

Gender Assessment and Gender Plan of Action for USAID/Angola

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1717 Massachusetts Ave. NW, Suite 302, Washington, DC 20036 USA
Tel.: 202-332-2853 FAX: 202-332-8257 Internet: WIDinfo@widtech.org

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by

Marcia E. Greenberg

Development Alternatives, Inc.

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PREFACE

Since the early months of the WIDTECH project in 1997, USAID/Angola has recognized the importance of engaging women in its work—for the sake of women as beneficiaries and as a means of enhancing the achievement of U.S. objectives in Angola. WIDTECH has been most effective when it has had the opportunity to do more than a single, isolated piece of work with a Mission. Follow-up and ongoing consultation have been critical to achieving the capacity building and results critical to WIDTECH’s mission as a project.

USAID/Angola has been the ideal partner. Since inviting us to work with the Mission in 1997, it has remained in contact, requesting assistance at a distance. Later, the Mission asked our assistance in the elaboration of a new democracy and governance strategy and yet once again to ensure that gender issues are addressed both in the transition from humanitarian assistance to development support and in performance monitoring. WIDTECH appreciates these opportunities and hopes the Mission has found this strategic collaboration to be effective.

This time, in 2001, we owe our thanks to everyone in the Mission, including the Strategic Objective teams, which were open to increasing their understanding of the gender issues within their work and responsive in their questions and collaboration. We wish particularly to thank Ana Graciana and Ana Branco, who arranged an intense series of meetings within a very short period of time.

This report focuses on:

- Identification of particular changes in women’s roles and needs resulting from conflict and anticipating transition; and
- Gender-related performance monitoring.

This is not a full study of women in Angola; however, such a study was conducted in 1997 by a five-person team over five weeks.¹ This report focuses principally on gender and results—on how strengthening women’s participation and paying attention to gender issues can enhance USAID/Angola’s results, and how monitoring and evaluation can track both the success stories of women’s involvement in USAID programs and any unintended negative impacts that can be remedied once observed.

¹ Studies of women in Angola include those commissioned by the Swedish embassy and USAID, the latter including the WIDTECH reports of 1997 and 2000. It should be noted that, because most of the current USAID/Angola staff have arrived in recent years, few were aware of the 1997 WIDTECH report, which presents an accurate description of women in Angola, and its recommendations remain relevant.

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EXECUTIVE SUMMARY

Following up the 1997 WIDTECH gender assessment and the 2000 WIDTECH consultation for the new democracy and governance strategy, WIDTECH returned to USAID/Angola in August 2001. The terms of reference called for three components: (1) identifying key issues for women, particularly in light of conflict and the anticipated transition from humanitarian to development assistance; (2) working with the three Strategic Objective (SO) teams on gender and performance monitoring related to their sectors and activities; and (3) providing training addressing new gender requirements in USAID's Automated Directives System (ADS) and gender and performance monitoring.

KEY ISSUES FOR WOMEN, PARTICULARLY IN POST-CONFLICT CONDITIONS AND RELATING TO TRANSITION

WIDTECH identified key issues for women pursuant to three criteria:

- Whether gender-based obstacles or opportunities would affect achievement of USAID's results;
- Whether there are critical issues of gender equity and women's exclusion that need to be addressed for equitable and sustainable development in Angola; and
- Whether paying attention to women or gender issues is practicable in the context of USAID's work.

Based on those guidelines, WIDTECH identified the following hurdles, obstacles, and needs of women in Angola.

Illiteracy. Very high, and apparently increasing, levels of women's illiteracy impede the dissemination of information to women and limit women's contributions to social, political, and economic development. At the same time, women's intense desire to achieve literacy provides an opportunity to attract participation in sectoral programs, such as the democracy work of the Mississippi Consortium for International Development (MCID).

Information Channels. Much of the information dissemination by USAID partners, both democracy and governance and within agriculture and healthcare, is through traditional means—television, newspapers, and radios. Women represent at least 50 percent of the adult population, and thus their receipt of information is often critical for achieving results. It is essential that USAID partners think in terms not only about getting the information out (outputs) but also about who receives it. Angolan women seem to receive their information from three sources: word-of-mouth, church groups, and theatre. The design of USAID-funded activities should take this into account, and performance monitoring should evaluate women's receipt of information.

Fatigue and Trauma. Forty years of war have left Angolan women exhausted and emotionally scarred, and the experience has also shaken the confidence and stability of many Angolan men. USAID partners may need to consider women's fatigue when trying to increase the participation of women or expecting them to take on new burdens. Scheduling activities and technical assistance must take account of the fragile physical and emotional status of both individuals and families; these efforts potentially could increase gender-based tensions and even violence. USAID partners may find that their customers and beneficiaries will gain more from USAID resources if the partners take some steps to mitigate fatigue and trauma.

Internal Displacement—Internally Displaced Females. There is uncertainty about whether women and children will return to their homes. These decisions will depend on when they left—that is, how long they have been in their new homes. In addition, young women who either do not know the homes their mothers left or who were young when they fled are likely to stay in urban environments that are familiar. For those who remember and would like to return home, their decisions will likely depend on what they hear about safety and security, land tenure, and economic opportunities. The discussions of African Humanitarian Action/Save the Children (AHA/Save-UK) with internally displaced women should be an excellent way to determine their concerns, intentions, and needs. This information will be important for designing the new agriculture and food security activities.

Poverty and Economic Activity. According to preliminary results from the Angolan National Institute of Statistics' Household Budget Survey (2000-2001), extreme poverty in Angola has increased from 11 percent to 23 percent. Fundamental health, education, and food security are lacking. Further, Angolan women's place in the economy stems from three factors: (1) years of living in a centrally planned economy without market-economy experience; (2) years of functioning in the informal sector or engaging in subsistence agriculture; and (3) having to be the primary economic actor in a family or household. At the same time, however, women lack skills to improve their economic circumstances and to function in a stable, competitive environment. The poverty of women may affect their demand for and access to healthcare, as well as practices such as using contaminate water or needles. Before explaining women's behavior as a function of knowledge, USAID partners should determine whether poverty is a motivating factor.

Circumstances of the Girl Child. Because of poverty, illness, and the extreme hardships of surviving in Angola, girls are extremely at risk. In a survivalist environment stemming from poverty and destroyed infrastructure, mothers do not have time to care for their children. As a result, older girls are forced to take more responsibility. As HIV/AIDS causes greater sickness, girls will be expected to take on work of sick mothers or help their mothers with responsibilities for aunts and uncles who are ill. Girls' education in Angola is already among the worst in the world, and socio-economic factors will only exacerbate the circumstances of girls. Insofar as girls' education is now acknowledged as a critical factor for sustainable development, the circumstances of Angolan girls will have negative repercussions.

Low Status of Women. Despite increased responsibility and expanded roles of women in the absence of men, in much of traditional Angolan culture women have very low status. This

affects property rights and, therefore, women's roles in agriculture and economic development. As a result of polygamy, women become homemakers and caretakers, and often the only functional head of household for men who have several families. These factors should be taken into account for data collection, identification of activity participants, and the sustainability of USAID technical assistance. To the extent that women's participation contributes to achieving USAID's results, it is important to ensure that the low status of women does not undermine the level and quality of their participation.

Violence Against Women. Violence and post-traumatic stress are endemic in Angola, sad and powerful legacies of the military and war years. When monitoring activity impacts, USAID partners should be aware of whether their interventions may cause unintended negative impacts—that is, increased violence in the home or the community. If monitored, the issue can be addressed. However, women's concerns about violence may be an opportunity for democracy building because women have demonstrated their determination and organization as civic advocates to address this concern. Examples of such determination include the October 2000 nationwide March against Poverty and Violence against Women, their meeting with President Dos Santos, and current efforts to obtain funding for research from which to develop new legislation.

There also are positive conditions relating to Angolan women—assets for USAID's contributions to improving household food security, strengthening democratic constituencies, and increasing demand for and use of health services. Although the burdens of war and poverty have fallen on women's shoulders, women have also risen to the challenge. Economically, women in rural areas have farmed while those in urban areas have gained experience with free-market entrepreneurship within the informal sector. Within civil society, women have provided social services that include healthcare, orphanages, shelter for street girls, education, and legal counsel. Women also have been among the first to organize and advocate—starting the women's network—Rede Mulher—and learning to work with government counterparts that include women parliamentarians and the Ministry for Family and Promotion of Women and other ministries.

One positive change in the conditions of women since 1997 has been their continued progress in organizing and advocating. With the exception of OMA, the MPLA's women's branch, all other women's organizations have been formed since passage of Angola's law on associations in 1991. Relatively quickly, Angolan women leaders recognized that isolated organizations could not overcome obstacles. Informally established in January 1995 for the "Fourth World Conference on Women," in Beijing, Rede Mulher was formalized in August 1998. Rede Mulher now spans the country, including representation in two provinces and "nucleos" in seven more. Currently, women's organizations abound, from professional associations to service organizations and advocacy groups around the country.

GENDER AND SO 5, ENHANCED HOUSEHOLD FOOD SECURITY

Identifying gender-based barriers and opportunities within this SO must begin with recognition that this is not an economic growth SO. The focus goes beyond increasing gross domestic product or trade within a region. Rather, the emphasis is on food security—growth of agricultural products to increase food security. With food security at the core of this SO, four factors become critical:

- Whether more agricultural produce is grown;
- Whether that food is consumed within the household or sold to generate monetary resources that are spent on consumable food;
- Who within the household gets the food; and
- What is the nutritional value and diversity of the foods consumed.

With regard to those factors, it is important to think of women in many different roles: heads of households; “critical partners” within households with men; producers of food; marketers of food; potential processors of food; and those who select, cook, and distribute food within the household. To design and implement effective technical assistance, USAID implementing partners need to consult with women in the very earliest phases of activity design.

Several factors will be critical as SO 5’s new implementing partner designs its new activity. First, the selection of crops to grow should depend not only on the identification the five most high value crops; with food security as the objective, the value of crops is but one factor among many. Second, work with agricultural associations may or may not include women farmers; if they are included, their incorporation may or may not be substantive or effective. The implementing partner should take care to ensure that women are included in this effort, either in the associations or as women’s farmer groups.

There are three entry points for including gender in this SO’s performance monitoring:

- The SO 5 household baseline survey should be used to collect information on women’s roles in households and the community, as well as to monitor changes.
- The SO team needs to ensure that the new IR 5.2 implementing partner includes women’s input and information about women’s roles within its six-month design phase and activity monitoring process.
- The mid-term evaluation should address practices concerning women’s roles and contributions—in cultivating, harvesting, processing, marketing, cooking, spending, and distributing food within the household.

GENDER AND SO 6, STRENGTHENED CONSTITUENCIES PROMOTING DEMOCRACY

Up until the very last moments of strategy design, this SO included IR 6.4: “Women’s Participation in Political Processes Strengthened.” There were two reasons for the IR: (1) women are not simply one subset of civil society or constituencies but have the possibility to lead others into civic action and advocacy; and (2) without an explicit IR, the Mission (and its partners) might fail to work with and monitor the success of women. The SO 6 team ultimately eliminated the IR for two reasons. First, the team was apparently concerned about its partners’ capacity to achieve the result and the team’s ability to measure it. More important, however, it was determined that women’s participation should be an integral part of each of the other IRs. Having a separate IR risked the failure to address women in the other IRs. Integrating attention to women across the SO is ideal as long as the reason for an explicit IR is not forgotten: that without an explicit IR, the team may fail to work with and monitor the success of women. Achieving effective integration across the SO will depend on how SO 6 partners target their resources and on how SO 6 incorporates gender in its performance monitoring.

The SO 6 team and its partners must think of women in relation to all three touchstones:

- **Women as Key to Results.** Women are needed as role models and as leaders.
- **Women’s Needs and Gender Inequality.** When assessing the effectiveness of governance, the SO 6 team and its partners should recognize the extent to which the interests of women are not represented, government does not address their needs or priorities, and women’s rights are violated.
- **Strategic Opportunities.** There are committed women with whom to work in Angola. With the support of the Swedes and the UNDP, and with the exposure and experience women have gained through the “Fourth World Conference on Women” and through “Beijing +5,” women are mobilized.

The language and focus of the IRs themselves suggest issues relating to women’s participation and contributions. Efforts to increase the “Availability of Information on Key Issues” must ensure that information is available to women and that the identification of key issues takes into account those issues that are key for women, such as land tenure and violence against women. Both improve civic advocacy

And improved government-constituency relations involves women because they are already civic advocates and engaged in relations with government institutions. However, women need capacity-building skills to achieve greater success.

There are three entry points for inserting gender into the SO 6 performance monitoring plan. First, several indices measure change. Each index must include gender-related factors. Each group of experts must include both women and people who are knowledgeable about women’s activities as democratic constituencies. Second, the annual assessment of women’s status should be narrowed to focus on improvements in women’s civic and political

participation. Third, many of the indicators focus on inputs and outputs rather than impacts. Greater focus on impacts will improve attention to women.

GENDER AND SO 7, INCREASED USE OF MATERNAL/CHILD HEALTH AND HIV/AIDS SERVICES

With regard to women's participation, maternal and child healthcare programs are unique because women are the primary beneficiaries and partners. But how a program engages women and involves them in needs assessment and in project design and implementation may be less clearly defined. Paying attention to women's participation and to gender-based roles and responsibilities is particularly important within a transition and development context. Once USAID shifts to a development perspective, activities must be designed to address such issues as capacity building and sustainability. Thus, the capacity of women must be considered in relation to their roles as mothers, as people responsible for their own health, as key caretakers within families and communities, and as health professionals. Women may play an integral role in building institutions and processes, as well as serving as key constituents with government to ensure resources and quality care.

There are four areas where women's input and gender relations must be considered in activity design and monitoring:

- **Access.** USAID partners must understand from women themselves what impedes access. Potential issues include access to transportation, affordability/cost (unofficial even more than official), frequency, and knowledge.
- **Demand.** The demand for children's and maternal healthcare depends on women. It is important to know or test the factors on which demand depends, including how men in the household affect demand. From an economic standpoint, demand is influenced by price. If women know that services are not really free—that is, that they must make informal payments all along the system—cost may affect demand.
- **Quality.** USAID partners must understand what quality is important to the woman consumers—for example, the results of the medical treatment or how women are treated as patients or as mothers of children needing care. Comfort and courtesy may be more important, or the long waits may raise the opportunity costs of a woman's time—the option of using her time to harvest food for her children or to sell in the market to generate the income with which to purchase the day's food. The report, "Willingness and Capacity to Pay for Social Services" by the National Institute of Statistics (INE) and UNICEF, provides relevant information on how users perceive quality and on factors that affect demand for healthcare services. USAID partners also must talk to women to determine what quality constraints may limit demand for healthcare services among their target population.
- **Health Committees.** SO 7 anticipates the importance of health committees, but their relevance and impact may depend on who are on these committees and the nature of their

activities. For women to be real assets, it is important to determine whether women have time to participate and whether they have the opportunity to lead.

GENDER AND HIV/AIDS

USAID/Angola is focusing its HIV/AIDS work on two groups: commercial sex workers and youth. Activities targeting sex workers may not raise issues of women's participation, but they do raise issues of gender-based roles and power. For example, to what extent do women in such situations have the power to insist on use of a condom? Will knowledge about the spread of AIDS suffice to change their behavior? Or might it be necessary to work with the men who are customers? Might it be more effective to make sure that men realize that if they have unprotected sex with sex workers not only they themselves may become infected but that they also can infect their wives, and leave themselves without their wives and without mothers for their children?

With regard to youth, there may be issues concerning young women's participation and gender-based roles. Young women need to know about the dangers of AIDS and may decide as a result to forgo sexual relations. Yet a poor young woman, who lives in an internally displaced persons camp and has the chance to be treated well by a rich, powerful man may be unable to insist he use a condom. Information alone may not protect them.

AIDS threatens various groups of women, including young women wooed by older men; married women, from husbands who have other wives and/or mistresses; women contracting AIDS from avoidable sources caused by poverty—for example, needles re-used in clinics, blood transfusions, and healthcare workers with People Living with AIDS (PLWA) working without proper gloves; and women victims of violence.

At the same time, USAID and its partners must regard women not only as potential victims but also as part of the solution.

There are four key entry points for working with women and addressing gender issues:

- **Information.** Social marketing strategies must anticipate not only which population segments get the information—for example, young men versus young women, middle class versus poor internally displaced women, citizens of Luanda or of provincial cities—but also whether those people can use the information. USAID partners should be able to identify the group that a particular billboard or television commercial reaches. They also should be able to identify which communications media are effective for reaching different populations—such as illiterate women or people who do not have television or radio.
- **Partnerships.** For education and social action, it is important to identify appropriate partners. For example, depending on their belief system and how they might choose to participate, churches could be effective partners with and on behalf of women. Although some churches may regard condoms as encouraging sex and choose not to support their

use to prevent AIDS, others have taken a more pro-active role in supporting the use of condoms. This could be an important intervention in Angola because there is a real problem when polygamous men may put multiple families at risk. In other cases, peer advocates (such as those used by Adventist Development and Relief Agency International [ADRA]) may be effective partners.

- **Choice of Protection.** Women complain that they cannot control whether male condoms are used. Women would like their own so they can control use. Although the cost of female condoms may be significantly higher than that of male condoms, if the usage would be greater, the cost per person actually protected would be lower and the final result of limiting the spread of AIDS greater.
- **Women as Allies.** There are a number of opportunities to work with women to address HIV/AIDS:
 - Mothers can teach children/sons/daughters;
 - Including AIDS education within adult literacy and school curricula will reach many;
 - Some women's church groups, such as Methodist women, have expressed interest in the topic; and
 - Women's groups, which need technical assistance and resources (such as MCID's nucleos or Women, Peace and Development) want to raise awareness.

Performance monitoring should address gender issues in three areas: (1) girls and women as beneficiaries of healthcare, recipients of information, and participants in training and capacity building; (2) monitoring of implementation to identify any gender-related barriers or opportunities; and (3) success stories related to women's participation or addressing gender issues.

The existing indicators raise some concerns:

- **Counting buildings may not measure access to health clinics.** For example, access to maternal and child healthcare services may involve the service making a community or house-call, such as those made by traditional birth attendants. Tracking reconstruction of buildings will not capture this mechanism for increased access to services.
- **Knowledge may not necessarily increase demand or use.** There is a fundamental assumption that increasing women's knowledge will increase the demand for USAID-funded healthcare services. But women's failure to use services may not be because they do not know the signs and symptoms of a childhood disease, but because they have to make judgments about when to use money and time for one child's care to the detriment of the care of the other children.
- **Establishment of committees may not increase demand.** The establishment of a health committee may lack sustainability or fail to achieve the intended results. For example, if there is a broad and strong committee that includes some charismatic, traditional health

advisor, the committee may cause women to use traditional methods more and the clinic less.

