	Women, peace and security Grassroots peace building	Regional level organization operating in DRC since 2003. Baseline survey on UNSCR1325 NAP, awareness raising, women empowerment
Network of Congolese Pease Actors	Peace building	
Oxfam	Humanitarian assistance	Social services in conflict affected areas (water, education, hospitals)

	Education Health	HIV/AIDS
Solidarité des Femmes Activistes pour la Défense des Droits Humains (SOFAD)	Women's rights Grassroots peace building	Women's rights protection Peace club (women only) and dialogue group (mixed)
Women as Partners for Peace in Africa	Empowerment of women in conflict	Promotion of women's participation in peace negotiation

Annex 4：SDG Objective5 indicators and the current situation

Objective 5. Achieve gender equality and build the capacity of all women and girls.

Indicators	Status
5.1 End all forms of discrimination against all women and girls everywhere.	CEDAW was ratified; Constitution prescribes gender equality but policy implementation is weak.
5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation.	No human trafficking laws or strategies; Some efforts were made to end child soldier recruitment; national strategy against GBV was established in 2009 but GBV is still a grave issue and no accurate data are available.
5.3Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation.	Women's marriage age is 15 years old; campaigns against FGM conducted.
5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.	No measures taken.
5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.	Women's political participation is limited.
5.6 Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences.	Access to medical treatment is limited; high MMR; it will take long to achieve results.
5.a Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws.	Official laws ban discrimination but traditional laws do not allow women's inheritance.
5.b Enhance the use of enabling technology, information and communications technology, to promote the empowerment of women.	Women's education levels are low; limited opportunities to gain technical skills; limited use of ICT
5.c Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.	International and regional conventions and agreements are ratified; domestic laws do not fulfil all requirements; implementation of laws and polices is slow and weak.

Annex 5：Reference

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