GENDER AND PERFORMANCE MONITORING

The WIDTECH consultation produced three important findings regarding gender and performance monitoring. First, it is critical that USAID staff recognize the difference between monitoring gender impacts at the national level and reporting them to Washington and monitoring gender impacts at the activity level to assess the effectiveness of design and implementation while there is time to learn and modify accordingly. In the case of Angola, the Mission is not investing sufficient resources to take responsibility for impacts at the national level. But at the activity level, USAID's partners must be aware of gender impacts, including intended and unintended positive impacts that can be reported to Washington as success stories and unintended negative impacts that should be reported as important lessons learned.

Second, several resources were identified as important tools for gender-based monitoring and evaluation. Important studies include UNICEF's Multiple Indicator Cluster Survey (MICS), the updated MICS and a special study of internally displaced persons (both of which address HIV/AIDS), the January 1999 "Analises Estatísticas Sobre O Genero" (hopefully updated from the 2000-2001 Household Baseline Study of INE), an INE/UNICEF report on "Willingness and Capacity to Pay for Social Services," and the AHA/Save-UK "Conversa no Jango—A Voz das Mulheres Deslocadas" with internally displaced women. In addition, there are several good reports, including "Towards Gender Equality in Angola," by the Swedish embassy; Rede Mulher's "Alternative Report on Implementation of the Beijing Platform of Action in Angola"; and Angola's 1998 report to the Committee on the Elimination of Discrimination Against Women (CEDAW). Furthermore, USAID has the opportunity to include some targeted questions in its SO 5 household baseline surveys.

And finally, each sector—agriculture and food security, democratic constituencies, maternal and child healthcare, and HIV/AIDS—raises particular issues regarding gender impacts. Some of the key factors to monitor are the following: (1) Beyond sex-disaggregated tracking of participation in training or receipt of technical assistance, how do new information and skills change the behavior and effectiveness of men and women? (2) What are some of the positive impacts on women, the success stories? (3) Has USAID-supported assistance had any unintended negative impacts on women, or on how men and women manage their respective roles and responsibilities?

RECOMMENDATIONS FOR USAID/ANGOLA'S GENDER ACTION PLAN

The WIDTECH report addresses two aspects of the gender action plan: (1) some steps that should be included; and (2) suggestions of how to monitor its implementation. Just as the report suggests ways to monitor and evaluate gender impacts within USAID's strategic framework as a way of ensuring that resources are used effectively and that results are

achieved, the Mission needs to put in place a plan for monitoring the integration of and attention to gender in its program.

The key steps are the following:

- **Ensure that USAID uses the RFA or RFP process to ensure attention to gender issues.** The process can be used to determine the specific gender issues related to the proposed activities, how prospective partners would propose to address them, and what gender-related expertise and experience companies or organizations can apply to the subject. Where an RFA has already been issued, as with SO 5, make sure to use the six-month design period to get input from women and to determine their roles in planting, harvesting, processing, and marketing.
- **Build USAID familiarity and USAID partners' capacity** to employ participatory research methods that will engage and include women and to use household surveys to gather critical information regarding women's perspectives, needs, and roles.
- **Ensure that the terms of reference for all mid-term and final evaluations go beyond simple reference to gender.** They must clearly articulate the expectation that the review identify intended and unintended positive impacts on women, unintended negative impacts, lessons learned, and success stories. Because a number of professional institutions, such as INE and Centro de Ensino e Investigacao em Populacao (CEIP) undertake such evaluations, gender-aware evaluations may be improved by sponsoring training for local institutions and experts.
- **Obtain successes and lessons learned from the USAID community and from other donors and organizations.** To ensure that USAID partners understand USAID/Angola's commitment to collecting this information, the Mission Director should send a memorandum to all partners. USAID also should take advantage of quarterly partners' meetings to raise gender issues in the context of discussions of cross-sectoral linkages.
- **Facilitate the exchange of information relating to women in Angola and gender issues in development assistance** by (1) supporting the launch of an association of men and women looking at WID/gender and development in their professional work and/or; (2) encouraging the United Nations to convene a regular donors gender working group; and/or (3) starting a USAID gender and development study group.

The gender performance monitoring plan would require three steps:

1. Identifying a WID officer to head a WID or Gender Committee, composed of all team leaders, representation from the Program Office, and the front office when necessary;
2. Convening a meeting to discuss WIDTECH's draft performance monitoring plan—deciding what should be included; who would be responsible; and how to track inputs, outputs, and impacts. This meeting is critical to ensure that the content is defined by those who will be responsible; and

3. Collecting information pursuant to the plan and reporting noteworthy impacts and successes to Washington.

CHAPTER ONE INTRODUCTION

PURPOSE

USAID/Angola requested WIDTECH’s assistance to “provide an assessment of the Mission’s strategic plan from a gender perspective and propose recommendations for integrating gender activities and indicators in the implementation of the plan.” The assignment included four tasks:

- Identify “issues that USAID/Angola should address for women beneficiaries, given the ongoing conflict and transitional nature of Angola”;
- Assess the strategic framework and ways to incorporate gender considerations into ongoing and proposed activities;
- Provide technical advice on the Mission’s performance monitoring plan to reflect the cross-cutting theme of gender in USAID/Angola’s programs; and
- Train staff and partners on gender issues.

METHODOLOGY

During the two weeks of the assignment, WIDTECH’s consultant met with USAID partners from all three strategic objectives (SOs), including representatives of Africare, CARE, Christian Children’s Fund (CCF), Catholic Relief Services (CRS), MIACOOOP, Mississippi Consortium for International Development (MCID), National Council of Churches (NCC), National Democratic Institute for International Affairs (NDI), Population Services International (PSI), Save the Children-US, World Learning, and World Vision. Meetings were also held with the Adventist Development and Relief Agency International (ADRA), African Humanitarian Action, Action against Hunger (AAH), Concern, Development Workshop, and Oxfam. Additional meetings with UNICEF, United Nations Population Fund-Angola (UNFPA), and Social Action Fund (FAS)/World Bank addressed the multilateral institutions’ efforts to focus on women.² To develop a gender perspective on healthcare, the consultant met with the National Directorate for Public Health, the Luanda Provincial Delegate for Health, and the Maternity Services “Lucrecia Paim” of the Banco de Urgencia.

For information relating specifically to women, WIDTECH met with the women’s network (Rede Mulher), women parliamentarians (Grupo Mulheres Parlamentares [GMP]), Vice-Minister of the Ministry for Family and Promotion of Women (MINFAMU), National

² UNDP cancelled a scheduled appointment because its representative was outside of Luanda.

Institute of Statistics (INE), and Swedish embassy. For a complete list of contacts, see Annex F.

To build capacity among USAID staff, WIDTECH delivered a two-hour workshop that covered (1) new provisions of the Automated Directives System (ADS) (sections 200 and 300 regarding assessment, performance monitoring, and procurement); (2) gender and RFAs; and (3) performance monitoring. WIDTECH was pleased with the attendance and participation. See Annex C for select materials from workshop. Because performance monitoring depends so much on the observations, record keeping, and reporting by partners, WIDTECH also held short working sessions with NDI, two subgrantees (MIACOOOP and NCC), and additional SO 5 and SO 7 partners.

CHAPTER TWO

KEY ISSUES FOR WOMEN—PARTICULARLY IN LIGHT OF CONFLICT AND ANTICIPATED TRANSITION TO DEVELOPMENT

Although much regarding the conditions of Angolan women remains the same as those described in WIDTECH's report of 1997, there have been two sweeping changes, one negative and one positive. On the negative side, since the resumption of war in 1998, poor women's lives have gotten worse because of the continuing disintegration of their social and economic circumstances, further displacement and internal migration, and additional war-related injuries.

On the positive side, women with education and economic means have made important strides. They have:

- Raised awareness of women's rights;
- Organized and learned increasingly how to work together;
- Initiated and built nongovernmental organizations; and
- Become real participants in civil society.

Looking at the situation in 2001 as a snapshot in time, it is possible to wish for more; but taking a dynamic look that compares women's voices, capacity, and influence in 2001 with their circumstances in 1992 reveals substantial progress.

To respond to USAID/Angola's request that WIDTECH identify key issues for Angolan women in transition, we first need to identify our criteria for identifying issues as "key." Issues that are key will be those where:

1. An issue presents a gender-based obstacle or opportunity that will affect USAID's results;
2. An issue represents a critical problem of gender equity and women's exclusion that needs to be addressed to achieve the equitable and sustainable development of Angola; or
3. The issue is one that it is practicable for USAID to pay attention to in the context of its work.

Issues that are thus considered key will be those that USAID staff and implementing partners should consider in program design, implementation, and evaluation. With reference to those criteria, it is important that USAID and its implementing partners take the factors discussed below into account when designing, implementing, and monitoring their projects.

HURDLES, OBSTACLES, AND THE NEEDS OF ANGOLAN WOMEN

Illiteracy. Although there are no data yet to confirm this, it is widely reported that the already high levels of illiteracy for girls and women are on the rise.

This change can be attributed to two factors: first, older women had access to some schooling, based on ideologies and policies of both the MPLA and UNITA and on stability of resources in earlier years. In recent years, however, those systems have disintegrated and access has become limited.

Second, women and girls now must devote their time increasingly to economic survival and to caring for children. Thus, illiteracy is particularly a problem for younger women and older girls—those on whom Angola’s socio-economic development will depend.

The following factors are addressed in this section:

- Illiteracy;
- Information channels;
- Fatigue and trauma;
- Internal displacement (internally displaced females);
- Poverty and economic activities;
- Circumstances of the girl child;
- Low status of women; and
- Violence against women.

Minimal educational resources + Dislocation + Problems of access (lack of transport, roads free of landmines, etc) + demands of economic survival + girls’ care-taking of younger = Fewer and fewer girls getting any education, and hence illiterate.

Relevance. Programming needs to take account of this fundamental impediment to women’s participation and to opportunities to respond to women’s hunger for learning. See, for example, the women’s literacy program of MCID, an SO 6 partner.

Information Channels

Women Receiving Information. Whether information relates to elections or to HIV/AIDS, women will receive it from sources different than those of men. Traditional media (television, newspapers, and radio) do not reach a great proportion of Angolan women. Women are more likely to get information from church groups, traditional theater, and face-to-face interaction. *Relevance:* Nearly all USAID programs involve dissemination of some information and efforts to understand and change behavior through the exchange of information. Women constitute at least 50 percent of the population, and informing them is often critical to results. Therefore, it is imperative that USAID partners design information dissemination to reach women, and then monitor whether it reaches women or not.

Women Disseminating/Contributing Information. Another issue for women is whether they are getting their own stories out to the public and to policy makers at multiple levels. From Rede Mulher to women at local levels, women’s groups and women as individuals possess limited capacity for utilizing various media. Through their determination and concern about social issues, women are at the forefront of civil society action in Angola. This is important not only for women and their particular issues but also as leadership and inspiration for other groups to be active citizens. And others need to know about what these

women are doing, as do the donors. *Relevance:* It is important that USAID’s partners make efforts to help to use various media to ensure public knowledge of their initiatives. Key actors and potential customers in this respect include the women of Rede Mulher with regard to the October March against Poverty and Violence against Women, Women, Peace and Development (MPD) working for peace, and small women’s “nucleos” in the provinces.

Fatigue and Trauma. Forty years of war, including renewed hostilities and dislocation in 1992 and again in 1998, have left the Angolan people—and women, in particular—exhausted and emotionally scarred. This is certainly the case for the poor and for internally displaced persons (IDPs). But it is also true for middle class women who similarly work more than one job, struggle in an expensive city, and try to purchase whatever normality they can for their children. *Relevance:* USAID partners seeking to engage women in their activities must be cognizant of what women can bear.³ USAID partners should assess and monitor women and men customers’ allocation of time to avoid possible negative impacts of overburdening them with project-related expectations and commitments. At the same time, programming that includes some counseling or some mechanisms for addressing trauma may enhance the success of some activities.

Internal Displacement (IDPs) and Women in Transition. What may we expect regarding the movement of women (and their families) from Luanda, provincial cities, and IDP camps to their original homes? First, it is important to note that there are different generations of IDPs. Some left their homes so long ago they do not remember them well, and their children do not know the homes at all. Some IDPs are more recent, having fled since 1998. In addition, some left their homes and have been in one new location or camp; others have been in multiple sites. Some left before real horrors; some experienced horror and trauma at home (and therefore may not want to return). While some IDPs may be new to urban environments, they may decide to stay in them and, consequently, need skills for urban life. Others may choose to return to the countryside and may therefore need resources to resume an agricultural or pastoral life style. (Note: There also is some likelihood that some men will stay in the urban areas to take jobs there, while women return home with their children. This will have an impact on who actually is tilling the land—men or women.)

Whether women will opt to return home will depend both on what they know and on what they hear about:

- Security and safety;
- Land tenure; and
- Economic opportunity.

There is some information now about women’s perspectives and preferences since the UNHCR/Search for Common Ground (CCG) held meetings this spring. Valuable information will soon be available from the “Conversations” of AHA/Save-UK with IDP

³ Although some may think that travel and conferences are costly without commensurate benefit, there are extra benefits for Angolan women. Travel and conferences give Angolan women an opportunity to inform and renew their activism and to continue the struggle at home—for themselves, for their families, for their communities, and for other women.

women and from a UNICEF study that supplements the MICS (which did not address people in IDP camps). *Relevance:* The perspective of IDP women will be helpful in designing agriculture and health programs. For SO 6, identification of IDP women's concerns may flag issues for advocacy and coalitions.

Poverty and Economic Activities. According to preliminary results from the Angolan Institute of National Statistics' Household Budget Survey (2000-2001), extreme poverty in Angola has increased from 11 percent to 23 percent. Fundamental health, education, and food security are lacking. Further, Angolan women's place in the economy stems from three factors: (1) years of living in a centrally planned economy without market-economy experience; (2) years of functioning in the informal sector or engaging in subsistence agriculture; and (3) having to be the primary economic actor in a family or household. At the same time, however, women lack skills to improve their economic circumstances or to function in a stable, competitive environment. *Relevance:* When it may seem that women's behavior is evidence of ignorance—for example, when they do not bring their children to health clinics—poverty may be a critical factor. For Angolan women, knowledge does not necessarily result in actions if the necessary resources are not accessible. When there is a need and no alternative, women may do what they know is not good, such as using water from an infected well if no potable water is available or re-using needles for shots when absent a sufficient supply of needles. Although health services offer free care, accessing it usually depends on having some resources, which in turn depends on a family's economic resources and viability.

Circumstances of the Girl Child. Because of poverty, illness, and the extreme hardships of surviving in Angola, girls are extremely at risk. In a survivalist environment stemming from poverty and destroyed infrastructure, mothers do not have time to care for their children and thus older girls are forced to take on more responsibility. As HIV/AIDS causes greater sickness, girls will be expected to take on work of sick mothers and help their mothers with responsibilities for aunts and uncles who are ill. The education of girls in Angola is already among the worst in the world, and socio-economic factors will only exacerbate their circumstances. Further, findings from a recent Save-UK evaluation suggest that concern for children separated from their families is predicated on gender bias—looking at the well-being of boys who have left their families (street children) but not at the girls who are kept at home to perform family and household labor.

With UNICEF's assistance, the Government of Angola has launched a campaign to register children. It is extraordinarily important that monitoring be disaggregated by sex. Lower registration rates for girls will not only be evidence of a cultural or social distinction regarding the importance of girls' education, but will also expose a practical impediment to girls' education because children cannot attend school without registration documents. *Relevance:* Worldwide, donors and governments cite the importance of girls' education for development. (When asked at Cornell University in August 2001 what was needed to end world hunger, the Executive Director of the World Food Programme, Catherine Bertini, answered, "girls' education.") In Angola, girls' lack of education and literacy is planting real disadvantages for the country's development because Angola needs women as cultivators of

agriculture, economic players (as owners of businesses, as traders, as employees), as mothers, and as politically active citizens.

Low Status of Women. Despite women's increased responsibility and expanded roles in the absence of men, many whom have died or migrated, women have very low status in much of traditional Angolan culture.⁴ Polygamy is one cultural practice that relates to women's status—as they become the homemakers and caretakers for men who have several families. There are also issues of inequities concerning property rights, inheritance, and protection by families, communities, and the law that must be taken into account.

Relevance. To the extent that women's participation is important for achieving results, USAID partners must ensure that women's low status does not undermine the level and quality of women's participation—for example, within farmers' associations and community health committees, in local government and contributing opinions and perspectives in democratic debate, and when voting.

Violence against Women. Violence is endemic in Angolan society; it is part of the military and war legacy and part of the trauma and stress of years of war. There is violence at the family, community, and national levels. Angolan women's references to violence include not only physical injury but also such treatment as a man throwing his wife and children out of the house. In 1997, women complained of harassment and violence by corrupt police awaiting women leaving the informal market with their day's earnings.

Further, there are many psycho-social bases for violence, from those boys and young men who suffer the emotional legacies of war experience to those who suffer permanent physical disabilities to the many who lack jobs and sources of self-esteem. The consequences of their anger, frustration, and despair fall on those in their families and communities who are not able to defend themselves—women and on children. In the IDP camps, women have raised the issue of violence. On the national level, GMP, MINFAMU, and Rede Mulher want to undertake research as a predicate for passing legislation on violence against women. *Relevance.* Violence has impacts on the economic well-being of families and on children when women whose labor

Polygamy and Development Assistance Ramifications

The practices of polygamy and keeping of mistresses have implications for USAID's work that have nothing to do moral judgments. For example, what does it mean if we view a man as "head of household" when in fact he enjoys two or three households, of which a woman runs each and care for him? Who in such a household is responsible for food security? With regard to AIDS prevention, what are the ramifications if men claim to be monogamous but are in fact engaging in sexual relations with several wives, with mistresses, and with prostitutes—thereby putting women who head households and care for children at risk. As a matter of gender relations and power differentials, what does it mean that rich men are happy to have short-term relations with young girls who, apart from those actually engaging in prostitution for economic resources, see that their time with a rich man can lead to economic means that are otherwise entirely out of their reach?

⁴ Note, however, that in southern Angola communities take much better care of women—for instance, fathers ensure that their daughters have property so if a marriage does not work out they have their own economic means upon which to rely.

generates income and food are incapacitated. Violence may also be a key issue for programs related to advocacy, rule of law and human rights. With regard to performance monitoring, it is very important that USAID partners pay attention to heightened proclivities toward violence when they are concerned about unintended negative consequences of their assistance. Table 1 summarizes key issues for women and suggests how to address them and to monitor the effectiveness of the assistance.

Table 1: Key Issues for Women and Recommended Interventions and Monitoring

| Particular Issues for Women | How to Address Women's Particular Circumstances | How to Measure/Monitor Effectiveness |
|---|--|---|
| High levels of illiteracy | <ul style="list-style-type: none"> ▪ Focus on registration of girls ▪ Support campaign for girls to attend school ▪ Address household and family tasks that require girls' labor | <ul style="list-style-type: none"> ▪ Count girls registered ▪ Include in community surveys ▪ Check data from the new MICS |
| Lack of education and skills | <ul style="list-style-type: none"> ▪ Adult literacy ▪ Vocational training ▪ Focus agriculture technical assistance on women farmers | <ul style="list-style-type: none"> ▪ Include in community surveys ▪ Monitor participants in MCID literacy training and their use of new information ▪ Track women trained in agriculture activity |
| Extreme poverty | <ul style="list-style-type: none"> ▪ Micro-credit along with technical assistance ▪ Technical support for women in the informal market ▪ Focus agriculture assistance, including processing and marketing, on women farmers | <ul style="list-style-type: none"> ▪ Include in community surveys ▪ Check data from the new MICS ▪ Consult IDP studies (AAH and Save-UK) |
| Mental health, trauma, and fatigue | <ul style="list-style-type: none"> ▪ Add traditional and psycho-social assistance to women at clinics (with children or for maternal healthcare) ▪ Collect and disseminate success stories | <ul style="list-style-type: none"> ▪ Include attention to negative impacts in performance monitoring ▪ Measure number of information releases (or, better, test women's knowledge of what other women are doing) |
| No time for public discussions/realm | <ul style="list-style-type: none"> ▪ Support time-saving technologies ▪ Give double technical assistance at same times (e.g., Concern: nutrition plus seeds) ▪ Meet with women while at church | <ul style="list-style-type: none"> ▪ Count meetings with women ▪ Track women's participation in public meetings ▪ Incorporate input, e.g., producer associations |
| Patriarchal society, women's rights violated, women do not know their rights | <ul style="list-style-type: none"> ▪ Support women's rights campaigns and legal literacy training ▪ Add women's rights component to other places/activities, e.g., health clinics ▪ Work with traditional leaders as allies | <ul style="list-style-type: none"> ▪ It is hard to monitor the violation of rights because there is little reporting. This may require a start with "outputs," and measurement of impacts only in the future |
| HIV/AIDS: Women increasingly ill, infected by husbands and others; women taking on burdens of care-taking; women not able to insist on use of condoms | <ul style="list-style-type: none"> ▪ Support women forming group/hospice care ▪ Healthcare outreach to communities ▪ Focus information campaigns on men with power/opportunity ▪ Distribute female condoms | <ul style="list-style-type: none"> ▪ Report on information targeted at men and at women; evaluate reach in focus groups ▪ Try to determine usage of male vs. female condoms ▪ Request reporting on health practices reaching out to women with AIDS or women caring for AIDS-stricken family members |

PROGRESS AND OPPORTUNITIES

At the same time that USAID and its partners must be aware of the needs of women as beneficiaries, it is important to have a full perspective on how women may play a role in achieving the goals of USAID, the Government of Angola, and the citizens of Angola. Although the burdens of war and poverty have fallen on women's shoulders, they have also managed to carry them. Economically, women in rural areas have farmed without men's assistance and women in urban areas have engaged in economic activities in the informal sector. Within civil society, women have provided social services, such as healthcare, orphanages, shelter for street girls, education, and legal counsel. They have also been among the first to organize and advocate.

One positive change in women's conditions since 1997 has been their continued progress in organizing and advocating. With the exception of OMA, the MPLA's women's branch, all other women's organizations have been formed since passage of Angola's law on associations in 1991. Relatively quickly, Angolan women leaders recognized that isolated organizations could not overcome obstacles. Informally established in January 1995 for the "Fourth World Conference on Women," Rede Mulher was formally established in August 1998. Rede Mulher now has national span, including representation in two provinces and nucleos in seven more.⁵ There are now many women's organizations, from professional associations to service organizations and advocacy groups.

Although one USAID SO 6 implementing partner has recognized women's strategic importance, another has focused on women's groups' lack of capacity. In the context of a country just beginning to experiment with democratic processes and women's groups that demonstrate some courage and determination to be active in civil society, the lack of capacity should not be a reason to discount them. Rather, as one purpose of foreign assistance is to build capacity, it is sometimes more important to find the people who have the drive or "fire" and give them capacity than to give resources to people who have capacity but lack any real commitment to social justice and democracy.⁶

Further, there have been noteworthy accomplishments among women in recent years. Gradually, the tensions between women in the Executive Branch (MINFAMU), Parliament, and civil society have decreased and there is greater collaboration. Although this may not be perfect, there are at least efforts to work together, illustrating the value and challenge of government and citizens working toward similar ends. This women's collaboration offers very good opportunities, ranging from general issues of government-constituent relations to

⁵ Since 1999, there are representatives in Benguela, Luanda, and Huila with the addition of Namibe, Cabinda, and Uige in 2000.

⁶ It is also important in Angola to be wary of the sources of judgments. First, a lot of judgments are made with limited information or with mis-information and biases. Second, in cases of competition for scarce resources, those competing will not give strong endorsements; rather, they will undercut. Third, information often depends on an organization's capacity to promote itself, both generally, such as with the media and with donors. For example, when we asked the Rede Mulher for information about the March against Poverty and Violence against Women in October 2000, it turned out that there was a report, video, and newspaper articles but the organization lacked the time and resources to send them to donors.

further work on HIV/AIDS, advocacy for peace, healthcare, education, and combating violence against women.

CHAPTER THREE

GENDER ISSUES AND SO 5: AGRICULTURE AND FOOD SECURITY

PAYING ATTENTION TO WOMEN’S ROLES AND RESPONSIBILITIES

Identifying gender-based barriers and opportunities within this SO must begin with recognition that this is *not* an economic growth SO. It does not aim only to increase GDP or trade within a region. Rather, the focus is on food security—growth of agricultural products in order to increase food security. Once food security is at the core of this SO, four factors become critical:

| |
|---|
| SO 5: Enhanced Household Food Security in Targeted Communities |
| 5.1: Vulnerable Households Become more Food Self-Sufficient |
| 5.2: High Value Crops Produced and Marketed More Efficiently |

1. Whether more agricultural produce is grown;
2. Whether that food is consumed within the household or sold to generate monetary resources that are spent on consumable food;
3. Who within the household gets the food and/or money generated from market sales; and
4. What is the nutritional value and diversity of the foods consumed.

In relation to those factors, it is important to think of women in many different roles: heads of households; critical partners with men within households; producers of food; marketers of food; potential processors of food; and those who select, cook, and distribute food within the household. To design and implement effective technical assistance, USAID implementing partners need to consult with women in the very earliest phases of activity design about the crops, types of technical assistance, and the like:

- **In defining, working with, and monitoring households, pay attention to women’s roles relating to the production, preparation, and distribution of food.** This SO involves the labor and nourishment of households, so it is important to look at the roles of all adults, irrespective of who is officially deemed the head of household. Although progress has been made in recognizing female-headed households, the fact of a man being in or affiliated with a household does not mean he is that household’s “head” (see, for example, the discussion of polygamy above). Further, men are often not responsible for food security or are the most effective partners for USAID assistance, female-headed households have limited resources and time, some households are now headed by children, and some households are headed by disabled women. Understanding the assignment of roles and responsibilities in a household is not only important for surveys and monitoring, such as determining whether household food security increases more in female-headed households or whether they use USAID technical assistance and resources

more effectively than male-headed households. Such information also is critical for the design of activities and for determining the most effective partners.

- **Ensure that technical assistance, from extension agents and others, reaches women.** There is little monitoring (or evaluation) of the extent to which information and capacity-building efforts reach women. Absent knowing whether women are extension agents, or whether the agents and training are reaching women farmers, it is not possible to know whether there are any problems, or opportunities to enhance results. (This is an issue for the new activity design, for monitoring, and for mid-term evaluations.)
- **Pay attention to the three aspects of food sufficiency: access, availability, and utilization.** It is important to consider the extent to which increased self-sufficiency depends on women growing more, marketing more, or processing more. USAID's partners must ensure that women are involved in deciding which crops are grown; in receiving training and information; and in all phases of food cultivation, processing, and marketing.
- **Consider the impact of AIDS on women.** Many women and young girls will be afflicted with AIDS and therefore be unable to engage in agricultural production, other income-generating activities, fetching of water and wood, and care taking and raising of children. Women and girls will also have increased care-taking responsibilities for the ill, which may decrease the time available for agriculture and economic activities.

IR 5.2, THE RECENT RFA, AND PROGRAM DESIGN

Food Security

If IR 5.2 links with the SO and with IR 5.1, the objective is not simply to increase the amount of agricultural commodities sold and the number of households producing the “five highest value agricultural commodities” but to achieve those increases to enhance the household's food security. This means that the selection of crops is based on three assumptions:

- The crop itself will provide nutritional value.
- The income from a new crop will be used to purchase food of nutritional value.
- The newly grown or purchased food will reach all family members.

It is important that the newly selected USAID partner identify assumptions linking an increase in the value of agricultural commodities sold with a corresponding increase in household food security, and then test them through women's input in the six-month design phase.

Selected High Value Crops

To the extent that women’s participation may determine the achievement of USAID’s objectives, the selection of crops may be tremendously important. Crop selection will depend on establishment of criteria, not only “high value” according to price and profit but also factors such as labor required or opportunity for processing. Beyond the factors themselves, selection may depend on who assesses and weighs the costs and benefits. Failure to consult women—whether they will be growing, processing, marketing, or preparing those crops—may result in inappropriate choices or in missed opportunities. This point cannot be overstated: Designing a program around high value crops without considering gender-related factors may lead to increased agricultural production but decreased food security.

Number of Households

IR 5.2.1 looks for a percentage increase in the number of households producing the five highest-value agricultural commodities. Just increasing the number of households or just counting the number of households may not suffice. The dynamics within households must also be taken into account. It is possible, for example, that the chosen commodities may be of greater interest to male farmers than female farmers, that the households participating in the program will be those headed by men, and that the income generated may not be used to increase food security. The mere “increase in households” may not correlate with the sought-after result. Ideally, therefore, there would be a system for selecting households of different types (male-headed, female-headed, etc.) and a means of tracking differentiated impacts within households.

Producer Association Members

IR 5.2.1 focuses on crops “that Producer Association members sell or transport.” The involvement of women may depend on the definition of a “producers association” and on its “members.” It is important to determine whether women are members of producer or farmer associations. Or if a household is a member, it is important to note the roles of women as members of the household. It is also important to think of women farmers’ groups as potential partners. If USAID’s implementing partner decides to work with women’s groups, it needs to consider whether the activity should be designed or implemented differently to optimize women’s participation, taking account of such factors as burdens on women’s time, care taking for children, illiteracy and how women get information, and whether women will participate fully in mixed groups of men and women. It may be helpful to monitor different impacts for male and female farmer participants, groups, or associations to learn from implementation experience and identify useful program modifications.

Table 2: Ways to Address Women’s Participation in Producer Associations

| Gender-based Obstacles | Possible Approaches to Overcome Obstacles |
|---|--|
| Women are not members of associations | Work with associations to broaden and diversify membership; show examples of those that do include women |
| Women have their own farmers’ groups | Expand the scope of participation beyond producers’ associations to women’s groups |
| Women have information that the associations need | Include women in meetings or hold separate meetings with women |
| Women need to be part of, or agree to, associations’ decisions and learning | Meet separately with women, include them in meetings, or send information (papers with pictures) home so there is something for man and woman to discuss |

Sold by Households

The person of a household who actually does the selling may be a man, woman, or child. Who sells a particular crop may depend on whether it is a crop traditionally marketed by men or women. The effort of sale may vary—sometimes requiring transport or being away from home—and therefore preclude, for example, women’s involvement in the selling process. In addition, if one of the high value crops is being sold, that might be an opportunity to sell something else produced by the household—which may also contribute to household food security. Or the person who is selling the crop may, or may not, use the opportunity at market to purchase another food that has important nutritional value for the family.

Thus, it is important that the SO 5 team and the implementing partner pay attention to who within the household is selling and what is being sold.

Processes

IR 5.2.2 tracks increases in the number of producer associations that process agricultural commodities. Again, several assumptions are embedded within this, such as the expectation that the benefits of increased producer association processing will filter down to the household level for all households involved. But it is also possible that individual women, or women’s groups, may make use of a new technology or skill to process and sell their products. Or farmers associations that are all men might take up a processing opportunity that is labor intensive, whereas an association that includes women may reject that crop and/or the value-added processing opportunity because it requires too much time.

PERFORMANCE MONITORING

In terms of performance monitoring and USAID’s agriculture work, the gender issues relate to two areas: food security and agriculture. Because IR 5.1 focuses on vulnerable households

in terms of providing humanitarian assistance, monitoring has reflected that approach. But the new agriculture and development approach will require different monitoring and reporting. The SO team needs to decide what gender-related information will be important for (1) tracking the effectiveness of activity implementation; (2) monitoring what the IR achieves; and (3) getting the story back to Washington. As currently crafted, the indicators are unlikely to capture critical information. Table 3 provides suggestions to improve the information tracked with regard to SO 5 indicators.

There are three entry points for including gender in this SO's performance monitoring. First, the SO team needs to determine what information is needed about women's roles in households and the community. The SO 5 household baseline surveys are one way to gather such information as well as to monitor changes. Second, the SO team needs to ensure that the new IR 5.2 implementing partner includes women's input and information about women's roles within its six-month design phase. Depending on what information has a bearing on implementation or what assumptions the implementing partner has about roles and performance, some of that should be included in activity monitoring. Third, the mid-term evaluation should address assumptions and expectations about women's roles and contributions—in cultivating, harvesting, processing, marketing, cooking, spending, and distributing food within the household.

A Lesson Learned—Missed Opportunities in an Agriculture Evaluation

One of USAID/Angola's partners brought a copy of a recent evaluation to the workshop held on August 30, 2001. These evaluations illustrate opportunities missed—where questions could and should have been asked about women and gender that would have provided meaningful information regarding project implementation. Not knowing the terms of reference for the evaluation, we do not know whether the USAID partner failed to ask about women in their activities or whether the evaluators did not know how to address them. If the former, USAID needs to ensure that all evaluations for all partners include instructions about evaluating positive and negative gender impacts. If the latter, and if the evaluator in this case, CEIP is commonly employed to do evaluations in Angola, there may be a need and opportunity to train CEIP evaluators regarding gender and evaluation.

Table 3: Gender Issues in the SO 5 Strategic Framework

| Existing Indicator | Weakness/Risks Regarding Gender | Potential Improvements in Information Tracked |
|---|---|---|
| Enhanced Household Food Security in Targeted Communities. | Gender issues may account for some households doing better than others; household food security may not detect insecurity of girls and women | Disaggregate data regarding the type of household and the food security of male/female members of that household |
| SO 5.1 Percent increase in the total amount of agricultural commodities sold by households in targeted communities | Households could increase the amount of agricultural commodities sold without having positive (and risking negative) changes in household food security, e.g., if men sell and money is not used for food | Focus the indicator on food security in the household—monitor what is grown versus what is sold, and what is fed to family members. Helpful to have some disaggregation to learn about involvement of women, or focus of technical assistance to females heading households may enhance results |
| 5.1 Vulnerable Households become more Food Self-Sufficient | Self-sufficiency means not depending on food aid. Improvements may come from informal production by women, e.g., kitchen gardens and processing that is not formally recorded | Disaggregated data regarding the type of household: female-headed, male-headed, and joint-headed with active female involvement |
| 5.1.1 Percent increase in total household production in targeted communities | It is not clear what is encompassed in “household production.” This could reflect all production, including women’s kitchen gardens, but not be attributable to USAID (or indirectly caused but not recognized); this could track only household production of selected crops, and a positive increase in production could exist alongside a decrease in food security. Will the percent increase be over and above a total household production or only “commercial,” marketed production? | For the baseline (and activity design), it is important to know everything that the household produces, by whom and in what [estimated] quantities. Monitoring should show who within the household increases production and of what |
| 5.1.2 Increase in the number of months that households can provision themselves | This is good, and important. This may be a way to detect negative impacts—if for some reason, the newly grown and marketed crops cause a decrease in food for the household. This will not capture the nutritional value of “provisioning.” | Some information regarding the type and mix of provisions for nutritional value |

| Existing Indicator | Weakness/Risks Regarding Gender | Potential Improvements in Information Tracked |
|---|--|--|
| 5.2 High Value Crops Produced and Marketed More Efficiently | Who will be expected to produce and market, and might the choice of crops be more or less successful depending on the labor needed and available from women? Does efficiency take into account the opportunity costs of women's labor? | Sex-disaggregated data for who produces and who markets. Some way to capture time allocation |
| SO 5.2 Percent increase in the number of households producing the 5 highest-value agricultural commodities | Could see a significant increase while there is a drop in household food security (depending on what is grown and sold by whom). Might be significant differences in correlation of production and food security, depending on the level of woman's control of resources—worth tracking? Will the access to seeds and technical assistance be equitable for male and female headed households? What if the increase comes only in male-headed households? | Disaggregated data regarding type of household, to track <i>which</i> households see/enjoy the increase |
| 5.2.1 Percent increase in the total amount of selected high-value crops that producer association members sell or transport under contract | We do not know who is a “producer association member”; we do not know whether sale and transport by male members will benefit household's food security | Carefully research and know producer association members, and other comparable groups, to ensure inclusion of women and their contributions. Track how that increased commerce relates to food security in the households |
| 5.2.2 Increase in the number of producer associations that process agricultural commodities | Possible that male producer associations benefit while women's farm groups do not. How ensure that information, opportunity, TA reaches women farmers? Further, who will do that increased processing—whose time/labor, and taken from what other activities? What if women are working on processing coffee or tobacco; not putting time into their kitchen gardens for food for the family; and not getting the revenue from processing with which to buy food to replace the kitchen gardens? | Define “effectively” differently in the IR. Not just the number of associations processing but who does it and how revenues are used. Maybe need to track male-dominated associations separately from women's farm groups? This depends on what is learned in the six-month design phase |

CHAPTER FOUR GENDER ISSUES AND SO 6: DEMOCRATIC GOVERNANCE STRENGTHENED

WOMEN WITHIN THE SO LANGUAGE AND STRUCTURE

As originally designed, this SO included IR 6.4: Women’s Participation in Political Processes Strengthened. The reasons for that IR were two-fold: (1) in recognition that women are not simply one subset of civil society or constituencies⁷ but have the possibilities to lead others into civic action and advocacy; and (2) out of concern that without an explicit IR the Mission (and its partners) might fail to work with and monitor the success of women. Thus, the strategic plan stated: “[W]omen represent a critical constituency that not only is the most

affected by war and poor governance, but also have the least voice in Angola. In addition, some of the strongest civil society organizations, including one of the few existing coalitions in Angola, are women-oriented. The mission intends to build on this existing capital to strengthen constituencies for democratic reform.” It also explained the need for a special IR: “[I]t is important that this result be articulated as its own intermediate result (IR), rather than folded into the other IRs. This will help the mission to maintain the appropriate level of attention to this issue.”

**SO 6: Constituencies
Promoting Democratic
Governance Strengthened**

IR 1: Greater Availability of Information on Key Issues

IR 2: Improved Civic Advocacy on Key Issues

IR 3: Improved Government-Constituency Relations

Although several late drafts of the 2001-2005 strategic plan included that IR, the SO 6 team ultimately decided to eliminate the IR for two reasons. First, the SO team was apparently concerned about the capacity of its partners to achieve the result and the team’s ability to measure results. More important, however, it was determined that women’s participation should be an integral part of each of the other IRs. Having a separate IR risked the failure to address women in the other IRs; integrating women across the SO would put pressure on all SO 6 partners to pay attention to gender in all activities. In fact, the SO 6 programming does include work on women’s literacy and women’s rights.

There is, however, still limited funding for improving the availability of information to women and improved civic advocacy of women’s groups. Integrating attention to women in the remaining intermediate results is ideal as long as the reason for an explicit IR is not forgotten. That is, without an explicit IR, the team may lose sight of the importance of ensuring women’s participation. This depends on how SO 6 partners target their resources and on how SO 6 structures gender in its performance monitoring.

⁷ Of course, one could not have an SO with IRs for each sub-group of the population.

Whether or not there is an IR dedicated to women, they remain a key factor in “strengthening constituencies promoting democratic governance.” That language in the SO, along with the individual IRs, continues to suggest the importance of working with women. Women, whether in women’s groups, the women’s network, government, or mixed groups, are key constituencies and resources for civic advocacy.

Again, it is helpful to think of women in relation to all three touchstones:

1. **Women as Key to Results.** Women are needed as role models and as leaders. For example, World Learning has reported the importance of women within the coalitions it supports. A housing coalition is led by a man, but two of six active leaders are women. The AIDS coalition has two leaders, one of whom is a woman. A woman heads the land rights coalition in Huila, while two of the most powerful leaders in the coalition are also women.
2. **Women’s Needs and Gender Inequality.** When assessing the effectiveness of governance, it is important to recognize the extent to which women’s interests are not represented, government does not address their needs or priorities, and women’s rights are violated. Given critical factors such as illiteracy, women’s low status, and extreme poverty, some of the activities within the SO should focus on remedying those inequities.
3. **Strategic Opportunities.** Yes, there are women with whom to work in Angola. With the support of the Swedes and the UNDP, and with the exposure and experience women have gained through the “Fourth World Conference on Women” and through “Beijing +5,” women are mobilized and organized although they still need technical and financial support.

QUESTIONS REGARDING IMPLEMENTATION AND WOMEN WITHIN THIS SO’S PROGRAM

IR 6.1: Greater Availability of Information on Key Issues

Availability of Information

IR 6.1 suggests that to strengthen constituencies to promote democratic governance, it is necessary for them to have greater access to information than they now have. The first question, therefore, is who are the constituencies promoting democratic governance? Having established who they may be, the next questions are what is limiting their access to information and how can more information be made available to them.

If “women” in general, or “women in the provinces” are one such constituency, IR 6.1 must focus on ensuring women get more of the information they need. This means determining why women do not have sufficient information and how to make such information available to them.

Hence, the SO 6 team and its partners need clarity about whether women, as a constituency promoting democratic governance, need more information. If so, what are SO 6 partners doing to identify the obstacles to women’s receipt of information and what approaches can be used to overcome them? This relates back to a critical issue discussed earlier—that the average Angolan woman is not getting her information from traditional information sources. This means that USAID programs using newspapers or television may not be achieving “greater availability of information” for the people, including women, who need it. It may be necessary to include information within literacy programs (as MCID is doing) or to disseminate it through church groups or through theatre.

With regard to the means of reaching women or making information available to them, it is important to recognize the heterogeneity of “Angolan women.” Perhaps information is available to educated, middle-class women in Luanda. Or perhaps information is available but not on key issues (see below). Perhaps the availability of information varies according to age, location, urban/rural distinctions, and literacy. Perhaps very little information is available to internally displaced women, who could be a very strong constituency for democratic governance, and reaching them requires calculated, targeted efforts.

Information on Key Issues

This IR also suggests that strengthening constituencies for democratic governance depends on their access to information on particular topic—that is, “key issues.” The SO 6 team has defined key issues to encompass human rights and government accountability. If certain women’s constituencies need this information, it is important to focus on the sub-topics or specific sorts of information they lack.

For women, human rights issues include women’s rights, such as the right to be free from violence (in the home and in the streets); to access education (for girls and for illiterate women), credit, and affordable healthcare; and to organize and protest. Focusing on key issues depends on how women themselves are defining such rights.

Similarly, if key issues encompass government accountability, women may be critical constituencies pressing for it. In that case, it is important that SO 6 partners think about which units or representatives of government women are pressing to be more accountable. In fact, women are concerned about Ministries of Health and Education and MINFAMU. Women are interested in gender budgets as mechanisms for holding government accountable. Were they to succeed with a gender budget analysis of one ministry or one department, they would be role models and leaders for both citizens and members of government. At the same time, government accountability can encompass the women in Parliament and provincial governors. The content that is needed to achieve the IR 6.1 results depends on understanding women’s roles and issues and how women can be instrumental in achieving the SO.

In light of these issues, it is important for SO 6 partners to determine whether they have designed and implemented their activities to include women as key partners in achieving IR 6.1 and the SO itself.

IR 6.2: Improved Civic Advocacy on Key Issues

IR 6.2 suggests that strengthening constituencies promoting democratic governance requires an improvement in their civic advocacy. Again, the SO team and its partners need to begin by identifying the constituencies that are trying to promote democratic governance—and women are among them. The next step is to determine what weaknesses there are in civic advocacy and how to mitigate them.

In fact, women are advocates on issues ranging from housing and land rights to violence against women, HIV/AIDS, and peace. The SO 6 partners already are supporting some of these women with technical assistance and resources to improve their civic advocacy. The efforts and results need to be captured and articulated.

At the same time, there are opportunities to support some additional civic advocacy efforts, particularly those relating to peace and to violence against women. For example, MPD held a conference on peace in June 2000 that included 48 women's organizations. They were planning to establish a network of peace movements including 14 organizations (COJEPA/churches, FONGA/NGOs, GAP, Raiz de Paz, ADRA, Mosaico, etc.). This initiative is a difficult one and could benefit from technical support—to improve their civic advocacy. Similarly, on October 16, 2000, Rede Mulher organized a nationwide work-stoppage and March against Poverty and Violence against Women. Following the March, Rede Mulher met with President Dos Santos, who agreed to support legislation addressing violence against women. This certainly is extraordinary civic advocacy in Angola. Yet GMP and Rede Mulher know that the legislation must be based on research, and they have yet to obtain the necessary funding.

Table 4: Examples of Women's Civic Advocacy During Last Year and Need for Follow-Up

| Women's Group Involved | Action Started | Next Steps/Follow-up |
|---------------------------------|--|---|
| GMP, MINFAMU, Rede Mulher | HIV/AIDS legislation drafted, 2000 | Support for advocacy to debate issue and support for constituency building |
| Rede Mulher | March against Poverty and Violence against Women, nationwide, October 2000 | Research on violence against women, drafting and passing legislation |
| Mulher, Paz and Desenvolvimento | Conference for Peace, 700 participants, June 2001 | Technical assistance for coalition with other groups, such as churches |
| MCID, USAID partner | Literacy classes for women became nucleus meeting on Saturdays | Assistance to identify and work on particular issues of concern, such as education, health, and water |

IR 6.3: Improved Government-Constituency Relations

Improving government-constituency relations in Angola depends on identifying either some cases in where existing relations could be improved or areas where there is a possibility of creating relations. It is unlikely that the Government of Angola will work with groups that either have objectives that conflict with those of the government or that challenge the government's legitimacy. But the government will work with groups, both nationally and at the provincial level, on issues of mutual interest. Women offer a strategic opportunity in this regard for two reasons: (1) women are not viewed as a real threat; and (2) many of the issues they press are not controversial (for example, even their movements for "peace" do not seem to have triggered harsh responses).

In Angola, there has been some gradual progress on relations in three dimensions:

- On **particular issues**, such as combating HIV/AIDS or improving the business climate;
- On **general listening to define issues**, such as meetings by government representatives with citizens; and
- On **general collaboration**, such as MINFAMU and Rede Mulher.

In determining opportunities for partnerships with women and for focusing on gender, it is important to identify the issues on which women demonstrate leadership or leadership potential (either for women alone or on behalf of society more broadly). One example is action related to violence against women—as referenced above in the discussion of civic advocacy. There already is collaboration among MINFAMU, women parliamentarians, and Rede Mulher—as well as apparent support from President Dos Santos. This case could be used as an example of strong government-constituency relations for other sectors of civil society, as was the case with HIV/AIDS, but will not happen without the necessary technical and financial backing.

General listening is another area where women can be an asset. The women parliamentarians are eager to go to the provinces to talk with and listen to women but lack the funds with which to travel. Meanwhile, all government representatives should be listening to women, but where and how? USAID's SO 6 partners (and subgrantees) acknowledge that women are not participating in television and radio call-in programs. This means that one mechanism for alerting government to constituencies' concerns is not incorporating women as constituents. Another example is local town meetings. It is important that the SO 6 partners track women's attendance, as well as the quantity and subject of their oral contributions.

Lastly, Angolan women are engaged in some collaboration with government entities, including Ministries of Education, Health, Justice, and MINFAMU. On the civil society side, women may be lawyers, healthcare workers, housing advocates, or citizens concerned about social issues. These are opportunities for USAID to strengthen results related to this IR, thereby contributing to the achievement of the SO.

PERFORMANCE MONITORING

This performance monitoring plan has a surprising number of indicators that simply count the number of people and then promise sex-disaggregated data. In some cases, those numbers may be meaningful. But in many cases they do not provide sufficient information to assess project impacts. If the data are meaningful, disparities in participation that are detected by disaggregating by sex may give USAID and its partners some information by which to gauge the contributions of and impacts on women. But if demographic breakdowns are useful, some additional breakdowns might give the implementing partners more information about the impact of their assistance, such as literate versus illiterate, recent IDPs in Luanda versus long-term residents, young people versus older. Most fundamentally, the information gathered and tracked should be useful for determining whether USAID's partners are achieving USAID's IRs and SO.

Definitions

Some of the performance-monitoring issues are revealed within definitions. For example, it is important to define terms used in the IRs. "Key issues," for example, means human rights and especially women's rights, and "government accountability" refers to accountability on issues important to all citizens, men and women. "Availability of information" signifies availability to women as well as to men, and to urban and provincial or rural women as well. Here, it is important to note that "availability" measured in terms of urban media—radio print, television, and other publications—may have a focus primarily on those forms most popular among urban, middle and upper income, literate populations. These definitions must be explicit, and the indicators and data collected must correlate with them.

Similarly, it is important to define the content of a particular index. Gender issues often are embedded within measuring tools:

- **Advocacy Index.** The content must be more transparent and reviewed for gender issues within. If possible, it could be revealing to track improvements in the quantity and quality of advocacy for women's groups versus mixed but women-led groups versus groups with no women's leadership and little involvement.
- **Constituency Relations Survey.** Again, the content should be readily available. "Constituencies" are variegated—male/female, urban/rural, Luanda/provincial, literate/illiterate. It would be helpful, if possible, to gather sex-disaggregated in terms of the civil society respondents. It would also be helpful to know which government entities relate to which constituencies—do they have better or more frequent relations with women's groups? If so, does this reflect less sense of threat, and does it reinforce an hypothesis that women's groups could be more effective or active in early years of democratic openings? The SO team and partners' consideration of specific questions for or about women would result in meaningful information for project design and implementation.

- **Democracy and Governance Index.** This mechanism depends on a panel of 30 experts. WIDTECH originally underscored the importance of including adequate expertise about women’s activities. On the one hand, political scientists or members of the media may or many not necessarily know about women’s advocacy activities or how to assess them effectively. On the other hand, it is important to find people who have the information and expertise but are not biased. In discussions with the SO 6 team, it was determined that it would be more effective to shift the substantive focus on women in civil society and government to a separate panel. But it remains important that women be included within this panel—ensuring that there is not simply one panel of men and another of women. Diversity of perspectives and disciplines is critical to understand and measure changes in Angola’s democratic processes and governance.
- **Index of Women’s Civic and Political Participation.** The SO 6 team needs to develop an alternative measure of “women’s civic and political status”—beyond the proposed inclusion of gender in the democracy and governance index and reference to the DOS Human Rights report. We recommend that the SO team convene a separate panel for this. That panel should have diverse representation—for example, one or two members from donors that focus on women, several from private voluntary organizations or local NGOs and who work with or pay attention to women, and someone knowledgeable about women IDPs. Although the panel should not include those heading the organizations being judged—for example, the executive director or president of Rede Mulher or the Minister or Vice-Minister of MINFAMU—it must include people who know what these organizations are doing. The panel must include some expertise regarding activities of women in the provinces—maybe through Rede Mulher’s member/partner in Huila or through someone from ADRA or from Development Aid from People to People (ADPP). See Annex B.
- **Implementing Partners’ Surveys.** Apparently the SO 6 partners engaged KPMG to collect information with regard to the media. This situation reflects a common problem: If terms of reference do not clearly require investigation of women’s participation and gender issues (beyond the “boilerplate” or catch-phrase asking for sex-disaggregated data), evaluators are unlikely to collect meaningful information. The KPMG exercise, now already completed, was a missed opportunity to assess media coverage of women’s activities and concerns or inclusion of women’s voices and perspectives.

**Examples of Performance
Monitoring and Evidence of
Positive/Negative Impacts**

- **NDI/MIACOOOP.** The radio call-in show gets about 30 calls per month of which only 1-2 are from women. What does this tell the implementing partners about whether they are reaching women with program content? Or are women listening but not calling in? What is the impact on the program’s contribution to citizen debate if women or other demographic groups do not express their perspectives? Might women have different perspectives on the issues than men, and if so, how are they shared through the project?
- **NDI/NCC.** To what extent are members of Parliament meeting with their constituencies or listening to citizens? Members of the Liberal Party have met with women, with 300 women attending a meeting in Benguela. What other such meetings have occurred? Are there opportunities with GMP to be leaders among parliamentarians on meeting with constituents?

Data Collection

The SO team is to be commended for proposing to disaggregate by “gender issues covered.” It would be helpful to know what this means. If it means coverage of women’s rights, try to break those down as well: right to healthcare, to education, to be registered for school, to be free from violence, to participate in government and peace-making decision-making.

The SO 6 team’s plan for data collection is that it will be “collected from partner reports.” The team should give its partners written guidance that states parameters or questions. The example of the KPMG evaluation, and failure to use it to gather gender-related information, should establish the need for the SO 6 team to be explicit.

The plan includes panel discussions “with media experts.” Will this purposefully include women journalists, such as several members of the Association of Women Journalists? It is important to ensure that there will be perspectives and knowledge regarding (1) the media that women use; (2) women in the media; and (3) media coverage of issues of importance to women.

Data Sources. World Learning and NDI “conduct surveys of their media partners.” The content of the survey is, of course, critical and should reflect the particular information that will be meaningful for program monitoring (what works and what does not) and reporting to Washington. Does the survey ask about coverage of women’s issues? Does it track women calling in to radio programs? Does it examine whether and/or how women receive and contribute information to the media outside of Luanda? If not, how can USAID see whether there is any improvement as a result of USAID technical assistance?

Number of People Reached by Education Efforts of Target Civil Society Organizations. This indicator provides for disaggregated data by gender, geographic area, and “focus.” But how does one define “reached”? Is it people who attend workshops, debates, meetings, and seminars? This does not give USAID and implementing partners any information about impact—about what is done with that information. There should be ways to see who uses the information—for example, who takes it and disseminates it to others by running their own workshops, or who uses it within an advocacy campaign. This may be a place where women “shine”—that is, if they use the information in their own organizations’ legal literacy efforts. Thus far, however, such information is anecdotal and spotty.

Number of People Reached by Media Efforts. The performance monitoring plan again indicates disaggregation by gender as well as geographic and age. But this is again very print-focussed—that is, urban and middle/upper class oriented. It would be good to know the partners’ information dissemination strategy—how they intend to reach women and to reach women in the provinces and illiterate women who are among those most difficult to reach. Evidently, they disseminate the newspaper supplements to private voluntary organizations, Rede Mulher, and the like. They also note that “there may be double/triple counting because one publication, flyer, or book may be read by more than 3 people”—but that is not a problem; in fact, that is good. It would be helpful to (1) identify the intermediaries who are

further disseminating the information (for example, MINFAMU and its provincial offices); and (2) follow up and see what, if anything, those organizations do with the publications (such as use them in literacy training, translate them into local languages, or give to local priests and ministers and village leaders (*sobas*)).

Table 5: Gender Issues in the SO 6 Strategic Framework

| Indicator | Weakness/Risks Regarding Gender | Potential Improvements in Information Tracked |
|--|---|---|
| SO 6 Constituencies Promoting Democratic Governance Strengthened | No indication of whether those constituencies are women, in a country where women have been a key force | Disaggregate by different constituencies—women, HIV/AIDS or health, education, peace, land |
| SO 6.1 Democracy and Governance Index | This index could fail to track women’s involvement and contributions, thereby failing to capture potentially helpful information | Include items on the index that relate to women as constituents, as advocates; work of women’s NGOs; issues of importance to women |
| SO 6.2 Assessment of Status of Women | This title is very general and does not focus just on SO 6 issues; might be distracted from key information | Re-title this to be an “Assessment of Civic and Political Participation of Women” |
| IR1 Greater Availability of Information on Key Issues | Needs clear definitions or guidelines regarding availability and “key issues,” reflecting both known weaknesses and concerns for women | Develop text with SO 6 partners that articulates the impediments to information being available to women and what will be done to overcome them—with regard to “key issues” as judged key by women |
| 6.1.1 More media coverage of key democratic and governance issues (output, not impact) | Could have increased media coverage, e.g., on television in Luanda, yet fail to increase the availability of information to the many women who lack it and who would be strengthened as constituencies if they had it. More coverage may reflect more hours or pages, with little or no impact on those needing information | Work with SO 6 partners to (1) define “media coverage” and (2) diversify the sorts of media that are being used. Measure this with an index that counts nontraditional media (e.g., theater and church-targeted communications) |
| 6.1.2 Number of people reached by education efforts of target civil society organizations | This is an output, not an impact. Could see an increase in the number of people but still not expand the diversity of people or not reach the people who are most likely to use that education | It is helpful to have sex-disaggregated data, if satisfied with the output sort of measurement. Would be preferable to measure impact and to look at who uses the educational efforts, e.g., women in MCID literacy classes |

| Indicator | Weakness/Risks Regarding Gender | Potential Improvements in Information Tracked |
|--|---|--|
| 6.1.3 Number of people reached by media efforts (output, not impact) | Might increase the number of people reached in Luanda but fail to have any national impact. Might increase the number of MPLA or rich or middle-class people but not reach the opposition. Might reach people who will or will not use the information | Track how media efforts are used, e.g., World Learning newspaper supplements used in women's literacy classes or by MPD in work with women IDPs—and ideally get reporting on how those recipients use information |
| IR2 Improved Civic Advocacy on Key Issues | There is no definition of “improvement” or sense of what the weaknesses are. What if women's advocacy on violence against women improves markedly—will it be captured by these indicators? | It would be helpful to have an honest accounting of where and when women are trying to engage in advocacy, but do so ineffectively and then target technical assistance to strengthen them |
| 6.2.1 Formal coalitions active on key issues | Not clear criteria for selecting the “formal coalitions” with which USAID partners work. Could end up working with coalitions that are happy to receive U.S. funding but not committed to issues or not addressing issues of greatest concern to Angolan people, including women. Is it a count of the number of formal coalitions established, a “yes/no” on whether coalitions are active, or whether they are addressing “key issues”? | Require some reporting on (1) leadership of coalitions, (2) membership, (3) target populations or government units (for advocacy), and (4) issues that they address. This information should be sex disaggregated. Then see the extent to which women are forming more, active in more, etc. |
| 6.2.2 Advocacy Index | Need to know more about the content of the index and use it to address some of the issues in column 3 (right) on this chart | Offers a good opportunity to integrate gender issues into the index, to assess women's participation, effectiveness and impact on issues of importance to them |
| IR3 Improved Government-Constituency Relations | Two basic gender aspects: whether the government units/responsibilities are those of importance to women and to women as constituents | This is a case where women may be key assets for achieving the IR/SO. There is a hypothesis that government may relate more easily with women—not feeling as threatened as with other groups. Does this work? Absent some monitoring of women as constituents, and increases in different relations, it is not possible to evaluate the hypothesis |

| Indicator | Weakness/Risks Regarding Gender | Potential Improvements in Information Tracked |
|---|---|--|
| 6.3.1 Constituency relations survey | The content of this survey is not known. It could miss a vital opportunity if it fails to look at women as a constituency, as compared with other constituencies | Make sure that the survey captures information related to women as constituents, women in government, which ministries, etc. |
| 6.3.2 Increased government-constituency contacts | Could have increased contacts but of government with loyal MPLA followers. Could have more contacts (meetings) between/among those who already cooperate and are co-opted. It is important to identify where the increase is sought. Maybe, in fact, there are many more contacts with women, and it is important to engage young men | Define the contacts and define the increase sought. In both cases, consider whether some sort of sex-disaggregated information on the people would be helpful; also whether it would be useful to track contacts about what, particularly if it might relate to issues of importance to women (e.g., violence and peace) |

CHAPTER FIVE

GENDER ISSUES AND SO 7: HEALTHCARE AND HIV/AIDS

MATERNAL AND CHILD HEALTHCARE

Maternal and child healthcare (MCH) programs are unique with regard to women’s participation and gender issues. On the one hand, because the primary beneficiaries and partners of MCH programs are women, programs rarely ignore them as beneficiaries.⁸ On the other hand, there are fundamental issues of how a program engages women and involves them in needs assessment and in project design and implementation. Paying attention to women’s participation and to gender-based roles and responsibilities is particularly important within a transition and development context, requiring different approaches than those employed in humanitarian and emergency aid contexts. Once USAID (and others) shift to a development perspective, activities must be designed to address such issues as capacity building and sustainability. Thus, the capacity of women must be considered regarding women as mothers, as people responsible for their own health, as key caretakers within families and communities, as health professionals, and the like. Sustainability is critical insofar as women may play an integral role in building institutions and processes, as well as serving as key constituents with government to ensure resources and quality care.

**SO 7: Increased Use of
Maternal/Child Health and HIV/AIDS
Services and /or Products and
Improved Health Practices**

IR 7.1 Increased Access to MCH Services

IR 7.2 Increased Demand for MCH Services

IR 7.3 Increased Quality of MCH Services

IR 7.4 Increased Access to Condoms

IR 7.5 Increased Demand for Condoms

IR 7.6 Improved Enabling Environment

USAID’s MCH programs address access to, demand for, and quality of healthcare—all with the objective of increasing *use* of services and products, as well as their quality. Program design must therefore begin with a basic inquiry: What factors constrain use? To determine this, it is imperative that the organizations responding to USAID’s RFA and the organization that eventually becomes implementing partner for the MCH work consider how women—as direct beneficiaries, mothers, and those responsible for getting children to the healthcare facilities—would answer that question. And the best way to know is to ask them.

⁸ It should be noted that for maternal health, women are direct beneficiaries. For child health, women are beneficiaries in terms of their concern for the health and well-being of their children and in terms of their care-taking role. In fact, however, the direct beneficiaries are the children, and sometimes problems arise in not recognizing that the needs or the burdens for women as mothers may need to be considered independently of what is needed for the child.

ACCESS, DEMAND, AND QUALITY: ISSUES RELATED TO PROJECT DESIGN

It is critical that project design be based on women's input addressing four factors: access; demand; quality; and participation in civil society, especially health committees.

Access. To the extent that USAID's programs seek to increase access, USAID partners must understand from women themselves what impedes access. The potential impediments include access to transportation, affordability/cost (unofficial even more than official), frequency, and knowledge.

Demand. The demand for children's and maternal healthcare depends on the demand of and by women. It is important to know or test the factors on which demand depends. Of course, women have to know that services are available, that they are useful, and that they are better than local alternatives. But from an economic standpoint, demand is also influenced by price. If women know that services are not really free—that is, they must make informal payments all along the system—then that cost factor can be affecting demand.

Quality. In terms of achieving the objective of “increased use,” it is critical that USAID partners understand what quality is important to the woman consumers. What is meant by quality—the results of the medical treatment or how women are treated as patients or mothers of children needing care? Does the average rural woman judge quality by results if it is a matter of preventative care, such as inoculations?

Maybe comfort and courtesy are more important and will determine whether she uses services or not. Maybe the long waits are a problem, in light of the opportunity costs of a woman's time—the option of using her time to harvest food for her children or to sell in the market to generate the income with which to purchase the day's food. The INE/UNICEF report on “Willingness and Capacity to Pay for Social Services” provides some relevant information on how users perceive quality and on factors that affect demand for healthcare services. It is also crucial that USAID partners talk to women to determine what quality constraints may limit demand for healthcare services.

There also are information issues—that is, how women get information about quality. Women may get most of their information from others, through word-of-mouth. But if there is widespread experience with rude, unpleasant healthcare service providers and facilities, it may be very difficult to change impressions. There may then be a need to build new channels of information, and to get the “good news” back to the consumers.

Beyond questions of quality as an impediment to demand and access, USAID partners have to determine what can or should be done to improve quality. Sometimes, the problem is the low salaries and terrible work conditions of the healthcare staff. In other cases, nurses may need more training or education. But even those nurses with decent pay and training may use dirty needles if they do not have the necessary supplies, much of which ought to be provided by the Angolan Ministry of Health. As a long-term and sustainable approach, it may be useful to use SO 6 resources to work with nurses and other health care interests, such as the not very active Association of Angolan Nurses or the new Ordem dos Medicos.

Health Committees. This SO anticipates the importance of health committees. But the relevance and impact of those committees may depend on factors such as what do they do and who is on them. If women may be real assets, it is important to determine whether women have time to participate and whether they are in fact the leaders.

HIV/AIDS, WOMEN’S NEEDS, AND GENDER-BASED BARRIERS AND OPPORTUNITIES

USAID/Angola is focusing its HIV/AIDS work on two groups: commercial sex workers and youth. In the former case, there is not an issue of women’s participation because the targeted sex workers are women. Yet there are issues of gender-based roles and power. For example, to what extent do women in such situations have the power to insist on use of a condom? Will knowledge about the spread of AIDS suffice to change their behavior? Or might it be necessary to work with the men who are customers? Might it be more effective to make sure that men realize if they have unprotected sex with sex workers they may not only become infected themselves but they also can bring the disease back to their wives—and leave themselves without that which they may value from their wives and unborn children and without mothers for their children? Might this even be an opportunity to enlist the support of churches insofar as they want to protect families?

With regard to youth, there may be issues of women’s participation—the female youth—and of gender-based roles. On the one hand, young women need to know about the dangers of AIDS and may decide as a result to forgo sexual relations. Yet will a poor young woman living in an IDP camp, who has the chance to be treated well by a rich, powerful man, insist that he use a condom? On the other hand, if they find themselves with men who have more power than they, the information may not suffice to protect them. Can a woman with a condom in her purse ensure that her partner will use it? Will a woman who is culturally under pressure to have children and who knows her husband has another wife or has sex with other women refuse to have sex with her husband unless he uses a condom? Again, maybe effectiveness may require particular attention on the men who have power in the relationships?

But AIDS threatens groups of women, including:

- Young women wooed by older, rich men;
- Married women, from husbands who have other wives and/or mistresses;
- Women contracting AIDS from avoidable sources caused by poverty—such as needles re-used in clinics, blood transfusions, healthcare workers with People Living with AIDS (PLWA) working without proper gloves; and
- Women victims of violence, including men drunk at home and rape.

In terms of preventing the spread of AIDS, women must be regarded not only as potential victims but also as part of the solution. Further, the power differentials in sexual relations are crucial factors in determining who gets information and can use it and who gets the protective device and can and will use it.

Thus, program design should anticipate four areas:

- 1) **Information.** Social marketing strategies must anticipate not only which population segments get the information—for example, young men versus young women, middle class versus poor IDP women, citizens of Luanda or provincial cities—but also whether those people can use the information. USAID partners should be able to identify the group that a particular billboards or television commercial reaches. They also should be able to identify which communications media are effective for reaching different populations, such as illiterate women, or people who do not use television or radio.⁹ Since traditional theatre has been so very successful for landmine awareness, it should be used for AIDS awareness as well. But there is also a need to determine what information can affect behavior. A young woman or young wife who knows all about HIV/AIDS may have no ability to use that knowledge to change her date's or husband's behavior. In such cases, either it is more important to target the men with persuasive information or the women need to be empowered or strengthened with negotiation skills.
- 2) **Partnerships.** With regard to education and social action, it is important to identify appropriate partners. Churches could be effective partners with and on behalf of women. Although some churches see condoms as encouraging sex, many very poor young women have sex for money; they are desperate and vulnerable to older men. There are many rich men with multiple wives or with mistresses. In other cases, peer advocates (such as those used by ADRA) may be effective partners.
- 3) **Choice of Protection.** Women complain they cannot control whether male condoms are used. Women would like their own condoms so they can control use. The cost of female condoms is apparently significantly higher than that of male condoms. But if the usage would be greater, the cost of achieving improved health practices per person (that is, the number of persons actually protected) would be lower and the final result of limiting the spread of AIDS greater.
- 4) **Women as Allies.** There are a number of opportunities to work with women to address HIV/AIDS:
 - Mothers to teach children/sons/daughters;
 - Including AIDS within adult literacy and schools;
 - Find *sobas* with whom to work, such as within the new Association of Angolan Traditional Authorities (AATA) with which Search for Common Ground was to meet on September 15, 2001.

⁹ Social marketing must be tested with all populations that may see it. A current campaign compares the skin of a banana with condoms. One healthcare professional reported that the response of some young Angolan men has been that since one obviously does not eat a banana with the skin on it the same may be concluded regarding condoms.

- Some women’s church groups, such as Methodist women; and
- Women’s groups that want to raise awareness but that need technical assistance and resources, such as MCID’s nucleos or MPD.

Last, HIV/AIDS raises issues in other programming sectors, calling for real commitments to cross-sectoral programming:

- **Agriculture.** Women with AIDS may be the only food producers in a family, but they may become too sick to work on land. If men are expected to do heavier agricultural work but fall ill with AIDS, women may not be able to fill in. If women’s kitchen gardens and supplemental gardening contribute to household food security, time spent on care taking may decrease the time for those activities. Plans for women to do labor-intensive planting and harvesting also may be impeded by women’s care taking for the ill.
- **Health.** Capacity building for women healthcare workers may be lost if those women are infected with AIDS. Health care systems that assume women as caretakers for ill family members with AIDS may have devastating economic impacts on families. When women go to clinics with children or for maternal care, there are opportunities to educate about HIV/AIDS or to test them for AIDS. But failure to protect women’s privacy may cause them to be stigmatized in their communities, preventing them from engaging in other activities for themselves and their families.
- **Education.** As with the healthcare workers, women teachers may be ill and dying. Male teachers will also contract the disease, and if they engage girl students in sexual relations, male teachers will infect those students. Most important, efforts to increase girls’ attendance may fail because girls miss school to help their mothers who are ill or with tending the ill.
- **Democracy.** Women’s responsibilities as caretakers may further decrease their time for participating in civil society, local decision making, and politics. Women have already established themselves as key constituents pressuring government for action.
- **Economic Growth.** There are costs of investing in people who die, including women. AIDS causes businesses to lose skilled people and increases the cost of doing business. To the extent that women are in the workforce or obtaining training, AIDS awareness must reach and protect them.

PERFORMANCE MONITORING

At this point, prior to issuance of the new RFA and establishment of a new, transition-oriented program, the SO and its performance monitoring plan are structured to count heads—such as for children’s vaccinations and women’s maternal healthcare. How new indicators capture information related to women and gender depends on the new activity. But

to the extent that increases in usage are expected to relate to issues of access, demand, and quality, the implementing partner will need to monitor women's perspectives on each.

In the context of healthcare, the gender aspects of performance monitoring include three areas: (1) girls and women as beneficiaries of healthcare, recipients of information, and participants in training and capacity-building; (2) monitoring of implementation to identify any gender-related barriers or opportunities; and (3) success stories related to women's participation or addressing gender issues.

At a national level, USAID will soon have access to the new Multiple Indicator Cluster Survey (MICS), to serve as baseline for some coverage. It should be noted, however, the MICS does not provide any in-depth information regarding women's perspectives or impediments to use of healthcare. It is more like a snapshot than a video. To determine what women's priorities and motivations are, another sort of research is needed—focus groups or qualitative interviews. Table 6 provides suggestions to improve the information tracked for the SO 7 indicators.

Buildings may not measure access to health clinics. This indicator may be intended as a proxy. Yet it may not reflect whether women can get to clinics—that is, transport problems. Sometimes access to MCH services may involve the service making a community or house-call, such as traditional birth attendants. Tracking reconstruction of buildings will not capture this mechanism for increased access to services. If this reported number is the proxy, it is important that the USAID implementing partners have internal indicators that will reveal actual impediments to access.

Knowledge may not necessarily increase demand or to use. There seems to be an assumption here—that increasing women's knowledge will increase the demand for USAID-funded health services. Given this assumption, the monitoring and evaluation should test it. If resources are spent to increase women's knowledge but there is not an increase in use or the increase expected, USAID partners need to talk with women about the impediments to their demand for services. For example, do women not use services because they do not know the signs and symptoms of a childhood disease? Or do they know, but sometimes have to make judgments about when to use money and time for one child's care to the detriment of others?

Establishment of committees may not increase demand. There are ways in which the establishment of a health committee lacks sustainability or lacks the results intended. What if a health committee is formed by one person and that person leaves to study public health; is the committee sustainable? What if there is a broad and strong committee that includes some charismatic, traditional health advisor, and thanks to the committee, people are using the traditional methods more and going to the clinic less? This proxy may not reflect or lead to increases in demand for health care.

The quality issues measured may not correlate with the quality issues that impede women's use of services. What is meant by quality—the results of the medical treatment or how women are treated as patients or mothers of children needing care? Who judges the quality? How do women get information about quality? This also does not necessarily

address some of the needs to improve quality, such as salaries too low for healthcare workers to live on and terrible work conditions.

Below are questions to consider for the revised performance monitoring plan and as part of any baseline survey or data-collection in targeted communities:

- How many women have used health facilities—clinics, hospitals, traditional birth attendants?
- With what frequency do women use them?
- In what circumstances or for what sort of assistance?
- If they do not use them, why not? Are any of the following an issue:
 - Transport,
 - Cost,
 - Time,
 - Treatment (courtesy),
 - Effectiveness of treatment?
- Do women want more information about any healthcare? If so, related to what?

Table 6: Gender Issues in the SO 7 Strategic Framework

| Existing Indicator | Weakness/Risks Regarding Gender | Potential Improvements in Information Tracked |
|--|--|---|
| SO7 Increased Use of Maternal/Child Health and HIV/AIDS Services and /or Products and Improved Health Practices | Although MCH will involve women, the increased use of HIV/AIDS services could be only among men; the improved health practices only by women or only with respect to male children. The results may not be sustainable—if the increased use is because of bringing services to people and if improved practices last only so long as USAID-funded assistance encourages it. There is little way to know the impact | Some of this should be sex-disaggregated to see whether there are disparities in who gets the assistance, where the progress is made, and any unintended negative impacts. To monitor activity implementation and identify ways to improve design, implementation and sustainability, this SO team and its partners must gather qualitative information from other sources, e.g., women |
| Number of Children . . . receiving OPV3, DPT3, measles vaccination | An increased number of children shows improvement for the time period covered. However, this indicator does not cover or measure impediments to women’s care for their children and improvements therein, e.g., lack of empowerment to do so and/or commitment to do so for both boy and girl children | Sex-disaggregated data regarding the children themselves is one way to ensure that, in case of cost or effort needed for each child, there is not a failure to protect the girl-child. It also would be helpful to have other ways to measure improved health practices, focusing on the mothers who will be responsible |

| Existing Indicator | Weakness/Risks Regarding Gender | Potential Improvements in Information Tracked |
|---|---|---|
| Percent using condoms during most recent sexual act with non-regular partners | There is a fundamental reliability issue here—a tendency for people to give the “right” answer, saying they used them when they did not. An increase in the percentage using them may not uncover disparities of use, e.g., as to whether women have any control—and fail to provide important information for the modification and targeting of activities | It will be important to track women’s use of HIV/AIDS services and practices. Information should be disaggregated to know who is getting information, able to use it, acting on the basis of it, and then where there are disparities, to modify the program approaches accordingly |
| IR 7.1 Increased Access to MCH Services | Access may depend on a number of impediments, all of which must be evaluated in the design of the program. Women’s knowledge is not necessarily the key impediment | |
| Number of health facilities and other infrastructure rehabilitated or reconstructed | The infrastructure may be fixed but not cause increased access—which is in fact being reported. It may be a better use of resources to take care of such issues as transport and cost of services and let communities be responsible for construction and rehabilitation. An increase in the number may still not put them close enough to women to warrant the opportunity cost of travel time (when they can be earning the subsistence income with which to feed children) | This indicator is presumably oriented toward Washington, D.C. reporting. Think about the information that will be useful for activity monitoring, and make sure that partners are collecting, analyzing, and acting upon what they learn and then sharing it with USAID/Angola as best practices or lessons learned |
| IR 7.2 Increased Demand for MCH Services | The implicit assumption is that increased demand will come from women/mothers, but this it is not stated explicitly | Re-state the IR so the sub-IRs and indicators reflect it: Increased demand by mothers for MCH services |
| Percent of mothers who know signs and symptoms of malaria/diarrhea | Many mothers know these signs but do not use the services for other reasons. If knowledge is not the only impediment, then increased knowledge alone will not necessarily increase demand | Base the indicator on the problem that needs to be solved. Ensure that the problem has been identified by talking with women and those who work with them |

| Existing Indicator | Weakness/Risks Regarding Gender | Potential Improvements in Information Tracked |
|---|--|--|
| Number of communities with health committees established | The number of health committees will not necessarily reflect or result in increased demand. Women may not be on the committees; committees may be founded by one charismatic person who leaves for schooling and then fall apart; committees could be used to disseminate information about low-cost, easily available traditional alternatives to USAID-funded healthcare practices | It would be interesting to see how many communities have women's groups working on issues of healthcare and then get some technical assistance (e.g., SO 6) on advocacy to get clinics located near them, vaccinations brought to them, improved stocking and staffing of facilities, etc. |
| IR 7.3 Increased Quality of MCH Services | The purpose of increasing quality is to increase use of services and health practices | Must know the quality issues for women, i.e., which improvements will increase their use |
| Percent of children with diagnosis of malaria who are prescribed correct treatment according to national guidelines | This is certainly important, but this factor alone will not necessarily accomplish the SO | |
| Percent of healthposts that encountered a stock-out of the Ministry of Health essential kits during past 2 months | This may reflect usage if they run out of kits. But it also may not affect women's decisions to use or not use MCH services | |
| Number of health centers with emergency preparedness plans | The existence of plans does not mean health personnel will use them; and may not improve the quality of services for the consumers: mothers | |
| Number of health workers in catchment areas trained in emergency management | Training may not be the problem if there are shortages or equipment or understaffing | Talk to the health workers (many are women) about what impedes their ability to deliver quality care |
| IR 7.4 Increased Access to Condoms | This does not reflect who has access, and access does not necessarily reflect usage | Disaggregate data, and seek particular information about access by young women and actual ability to ensure usage |
| Number of condoms sold in traditional and nontraditional outlets | Nontraditional outlets, like hotdog stands, could be useful only for young men. If focused on women's access, may have to sell in hair salons. Counting the number sold in male-particular outlets will not give information about whether women have increased access | Request information about which outlets, identify the target population for each, and note increased numbers for each. This information will help with activity modification, targeting, etc. |

| Existing Indicator | Weakness/Risks Regarding Gender | Potential Improvements in Information Tracked |
|--|---|--|
| IR 7.5 Increased Demand for Condoms | Increased demand may be by men or women. The demand should reflect use (if they have to pay for them) | It would be helpful to know whose demand for condoms is increasing—an indication of who is reached by social marketing, etc. |
| Percent of 14-25 year olds in Luanda province who know condoms are an effective means to prevent HIV/AIDS transmission | Knowledge may not correlate with demand/use—particularly for young women | Collect sex-disaggregated data regarding knowledge, demand, and use; ask open-ended questions to identify unanticipated impediments |
| IR 7.6 Improved Enabling Environment | We do not know whether the enabling environment takes account of gender issues | Discuss this with PSI and with UNICEF. What would be an improved enabling environment for women—would it involve the flow of information and power of negotiation? |
| AIDS policy environment score | <p>To what extent does this policy environment score take account of women’s ability to have impacts on government policies and expenditures?</p> <p>Does the environment include attention to privacy? Testing and detection without privacy may be terribly destructive. “Unintended harm” must be scrupulously avoided</p> | <p>Women in Angola were among the first to raise issues of HIV/AIDS. This indicator should connect with SO 6</p> <p>Gather information not only about levels of detection, but also about methods, and reporting regarding how clinics ensure that families and communities do not learn of a woman/mother’s infection</p> |

CHAPTER SIX

CROSS-CUTTING PERSPECTIVE ON PERFORMANCE MONITORING

GENDER AND PERFORMANCE-MONITORING IN GENERAL: TO WHAT END?

This gender assessment raised two issues regarding gender and performance monitoring.

- To what extent can and should USAID monitor gender-based impacts program-wide at the national level and report such changes as manageable results to Washington?
- How might USAID/Angola’s SO teams and their implementing partners use performance monitoring at the activity level to improve project design, implementation, and therefore results?

The first issue arises in the context of partners’ reporting to the Mission and the Mission to D.C. The problems here are three-fold. First, despite some national data on women (see the discussion below), there is insufficient regularity and reliability of national data either focused on women or sex-disaggregated, by which to measure some of the changes that USAID programs aim to bring about. Second, with shrinking U.S. resources in Angola, the Mission cannot be expected to achieve national-level impacts—and will not. Third, the IRs themselves do not have sufficient gender focus to show national impacts at that level.

USAID’s programs should, however, have impacts in targeted areas (sub-sectoral and geographic), some of which may be measured if baselines can be undertaken. Even in the absence of such indicators of impact, the Mission can certainly collect positive information regarding gender impacts and lessons learned relating to women’s participation and gender because some good experience is reported by partners. Such collection is a good and meaningful way to send gender-based reporting to Washington. If partners were to report their successes and lessons learned on a regular basis, and if the Mission were to designate a WID officer to collect this information from all of the quarterly reports, USAID/Angola could have a rich collection for reporting.

Regarding the activity-level monitoring, little attention has been given to monitoring of gender issues on a systematic basis. Although most assistance has been humanitarian in nature, paying attention to gender is important there as well. To ensure that their work is effective, USAID’s implementing partners must monitor impacts throughout, tracking information that will inform them of ways they could or should modify their implementation approach.

DIFFERENT KINDS OF PERFORMANCE MONITORING: INPUTS, OUTPUTS, AND IMPACTS

Paying attention to gender in monitoring and evaluation suffers from a basic failure to focus on impacts. As long as partners focus on inputs and outputs, some of the sex-disaggregated

information is not useful and hence people think it is a requirement that is burdensome but not meaningful. When the focus is on inputs, we may know whether women were in the room for training. But just counting people in a training course is not good monitoring and reporting. If a baseline is done before the training and then once again after training, the change in participants' understanding and knowledge increases can be reported as an output. In this case, sex-disaggregated data could be useful if women are not learning as well as men (perhaps because their level of literacy is lower and some of the materials were too difficult). Or the monitoring may even note that women seem to learn more.

But knowledge is still not impact. Ideally, such programs also look at who uses the new knowledge. If women in an MCID literacy program start nucleos that begin to engage in civil society action and if men in similar programs do not incorporate the knowledge into their lives, perhaps there are lessons for how to target or prioritize that technical assistance. Similarly, if a USAID partner trains extension agents for a seeds and tools project but they are all men and are not reaching the women farmers, perhaps the attendance in the training and the knowledge of those agents do not result in the food security objectives of the activity. These are issues of gender monitoring but also of thinking about and monitoring the impacts of USAID-funded assistance.

The fundamental principle is that any implementing partner should be concerned about monitoring its own performance, to maximize positive results and to limit or avoid doing harm.

| | Intended Impacts | Unintended Impacts |
|-----------------|---|--|
| Positive | Track to report, at both activity and national levels | Establish mechanisms to detect in order to enhance and replicate |
| Negative | | At activity level, try to anticipate and to set up mechanisms to note and mitigate |

The “easy” cases are the success stories. If a partner is doing something good with women or has successfully identified gender-based impediments and dealt with them, it is important to report and share that experience. We want to capture positive information, accomplishments, and good results from investment of U.S. dollars for two reasons: (1) political, for its importance; and 2) to share this information among implementing partners, to enhance one another's results through lessons learned (where applicable).

At the same time, is very important to monitor for unintended negative impacts on women (and others). If U.S.-funded assistance is having negative impacts on women—such as negatively affecting their economic well-being, causing them physical injury, or decreasing their role or status within the home and community, putting time into new activities at the expense of household labor that maintains family well-being—such impacts should be detected as soon as possible to minimize or stop them entirely. But if USAID's partners on the ground are not watching or asking questions about what is happening, they may fail to recognize such impacts.

For example:

- Plan to monitor impacts on agriculture work for female-headed households, households that are male-headed but polygamous so that the woman in fact is responsible for growing food and feeding the family, and male-headed households where the man takes responsibility for production. Do some categories of households achieve better results than others? Why?
- With HIV/AIDS, it may not be possible in the short term to monitor for results—that is, in terms of decreasing the incidence of infection. Thus, the focus may have to be on outputs—on information disseminated, condoms purchased, or changes in behavior. In that case, activity design must begin with some thought and information about gendered roles and power. Implementation must follow a logic—who needs to be reached with information and whose behavior will lead to an increase in protection and a reduction in spreading the disease. But it is still important to gauge results—for example, holding focus groups to establish how young men are perceiving a social marketing campaign. (For example, that some Angolan men have reacted to a campaign comparing use of a condom with the peel on a banana by noting that one does not enjoy eating a banana with the peel on it, so why would one use a condom.) Similarly, it is important to hear from young Angolan women whether (1) their male partners know about AIDS; (2) men are willing to use condoms; and (3) whether the women have the opportunity to encourage or insist on their use. This is just good practice but should be utilized also to test hypotheses and impacts regarding gender-based obstacles to AIDS prevention.
- In a MCH program, the focus may be on women and on increasing their knowledge regarding the signs and symptoms of malaria. But if the implementing partner reports the number of women reached, sex-disaggregated data would be meaningless. If the USAID partner plans to use a simple baseline of questions and some follow-up questions to determine increase in knowledge, what does one do if there is no increase in the number of women bringing their children to the new health clinic? In such cases, it is important to talk to the women and to determine the impediments to their use of the clinics. Although USAID partners may have limited experience with monitoring and evaluation and with surveys and focus groups, they do need to pay attention to whether they are achieving what they set out to accomplish and to explore explanations if they are not.
- Suppose that the international community wants to support the exercise of full and free voting in the 2002 elections in Angola. Presumably, one-half of the voters may be women. It is important that they be well-informed about the value of their vote and the differences among parties. If USAID's partners are involved in civic education and in disseminating information, can they monitor whether the information reaches women voters? Would there be some way to know whether the information is meaningful? In the end, is not our purpose to have an impact on informed voting and on voting behavior? If in the end, women vote according to the instructions of husbands or *sobas*, what has been the value of U.S. assistance?

USEFUL SECONDARY DATA SOURCES

There is not a lot of statistical information on some of the issues that are most significant for USAID's transition and development work. Although the MICS gathers information from women and will be up-to-date, its focus is limited. Fortunately, the INE household baseline study of 2000-2001 does address such issues as agriculture production, amount of crops sold, amount consumed within the household, who among the members is responsible for the crops' growing activities, who helps—and USAID's new SO 5.2 should use that information. But MICS information does not address such issues as women's participation in civil society or in community-based initiatives.

Multiple Indicator Cluster Survey Update and Gender

- The MICS is being done by the INE.
- 14 provinces have been covered with 4 to go. Data processing is ongoing, with the hope of disseminating preliminary results in December 2001. As there have been difficulties with collection and sampling because of logistics and security, the MICS will be most representative of and reliable regarding the coastal area. Whereas the last MICS was 40 percent urban and 60 percent rural, this will be the reverse because of difficulties reaching rural people and so many are now in peri-urban areas.
- The MICS does not cover IDPs in camps but does cover those resident in communities. It should be noted that UNICEF has engaged the AIP¹⁰ to do a qualitative survey (funded by USAID/SIDA) of 1,500 households. The questions will be the same as the MICS, but with five quantitative modules: camp structure, income and assets, causes of displacement, disabilities, and violence in camps. There will also be a qualitative survey of 200 households (a representative sampling but apparently with only a minimum of at least one female-headed household per camp). They expect to start mid-October and hope to be done by the end of December. (UNICEF wants to try to get both the regular MICS and the IDP MICS out by March 2002).
- The MICS will include 17 questions, the same as last time except it will leave out the module on disabilities (which is unfortunate in terms of knowing the needs and conditions of disabled women), but it will add a section on HIV/AIDS—regarding knowledge of men, women, and all children over age 15. All data will be disaggregated for urban/rural, male/female, and age group.

While the “Analises Estatísticas Sobre O Genero” was published in January 1999 and is based on data of 1998 at the latest, it is a useful document.¹¹ The discussion of gender in general, the history and culture of women's status in Angola, and the interest and initiatives of women and government in Angola toward gender issues would be useful for USAID staff. Most of what this report describes has not changed.

For qualitative information, particularly regarding women IDPs, see:

¹⁰ AIP is a private institute whose work concentrates on applied social and economic research. AIP was launched several years ago and has integrated some national researchers as well as foreigners with experience conducting and analyzing survey data.

¹¹ Camilo Ceita has indicated his interest in updating the report with information from the INE's 2000-2001 household baseline study, but USAID should determine whether he has the position, funding, and authorization to do so.

- The AHA/Save-UK “Conversa no Jango—A Voz das Mulheres Deslocadas” with IDP women (in process, book due in March 2002; see copy of proposal left behind and schedule a meeting with Connie Brathwaite).
- UNHCR/CCG interviews of women IDPs (May/June 2001).

In addition, four reports provide useful information in relation to gender issues:

1. Swedish Embassy Report: “Towards Gender Equality in Angola”;
2. 1997 USAID/WIDTECH Report (and others cited here). Note that most of what was addressed in that report is still very important to USAID. We strongly urge that the SO 5 team look at the discussion of its partners and of seeds and tools and that the SO 6 team review the recommendations;
3. “Alternative Report on Implementation of the Beijing Platform of Action in Angola” (from Rede Mulher); and
4. Angola CEDAW Report of 1998 (report to the Commission on the Status of Women under the Convention for the Elimination of All Forms of Discrimination against Women).¹²

What Women Are Doing— Or Want to Do

- Research Regarding Domestic Violence: Rede Mulher and GMP *if* they get funding
- Women Parliamentarians’ Training (Friedrich Ebert Stiftung assistance)
- MPD June 2001 Peace Conference Follow-up
- Women in Huila, with Provincial Governor since October 2000, decree to created a Commission to resolve problems in their platform/resolutions (also strong in Benguela)
- World Learning Study Tour of 16 women sent to Mozambique
- Rede Mulher training for women as spokespersons with the media, October 2001
- Rede Mulher training women in negotiations, conflict resolution
- LARDEF, Rights of Disabled, focusing on women with more than 2 children and no husband
- MCID women from literacy classes forming nucleos

KEY ENTRY POINTS

In terms of influencing the status or situation of women in Angola, USAID is not dedicating or targeting sufficient resources in its overall program to be able to take credit for change on a national scale. Hence, there is limited reason for USAID/Angola to report national-level changes. Yet USAID/Angola does have the opportunity to report on impacts and lessons from its individual SOs and then to report that to Washington. Given the importance of women and of paying attention to gender-related roles and responsibilities in Angola, the Mission should report its experiences within its R4 or other annual reporting documents. At the local level, where USAID is focusing on targeted communities, there are opportunities to

¹² The following studies are forthcoming but may provide useful information for USAID:

- AHA/Save-UK “Conversations” with women IDPs;
- ADRA study of NGOs, directory of 40 that meet NGO criteria;
- Information on violence against women if Rede Mulher and/or GMP obtains funding; and
- World Bank monitoring and data collection for FAS.

determine baselines on women's needs and participation and to measure and report improvements.

At this juncture, with a shift to transition/development assistance, there are several key entry points for guaranteeing attention to gender issues.

Key Entry Points for Attention to Gender in Monitoring and Evaluation

- **Baseline Surveys.** This is a critical opportunity to learn women's roles, current practices, and interests. From that base, it will be possible to show changes attributable to USAID.
- **Activity Design.** USAID's partners need to design the delivery of technical assistance and select the people to deliver assistance with women and gender roles in mind. Women are not only beneficiaries. They are important partners in achieving results. This phase may include customer surveys and should include different groups of women as customers. The design phase also is an opportunity to set up pilots to test approaches to gender obstacles or efforts to capitalize on gender-based opportunities—setting the basis for important lessons learned.
- **Activity Monitoring.** Failure to observe and monitor the involvement of and impacts on women, both throughout implementation and in midterm evaluations, may lead to lost opportunities to learn from experience and to improve the delivery of assistance. Implementing partners need to pay attention to women's roles and experience in quarterly reporting. They need to stop occasionally and talk with women. All midterm evaluations—without exception—should require gathering of useful and relevant information (not simply sex-disaggregated data to keep the donor happy), along with meaningful analysis.

CHAPTER SEVEN GENDER ACTION PLAN

This chapter has two sections: the substantive steps to include in the gender action plan, and a suggested process to monitor its implementation.

GENDER ACTION PLAN

Recommended Actions for Each Strategic Objective

As USAID/Angola re-orient its programming to shift from humanitarian assistance to development assistance, each SO team is at a different phase in developing its performance monitoring plan. In some cases, the IRs are well established and only indicators are subject to modification; in others, the IRs or sub-IRs are subject to some re-thinking. This report includes a section for each SO, along with questions and suggestions that should help the SO team re-think IRs, sub-IRs, indicators, and methods of data collection to address gender issues more effectively. The Mission's gender action plan should include a section for each SO team—that is, developed (and owned) by that team based on the WIDTECH input.

Cross-cutting Processes

There are steps USAID/Angola can take to build institutional capacity; to launch new professional learning processes; and to express USAID's expectations clearly to its partners, colleagues, and customers. It is not at all realistic to expect USAID/Angola to do all of the steps suggested here. Rather, as is detailed in the following section, the Mission should engage staff and partners in identifying those steps that make the most sense to them and that, with a sense of ownership, they would work to accomplish.

Requests for Applications or Proposals

- **Post-Selection for the SO 5 RFA.** Since it is too late to get gender into the SO 5 RFA, it is critical that the selected organization addresses gender issues during the six-month design phase—identifying questions that need to be asked, using participatory methods to get input from women, and using that information as a rationale for the focus of the activity. There must be basic research or needs assessment regarding what women do in planting, harvesting, processing, and marketing. Also an effort must be made to match food deficiencies with crop growth and/or markets.
- **The New Health RFA.** This is a critical opportunity, and the SO 7 team must get gender language into the new Health RFA. The SO 7 team does not have to require a full

explanation of what the issues are and what the partner would do (which requires depth of knowledge about Angola and time for research). However, the team should ask partners to identify issues that would require attention in the design and implementation phase of the activity and should ask about the partner organization's experience or comparative advantage looking at gender issues (that is, not only about working with women because women are the target population anyway).

Training

- **Training Regarding Participatory Research Methods.** Within the scope of work for a consultant to USAID/Angola's monitoring and evaluation advisor, it should be specified that she or he teach USAID staff and partners about participatory research methods as a way to get information regarding gender-based roles and responsibilities and to track changes. She or he should include (1) daily calendars to examine past (pre-IDP), present, and future activity effects; (2) setting priorities (different colored chips, stones, or markers for men and women, placed alongside community needs); and (3) resource mapping.¹³ When in the field, she or he should use that opportunity to train individuals who will have responsibility for monitoring and evaluation by giving them opportunities to use the procedures on the ground. USAID also should note the upcoming World Vision baseline survey and make sure that the monitoring and evaluation staff attend or get guidance from USAID's monitoring and evaluation advisor or the assisting consultant.
- **Training Regarding Gender Questions in Household Surveys.** USAID/Angola should train USAID partner staff responsible for monitoring and evaluation about how to do household-level baseline surveys in their communities, including discussion of how one defines a household and how one asks questions of women.
- **Training Regarding Signs of Trauma and Ways to Approach It.** Key issues for women are illiteracy and fatigue. It will improve the design and implementation of many of USAID programs if USAID partners share approaches and lessons, sensitizing one another and their staff located in communities so they can be aware of potential negative impacts. If some USAID partners do learn from experience, USAID should encourage them to share such lessons with other partners, both negative and positive. For example, the Mission could host a CCF training for USAID partners on how to detect and respond to signs of trauma and how to take advantage of traditional healing and local mechanisms. (CCF is already developing a curriculum.)

¹³ One potential resource for this work would be Melanie Luick at UNICEF/AIDS in Angola because she has materials in Portuguese (from her Ph.D. work in Brazil) on participatory research methods.

Evaluations, Midterm and Final

- **Include serious, explicit gender language in all terms of reference.** Get explicit, clear, and focused language into the terms of reference for all mid-term and final evaluations regarding collection of information on women’s participation, outputs, and impacts (both positive and negative). There have been missed opportunities: KPMG’s Democratic Governance evaluation and the CEIP agriculture evaluation. Make sure that all USAID partner organizations include meaningful language about expected gender analysis in evaluation terms of reference.
- **Provide training for local evaluators.** USAID could take leadership in Luanda and sponsor training for evaluators, from INE to CEIP, people in both universities, and private voluntary organizations. Other donors, such as UNICEF and UNDP, might co-sponsor and provide some of the expertise. Only when evaluators ask the questions and get the data will they identify and understand important gender issues to address in activity design and implementation.
- **Rectify the lost opportunity of the SO 6 KPMG annual evaluation.** Regarding the KPMG terms of reference for evaluation—the first baseline for SO 6—USAID must review the terms of reference (provided by MCID to the mission) to see whether the document references gender and gives explicit directions. If needed, the SO 6 team should draft and send a memorandum to the Democratic Governance implementing partners that they should in turn send to KPMG, reminding KPMG it should be collecting sex-disaggregated data, information about women, and success stories. It might also be necessary provide them with some of the questions—for example, number of women calling into talk shows, where and to whom newspaper supplements are distributed, and who uses them. This should be a lesson learned for future evaluations. USAID should also warn KPMG and other evaluators that USAID will not approve their services for USAID partners until or unless they can show an institutional capacity to address gender issues.

Obtaining Successes and Lessons Learned from USAID Implementing Partners

There are several ways to obtain this information, depending on the Mission’s judgment:

- **A Mission Director’s Memorandum.** The Mission Director could send a memorandum to all partners that invites and encourages implementing partners to report on gender in all quarterly, midterm, and final reports when they (1) have particular *successes or lessons learned* or (2) discover *unexpected impediments* related to gender and devise a new approach.¹⁴

¹⁴ To ensure that such information is used, have a signal/symbol on quarterly reports that shows there is such content and then refer it to the WID Officer or program office. It also is important to give some feedback to partners, acknowledging that USAID has read and appreciates such reporting.

- **Revised SO Performance Monitoring Plans.** Each SO team could revise its performance-monitoring plan to explicitly include collection of data re: successes and lessons learned about women and about gender-based barriers and opportunities.
- **Partners' Meetings.** This is a time to elicit discussion about successes and lessons learned in working with women and recognizing gender-based obstacles.

Measuring Progress

- **Gender-Related Baseline Data.** When gathering baseline information from which to gauge change, include questions relating to women's roles and perspectives:
 - Baseline data in the new SO 5 household-level survey,
 - Baseline information in target communities for new agriculture activities, and
 - Baseline information (very simple survey—oral with hands raised) of knowledge in MCID literacy classes.
- **Expert Panels.** The SO 6 team will convene a diverse but expert panel to assess changes in women's civic and political participation. This panel or focus group will address only women's civic and political participation (not a broad assessment of the status of women). This panel should be held annually in Luanda and in two provinces.¹⁵
- **Research that Helps People Understand Women's Needs and Perspectives.** If funds are available, USAID could support research that is proposed, planned, or in process that can then serve as a baseline for future USAID work. Examples include “Conversations with Women IDPs” by AHA and Save-UK; Rede Mulher research on violence against women (if structured well, the research could be a good baseline regarding women's legal literacy—knowing about the laws, using courts and police, fears, and current alternatives).

Sharing Experience, Encouraging Exchange

- **Use quarterly “cross-sectoral linkages” partner meetings.** Include some time in each partners meeting to collect gender-related information that relates to each cross-sectoral linkages topic—for example, HIV/AIDS, land privatization and ownership (raising issues of women's ownership of land, inheritance rights, and advocacy by women), and use of the media.
- **Launch a professional association of men and women who look at women in development and gender and development in their work.** Currently, many professionals with an interest in WID work in private voluntary organizations and NGOs

¹⁵ As is noted for SO 6, it is important that the panel be diverse (some officials, some women's NGO representatives, some USAID partners' staff who are particularly aware of women, and some other private voluntary organizations). But the panel should rely on people who know something, do something, and are on the ground. There should be five or six focused questions, the same each year. Additional issues, such as women in media or political parties, should be covered in the democracy and governance index group.

that do not have a concerted focus on gender, but many of these professionals have valuable ideas and experiences to share. USAID could provide some leadership and sponsorship for an association if it were picked up by MINFAMU, Rede Mulher, or UNDP. If USAID began to convene such a group, it could also be used to identify new people to take part in the WID Expert Panel.

- **Encourage U.N. convening of a donors gender working group.** Donors need to compare foci on women in development and gender practices and resources. It would also be an opportunity to share reports and studies, experience at the local level, and trainers. The United Nations—as UNDP, UNFPA, UNICEF, or OCHA—could convene such a meeting on a quarterly basis.
- **Launch a USAID gender and development study group.** Have USAID staff read the 1997 WIDTECH report (that covers agriculture and democracy and governance); the “Progress Report on The Contribution of Angolan NGOs to the Implementation of Beijing and Dakar Platforms for Action, May 2000; SIDA’s “Towards Gender Equality in Angola;” and “O Papel da Mulher na Sociedade Angolana,” by INE. The focus should not be on the quality of the report but on the substance—namely, identifying those issues raised in the reports that may affect the results of USAID’s programs.

MONITORING PERFORMANCE AND IMPLEMENTATION OF GENDER ACTION PLAN

We have learned from experience that when Missions receive an outsider’s detailed recipe for action, implementation may prove difficult if (1) the number of steps is overwhelming and unrealistic; and (2) of the plan lacks a sense of ownership by the Mission. Thus, the previous section proposed a menu from which USAID/Angola will need to identify its priorities and its interests. The procedure for arriving at a final gender action plan, ensuring its implementation and monitoring its impact would be as follows.

Step One: Identify a WID Officer and Form a WID or Gender Committee

The WID officer should not only be someone who has extra time but also someone who also has the capability and the authority to ensure that those steps to which the Mission commits are done. It is not appropriate or effective for the WID officer to do everything; rather, each SO team should take own responsibility for its own actions. The WID officer should then head a WID or Gender Committee that includes all team leaders, representation from the program office, and the front office when key decisions are to be taken.

Step Two: Engage Mission Staff in Finalizing a Gender Performance Monitoring Plan

Just as this report suggests ways to monitor and evaluate gender impacts within USAID/Angola's strategic framework as a way of ensuring that resources are used effectively and that impacts are achieved, the Mission needs to put in place a plan for monitoring the integration of and attention to gender into its program. Arriving at this plan will include (1) each SO team reviewing this report and deciding how to integrate gender into sector-specific actions; (2) a meeting of the Program Office and WID/Gender Committee to select those cross-cutting actions that the Mission will undertake; and (3) agreeing to a performance monitoring plan for gender—that is, refining and finalizing the draft below based on the decisions in levels 1 and 2.

The Program Office and monitoring and evaluation specialist should convene a meeting to discuss and revise the draft gender performance monitoring plan suggested here in order to achieve participation and ownership of the final plan.

For gender indicators related to the strategic framework, inputs and outputs should be tracked but do not suffice. It is even more important to identify impacts, both positive and negative.

LEVEL 1: Track the number and type of **inputs** related to gender and women's participation: This is the lowest level of monitoring. It is not the most meaningful but is a first step to determine what actions the Mission takes.

Examples:

- Gender assessment and training by WIDTECH
- Training on participatory methods
- Language put into health RFA

LEVEL 2: Track the number and type of **outputs** related to gender and women's participation. There is some evidence that USAID staff and partners use the inputs and pass along the expertise and guidance to the field.

Examples:

- Use by USAID or partners of participatory methods in design or evaluation
- Activity applications that incorporate gender issues in response to RFA

LEVEL 3: Track and evaluate **impacts**; this is the overall objective. Impacts are harder to measure but ultimately this level is the most important. Ideally, the Mission wants to see that its staff is managing projects with attention to gender impacts and, most important, that USAID partners are approaching WID and gender issues more effectively in their activity design, implementation, monitoring, and evaluation.

Examples:

- Recognizing the limited power of female youth to ensure the use of condoms, the USAID implementing partner begins (1) disseminating female condoms; (2) training young

women in negotiation skills; or (3) intensively targeting young men to ensure that they, with the power, will use condoms.

- Determining that women’s farmer groups are increasing sales of profitable new produce more effectively than the larger associations, a USAID partner decides to focus technical assistance on turning the women’s groups into associations, and also links them with SO 6 for some advocacy training.
- Finding that women are not bringing their children with malaria to new clinics because the day spent at the clinic precludes earning money to feed their other children, USAID’s partner offers food baskets to women who bring their children to the clinic.

Table 7: Draft Plan for Program Office to Develop with Gender/WID Committee

| Approaches | Inputs | Outputs | Impacts | Person(s) Responsible |
|-------------|---|--|--|-----------------------|
| SO 5 | <ol style="list-style-type: none"> 1. Require research and women’s inputs for new activity design (through meetings and written instructions) 2. Add gender questions to community baseline survey. 3. Develop new gender-related indicators | <ol style="list-style-type: none"> 1. 5.2 activity design with explicit attention to women’s roles 2. Baseline data regarding women’s roles 3. Information regarding women’s roles, contributions, gender impediments | <ol style="list-style-type: none"> 1. Greater women’s participation and contributions 2-3. Lesson learned, modifications to activity implementation, results | SO 5 team leader |
| SO 6 | <ol style="list-style-type: none"> 1. Revise democracy and governance index to include gender 2. Put together panel on women’s civic and political participation 3. Meet with partners to identify information impediments for women and key issues 4. Develop criteria for formal coalitions 5. Review constituency survey for gender issues 6. Require KPMG gender evaluation | <ol style="list-style-type: none"> 1. New democracy and governance index 2. Diverse review panel 3. Monitoring plan and new approaches to increase availability of information to women 4. More women-led or women active coalitions 5. Revised, gender-inclusive survey 6. New terms of reference for KPMG (perhaps for that completed, definitely for next year) | | SO 6 team leader |

| Approaches | Inputs | Outputs | Impacts | Person(s) Responsible |
|----------------------|--|---|---|-----------------------|
| SO 7 | <ol style="list-style-type: none"> 1. Insert gender language in RFA and ensure it as important criterion in selecting partner. 2. Talk with women about what impedes access and demand. 3. Identify points of sale for women to get condoms. 4. Provide assistance specifically addressing impediments to access, e.g., transport or vouchers. 5. Offer young women courses on negotiation regarding use of condoms. 6. Increase focus on men likely to have mistresses and young women. 7. Hold meetings with church leaders to explore collaboration. 8. Engage in analysis of opportunities to strengthen AIDS policy environment score regarding gender. 9. Offer female as well as male condoms. | <ol style="list-style-type: none"> 1. Count percent of health committee members who are women. 2. Track increases in numbers of women using clinics. 3. Measure number of condoms sold in women-targeting outlets. 4. Count number of women trained in negotiation. 5. Count number of information campaigns targeting men known to be particular threats to young women and wives. 6. Show changes in AIDS policy environment score. 7. Count numbers of female condoms sold, and increase over time. | <ol style="list-style-type: none"> 1. Obtain anecdotal evidence of impacts of negotiation training on young women's protection. 2. Show increase in church activity re preventing HIV/AIDS. 3. Show increase in number of women reporting use of condoms. 4. Show increase in sale and use of female condoms. | SO 7 team leader |
| Cross-Cutting | | | | |
| RFAs and RFPs | Number of documents to which gender language is added | Number of responses with "solid" response regarding gender issues and applicant's expertise | Number of new contracts, grants, and performance monitoring plans spelling out gender-related commitments | All SO team leaders |

| Approaches | Inputs | Outputs | Impacts | Person(s) Responsible |
|--|---|---|--|------------------------------|
| Training | Number of training opportunities offered by USAID to its staff and partners | Number of staff and partners participating; also some baseline to show what is learned | Changes in USAID practices linked to training | |
| Evaluations | Number of evaluation terms of reference with strong, explicit language regarding evaluating gender impacts | Number of evaluations with useful, meaningful analysis of gender impacts | Number of modifications to activity implementation resulting from gender in evaluations | |
| Sharing Information and Experiences | Number of sessions gatherings sponsored (e.g., donors or gender and development specialists) | Number of attendees; increase in number and diversity of participation | Useful information obtained by USAID in discussions | |
| Obtaining Successes and Lessons-Learned from USAID Implementing Partners | Number of communications by USAID staff requiring, requesting, or encouraging gender-related data and information | Increase in success stories and lessons learned reported | Transmission from one partner to another (or to other USAID entity) that changes a partners' approach | |
| Measuring Progress | Number of partners instructed to include gender questions in baselines; number of women-focused studies supported | Number of studies that collected data relating to women's priorities, preferences, practices or needs | Changes in activity design or implementation resulting from data collected. Successes reported as a result of improvements from baseline | |

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ANNEX A

**RECOMMENDED AREAS OF INQUIRY FOR SO 5
HOUSEHOLD BASELINE SURVEY**

RECOMMENDED AREAS OF INQUIRY FOR SO 5 HOUSEHOLD BASELINE SURVEY

Women and Information

How and where do they receive it?

- Church
- Radio
- Women's groups or gatherings
- Theater
- Activistas
- Children (bringing back from school)
- Literacy programs
- Health Clinics
- Others

Do women listen to radio?

- Once/month
- 2-10 times/month
- Daily

If they listen, what do they listen to?

- Music
- News
- Information on special topics

Economic Activities

What crops do women grow, harvest, process, sell, feed to families?

How do women get money for the family:

- Grow/sell crops
- Process and sell something
- Buy/trade
- Tasks/work for wages
- Other?

Health

Women's use of health clinics:

- Do they go? Why/why not?
- What are obstacles to use: transport, cost, quality/service, lack of knowledge?
- What sort of health support do they need/want for themselves and children?

Clinic to go to
Information, education
Traditional birth attendants
Community health workers, coming to them

Re HIV/AIDS (see UNICEF/MICS questions)

Do women know about it? Know who gets it and how?
How do they think it spreads?
How do children get information? Do women discuss it with them?

Violence

Is violence a problem?

Against her individually
In the home, including children
In the street/community

What means of recourse—to whom turn for help?

Church?
Family?
NGO?
Friends?
International private voluntary organizations?
Courts or lawyers?

Women in Civil Society—Associations, Groups, Committees

Are women members of community-based organizations, such as health committees, farmers' associations, and community development initiatives? If so, do they

- Participate as a minority or in equal numbers?
- Participate actively?
- Constitute leadership?

ANNEX B

**GUIDELINES FOR SO 6 PANEL TO ASSESS STRENGTHENING OF
WOMEN AS A CONSTITUENCY**

GUIDELINES FOR SO 6 PANEL TO ASSESS STRENGTHENING OF WOMEN AS A CONSTITUENCY

PANEL COMPOSITION

- Can be men and women, as long as mostly women (otherwise men can monopolize discussion)
- Must be people who are knowledgeable about women, work with them (thus not general political scientists or journalists who lack focus)
- Diversity is critical. Include (1) some individuals working on women and women's rights (Rede Mulher/Emilia Fernandes, Branca Neto, Julia Ornelas, Henda Ducados, and Clarisse Kaputo); (2) donors knowing about women (Cila Coelha/Sweden, UNFPA, and UNDP); (3) Angolans representatives of USAID partners if knowledgeable about women and working with them (MCID/literacy, NCC, and CCF); (4) representatives from other private voluntary organizations and U.N. affiliates that work with women (Connie Brathwaite/AHA, Helena Farinha/ADRA, Ana /Save-UK, and OADEC); (5) from Women's NGOs (from OMA, LIMA, AMUJA, and MPD); (6) women's representatives from government (Gender Director from MINFAM and one or two from GMP); and (7) Camilo Ceita or MOSAICO/Dominicans.

PANEL LOCATION: LUANDA AND TWO OTHER PROVINCES

Ideas from ADRA: Huila (ADPC, MAFICO, ESTRELA, ALSAA), Benguela (Horizonte, ODLAC, AADC).

PANEL ISSUES/QUESTIONS

1. At local, grassroots level, see any increase in activities/civic and political participation by women? If so, where see it:
 - Church
 - Literacy programs
 - Community-based development
 - Within community committees or associations
 - New NGOs or women's groups
 - Media (calling in, writing, interviewed more)

2. What issues are women pursuing?

| | | |
|------------------------|--------------|------------|
| Peace | Water | Corruption |
| Literacy | Shelter | |
| Education | Land | |
| Violence against women | HIV/AIDS | |
| Elections | Basic Health | |

3. Changes in women's NGOs:
 - Change in the number
 - Change in effectiveness
 - Change in resources/funding

4. Women in civil society with women in government (national or provincial)
 - Is there collaboration?
 - Any joint meetings?
 - Demonstrations?

ANNEX C

**WORKSHOP MATERIALS:
TOUCHSTONES AND LANGUAGE FOR RFAs**

WORKSHOP MATERIALS

Three Key Touchstones for Gender and Results

Is Women's participation or paying attention to gender issues

- Critical for achieving your results?
- Necessary for redressing gender inequities or exclusion of women?
- Practicable or strategic in the given context (host country, mission, SO team)?

Language that Could Be Included in RFAs/RFPs to Address Gender Issues

- Indicate those instances where you may anticipate the need for input or participation from particular population groups, such as women, youth, and rural residents. If such consultations are recommended, discuss the purpose.
- USAID and others have been increasingly aware of the importance of such issues as tenure issues, inheritance rights, and the impacts of HIV/AIDS in all sectors. Please indicate if any of your proposed approaches may serve as pilots or would provide specific monitoring to capture lessons learned. If such experience or lessons would relate to women or gender issues, please explain.
- Please identify potential partners, both within the government and among local/indigenous NGOs. If such alliances would be necessary for addressing women's participation or gender issues in achieving the project objectives, please indicate and explain.
- If your organization has experience working with women or addressing gender issues in Angola or in countries facing similar challenges and issues, please describe that experience and its importance.
- With regard to your organization's comparative advantage, indicate whether your staff has particular strengths or experience related to gender mainstreaming, gender equality, and women's participation. Explain if and how that expertise will enrich your project design and implementation.
- Within your problem analysis, please discuss any gender-based roles, responsibilities, or other factors that must be addressed to ensure achievement of program objectives and/or sustainability. Indicate how you would address those issues in relation to project design, implementation, and monitoring and evaluation.
- Within your discussion of community work, community organization, and empowerment, please indicate any gender issues you anticipate and how you would address them.
- USAID is encouraging partner organizations to establish mechanisms to assess and learn from implementation experience. Please indicate how your project design and management would capture success stories and opportunities related to women and would detect and redress negative gender impacts.

ANNEX D
SAMPLE QUESTIONS FOR EVALUATIONS

SAMPLE QUESTIONS FOR EVALUATIONS

Note: All evaluations should clearly state USAID's expectation that the evaluator will look at women's participation, impacts on women, and other gender-based constraints and opportunities. This should not be standard, boilerplate language but should be placed and articulated in the Evaluation Terms of Reference so it is clearly something central to the evaluation. Some sample topics and questions follow.

Health

Depending on the actual activity focus and relevance, but maybe some introductory language such as:

Women play many different roles within a community in relation to healthcare. They may be patients, parents and spouses, newly trained healthcare workers, traditional healthcare providers, caretakers for the ill, or members of health committees. Please consider the participation of women in the subject activity or program in all of those roles (and any others), and note any positive or negative impacts on them, any particular lessons regarding participation, new information gleaned from women's input, and any success stories involving women or attention to gender-based roles and responsibilities. In cases of data collection and production of tables, please provide sex-disaggregated data if relevant and if available.

- Have women used USAID-provided health resources as expected? If not, what are the obstacles to access or use?
 - Obstacles to access: transportation, knowledge
 - Cost, expectations regarding cost
 - Time needed to get there, wait, be treated (see, for example, prostheses)
 - Poor, rude, or insulting treatment
 - Access to alternatives requiring less travel, time or cost?
- Have women played roles as providers as well as customers, such as nurses, extension agents, and traditional birth attendants? If so, have they been able to participate fully and effectively. Has women benefited from technical assistance or capacity building? If so, how? If not, were there particular problems recruiting women or keeping them in the program?
- Have there been any ways in which engaging men—such as by providing them with information about health issues of women and children or gaining their support for new health facilities—has strengthened program results?

- What did the USAID implementing partner learn about women’s expectations and perspectives during the project? Were there any useful lessons learned about how things might be done differently?
- Are there any success stories regarding roles of women in improving healthcare for themselves, their children, or their families?
- What roles, if any, have women played in organizations, associations, or health committees? If they contributed significantly, please note. If they were not involved, why not? Were any efforts made to improve their involvement?
- Did the activity result in any unintended negative impacts on girls or women? If so, how did the USAID partner change the activity to end or mitigate such impacts?

Agriculture

When determining the numbers of households and analyzing data, please indicate whether the household was (1) female headed only; (2) male headed only; (3) male headed with active adult female; or (4) female headed but adult male(s) in household.

Note the following from a CEIP evaluation: “A alfabetizacao em geral, e a da mulher em particular, e um problema serio para o qual uma solucao deve ser encontrada a fim de melhorar o nivel cultural da populacao, sobretudo para permitir a aplicabilidade da politica de animacao rural.”

Reference to “reconversao da mentalidade do campones e pela sua sensibilizacao e formacao, e dentro de um quadro organizativo eficaz” must take account of men and women’s different needs and baselines.

In analyses of population residency by residency status (permanent, demobilized, displaced, and returned), please disaggregate by head of household or sex of adults.

When analyzing households by food sufficiency, please disaggregate by head of household or sex of adult members. The same with regard to ownership of land and for families affected by food insecurity.

When analyzing sources of food consumed, please analyze which foods are grown, harvested, processed, marketed, cooked, requested from family or friends, and distributed by women. Language such as the following fails to provide potentially critical information regarding the roles of women and female-headed households:

- “Observamos que 28.4% dos agregados tem duas pessoas que contribuem para a producao alimentar e 19.0% come tres pessoas”

- “Podemos concluir que a sobrevivencia da maioria das familias (94.3%) dependia de produtos provenientes da sua propria lavra....” (Which families, and whose labor?)
- “Os resultados mostram que 63.5% dos agregados apresentam problemas de auto-sustento basico” (Which ones? Can one predict? What factors make the difference?)

When analyzing households’ access to land, to water, and to inputs, are there differences depending on who is head of household or who primarily responsible for planting?

When looking at how many households would like more land to cultivate, are there differences depending on women’s roles—heads and/or cultivators?

When looking at the intention to plant, and access to seeds, are there any differences?

When looking at extension agents, training and capacity building, please report the number of men and women as trainers and as trainees. Please analyze and report any experiences related to gender.

Conclusions such as “nao existe capacidade economica por parte dos chefes de agregado” should be more precise regarding which heads of households—if differences exist or to know whether they do not.

In analyses of methods of preparing the land, are there differences by sex of the farmer?

In assessing the practice of rotating crops, do women and men have same experience, background, and practice? (Already look at whether there are differences according to climate and culture, but what about the person responsible?)

If there is a statement such as “nota-se que existe uma grande diferenca entre as quantidades de sementes distribuidas e as reembolsadas—cerca 70\$ no Kuanza Sul e 12 percent no Kuito/Bie-, apesar das estrategias de implementacao do projecto serem as mesmas,” it would be nice to know whether there were any differences in women’s participation. It may not have anything to do with the differences, but it is an example of how monitoring and observing could possibly account for results or impacts.

ANNEX E
INTERVIEW-BY-INTERVIEW SUMMARIES

INTERVIEW-BY-INTERVIEW SUMMARIES

African Humanitarian Action (AHA): Connie Brathwaite

- Work with UNHCR and others; much of staff used to work for MINARS and are social workers; focus on empowerment and partnership.
- Connie B. has dealt with women's issues for a long while in Africa. **Get her onto SO 6 panel.** In 1995, 40 women of all parties (MPLA/ OMA, UNITA, FNLA, etc.) met in Rostenburg; sponsored by Ecumenical (Catholic evangelical) and Lutheran World Church. Met with Maitre Beye, the Cardinal, etc. but Dos Santos would not see them. Savimbi invited them to Bailundo.
- Re Viana/IDP women: Have worked with them, but not talk to them and listen to them. In March, had a "conversation" to see what they thought. Included MINFAMU . . . Talked and talked: "women talk" and some crying. Women talk about losing their culture, daughters getting pregnant under the cashew trees, wanting and needing their own latrines, daughters getting STDs. Women without a roof over their heads are not women—not tents, but houses. Want literacy. Numbers of women left as first wives, husbands have new wives in the cities. **This has become a project, "Conversa no Jango—A Voz das Mulheres Deslocadas", in 7 places (Luanda, Uige, Malange, Bie, Moxico, K. Kubango, Benguela); recording the conversations; all will be in a book about displacement, culture—to be a tool for working with/for women. (Collaboration with UNHCR, Save/UK, maybe CCF and maybe UNICEF?)**
- Note that women taken in by families (not in camps) have a *worse* time than those in camps—truly disempowered.
- "Raising expectation": Don't think are doing that; at least they can now talk; can use the "conversations" to establish solidarity groups. **But note that women will not talk with just anyone—need a woman with skills.**
- Work in Mbanza Kongo: UNHCR money to AHA; do **gender training for government, UNITA, MPLA, FNLA.** Note the course materials by ICI/ALEA (Instituto de Cooperacao Internacional de Assoc. Alema para Educao Adultos). Marcia has copy. Do work on HIV/AIDS, civic education and gender. Training was good, and got government officials thinking.
- Examples of impacts on women: Mosquito nets: burn, or men use; local alternative is Nila (?) trees. Mbanza Kongo: community bought bricks themselves—now want AHA help before the rains come. Theatre group in MK gets information to the average person, to women, to children in schools.
- There is a social work school, run by the Catholic Church; some are very good.

Action Against Hunger (AAH)

Regarding Women and Agricultural Production

- Who farms and produces? Per AAH, it is women. Men go to war. Men do more “commercial” work—if at all.
- Gender-based roles different from cities to rural, from region to region, but note:
 - Women in Luanda sell fish, bananas, tubers
 - Men sell briefcases, electric fans, men’s cologne, videos, irons, whole sacks of apples (imported from somewhere, not grown here), CDs, etc.
- KEY is women’s education and to work with women.
- AAH not have any idea how to solve the problem of working with women. It is a very, very macho society. Women’s roles are great, but their status is very limited. Humanitarian aid focuses on getting food to the most desperate—not time/opportunity to focus on development.
- Most of the AAH staff around the country are men. Most of their beneficiaries are women. If they ask women why they are not going to the clinics, they will get an answer but not an explanation: too far, but not that the time necessary for the trip for one critically ill or malnourished child means that they fail to make/find money to feed their other 3-4 children.

Development Aid from People to People (ADPP): Angeta Dahne

- Do more development work than emergency—even if with IDPs, is development focused.
- Five programs:
 - 1) Education: training rural teachers; established 16 teacher training colleges (with Ministry of Education) where get teaching certificate *and* rural activista training (to be health promoter, women’s rights activist, human rights activist, business development, or community development). Six of 16 are now functioning schools. Tried to recruit women, but hard; better success since 1995. Still, rural teachers need 10th grade education and there are not many women with qualifications, and those qualified are in Luanda and can get lots of jobs. Curriculum is “gendered”—attention to gender issues within topics.
 - 2) Schools for street children and orphans
 - 3) Vocational training: 5 schools for people with some education: agriculture, business administration, construction. Four schools are mixed and one is only women (teaches particular skills for women and issues)—have **not monitored the difference of experience for women in mixed and alone (chance there for some interesting focus groups).**

- 4) Child education and community development programs: water and sanitation and preschools. Look at how rural and semi-urban families can improve lives of children, e.g. family economy and agriculture.
 - 5) HIV/AIDS since 1997 (!): “Hope” program in Benguela and Cabinda. Training peer educators, outreach skills—work with groups of women, church, youth, clubs.
Learned that need to reach people through their close ones, networks. Churches are responsive. Now “Hope on All”—that AIDS will be integrated into all their programs.
- Regarding monitoring and evaluation: There is monthly reporting of results to be counted and impact/interpreting data. But difficult to compare, or to know what it means. WID monitoring is easy when a women’s program—harder when mixed groups.

Adventist Development and Relief Agency International (ADRA): Helena Farinha

- From 1975, MPLA has socialist campaign to promote women. Not focus on rural population, no know about market economy because of socialist/communist system. Therefore, women’s change to a market economy was a “disaster”: no schooling or experience, and women suffered. Now women as domestics, and women look for provisions. All women work, most in the informal market. Some time in the last couple of years, ADRA did a study on women—need to find it?!?!)
- Benguela/Microcredit: women are doing well, women have money. Men are feeling marginalized, losing status and confidence. **Women need literacy (for women to play their roles, economic, family and political.)**
- Huila, manufacturing soap; sold used clothes for money, used savings to start business. But soap was a bad formula and did not keep well; 26 people was too big a group. Success turned sour—needed more technical assistance and guidance.
- There is an ADRA study on forms of community organization and types of conflict resolution—limited attention to gender.
- Recent study for Portuguese, which not yet published, about NGOs—criteria for what qualifies, found 40, now a directory of them.

Concern

- In Huambo, Kuito, Malanje; working with teachers (mostly women) and nurses (mixed)
- Regarding vaccinations: Women not showing up is not for lack of understanding
- 2 programs directly with women:

- Kuito: with 300 women amputees; cannot farm or collect firewood. Give them grants, peer support. Also now working with male amputees (25-30) because they are a disturbance in the community; not grants, but some social support. Male amputees: say that women are better at business than they are; they can bargain and negotiate.
 - Nutrition: Mixed staff (50-50 women), working with malnourished pregnant and lactating women. Once/week are weighed, get health education, childcare while there. Also have outreach workers—who do home visits if someone is not putting on weight—can also use that to find out whether they are growing fruits or vegetables in kitchen garden. **The seeds/nutrition link is a way to know more about who is doing what re producing and consuming food.**
 - Have Agriculture work in all three provinces—hugs seed distribution. Know the number of families, but do not know how many are Female-headed households because not even know how much is being planted and cultivated—without basic information, can't get to sex-disaggregated.
- In Kuito, Save the Children did a household assessment and found that single male-headed households are *worse off* than female headed because women have a variety of traditional income-generating activities. **SO 5 should note this.**
 - Lesson learned: with 86 percent of population in Huambo now desperately poor, and with the destruction of old social capital, peoples' survival is now *family based*. Therefore cannot do community-related savings.

Development Workshop

- Focused primarily on urban and peri-urban, especially in Luanda (but also Huambo).
- Note massive deterioration and social upheaval.
- At the national level, little information and statistics, and generally 2-3 years late; little, if any, sharing of information. Do collect information as Development Workshop, **disaggregate questions for youth and sex. To get that information requires resources—is expensive and must be budgeted; the components for monitoring and evaluation are often insufficient.**
- Looking at best practices, e.g. women enterprises; exchange of lessons learned re water and sanitation, shelter, e.g. community-based and managed are best in absence of a strong private sector—and for sustainability.
- Want to see the positive and negative gender impacts in post-conflict settings. IDFC/DFID are concerned, but don't know how to check it. Maybe see analogous issues with regard to ethnic groups, political, etc?
- Need
 - 1) Training regarding gender awareness
 - 2) Capacity: cultural, personal and professional

3) Expectations by donors for reporting

- Development workshop uses participatory appraisals: for strategic purposes, periodic focus groups, qualitative, and regular testing.
- IDPS
 - Some women may go back—but not those now with economic skills; and their families (school age children, women in the market) will not go back.
 - In the city, women are in the marketing sector—could operate as a family business unit and take those skills back: grow and produce in the provinces and market in Luanda or provincial cities.
 - **KEY issues: access to land: during war, much of rural land has been expropriated by influential people with government connections—per Portuguese “cadastra”—this lays foundations for more/renewed conflict after the war may end.**

Grupo Mulheres Parlamentares (GMP)

- GMP working with MINFAMU, Rede Mulher, and other associations; with religious leaders. With many different organizations.
- Critical issues for women:
 - IDPs/poverty/low self-esteem
 - In most urban areas, problems of housing and no jobs
 - Re returning, probably older people, and youth will want to stay
 - KEY issue is illiteracy. Women are majority, mothers, workers—need human capacity development re health, agriculture, etc.
 - Women influenced the budget for education—not big, but some increase.
 - Presidency of Parliamentary committee on Education and Culture.
 - Need to solve problems of water, wood, petrol; women are tired—only when some problems solved, will have time for politics and education.
- Parliamentary committees rarely get to provinces—and GMP only sometimes. Did reach Bengo, Huila, Namibe and Benguela. Wanted to discuss Beijing +5 in 3 provinces, but not have financial resources.
- GMP is limited by those who know English—are language barriers.
- Opportunities for collaboration or coalitions: women with women or women with others:
 - SIDA/AIDS
 - Law on Violence against Women (have a coalition of GMP, MINFAM, OMA, LIMA, AMUJA, professors . . .)
- Need to increase number of women in political parties

Mississippi Consortium for International Development (MCID)

- Information already giving to USAID: # of beneficiaries exposed to or participating in activities? In centers at 3 levels, record who is there. There is one activity that focuses particularly on women’s literacy—working with Club UNESCO (Luanda NGO) that has 10 years of experience with women’s literacy in Luanda—**1,059 beneficiaries in 3 centers and almost entirely women.**
- Change for women: Literacy attendance (If you offer literacy, they will come!) Before independence, women were 2nd class citizens, and not literacy; in 1978, a literacy campaign (and churches joined so people would learn to read the bible)
- Literacy class substance includes civic education: themes/topics include democracy, health, women’s rights, “People Power is Power for People”! Before, classes on “Morals & Civics” was mainly the former; now emphasize the latter. Use World Learning Supplements.
- **There is a lot more than just numbers, i.e. a lot of good qualitative information. Can report on changes in behavior and involvement.** Women have started “nucleos de educacao civica” that meet on Saturdays and Radio Bengo announces!
- Work with the Ministry of Education, but **note that all advocacy is done by MCID, not by the women they work with—not constituencies relating to Ministry, not building sustainable capacity. This SHOULD be a basis for building Angolan coalition that involves women’s groups, teachers, etc.**
- Also in provinces have local lawyers and judges do 15 minutes spots in local languages—like MIACCOOP experience in Luanda, little women’s participation at that level.

| Type of Result | What Is Accomplished |
|----------------|--|
| Inputs | Training |
| Outputs | Produce documents Increase knowledge |
| Impacts | Change in behavior: Register to vote Join political party Form an NGO Start newsletter Participate in discussion groups |

Ministry for Family and Promotion of Women (MINFAMU)

- There is a director in charge of gender issues, Genoveva Policarpo (with whom we did *not* meet). Gilberto probably should.

- Still working on Gender policy—giving to the cabinet next month. Will give to Yinka **(and Yinka to the whole USAID staff?)**
- MINFAMU meetings twice a year with all Provincial Directors. Could USAID give them information about gender and performance monitoring?
- Donors met with a Gender Committee twice before Beijing +5; not since.
- Centro de Documentacao: Some information. Women can come consult, as with a library. There are videos.
- Statistics Unit: under gender project. Training/seminar in June 2001 with Portuguese-speaking countries, with INE. Note that within the upcoming “Gender Policy”, is focus on statistics and data collection. There is also a gender focal point within each Ministry—should be ongoing pressure on INE to continue sex-disaggregated data. (Each ministry has representative on National Statistical Council; drew up general statistical policy; MINFAMU can stress the importance of sex-disaggregated data in that forum.)
- **Currently a project of MINFAMU, with lawyers, human rights, Rede Mulher, Grupo Mulheres Parlamentares, Ministry of Justice, for 16 days against violence—end November.** Will translate international materials, such as CEDAW, into local Angolan languages. **NOTE: Get these materials to USAID partners in the provinces, use for literacy classes?**
- Re child registration: Should be girls as well. Ministry of Education with UNDP did a seminar about education with teachers and administrators—about keeping girls in school. Ministry of Education also has literacy campaign for women.

Population Services International (PSI)

- Re access to condoms: “Legal” has been marketed since June, selling approximately 1 million. Trying to open as many outlets as possible, for target groups. Move from traditional spaces, e.g. pharmacies, to nontraditional (80% sales) e.g. Roulottes with hotdogs, Roc Santeiro, discos/bars, motels. “Confident” that accountable, but will have to do a survey. **(What can ask that will be truthful and reliable regarding practices? See UNICEF notes below.)**
- Question from Marcia: What if there are young women, 16 years old: Can purchase condoms in public spots? What if women are not buying? What if 95% of purchasers are men? Also, any segmentation per literacy or economic levels? The rich women see TV re “Legal”, but not women in the musseques.
- Agents are community based. 30 for 9 municipalities. **More than ½ are young women—great sellers and communicators.**

- PSI has new resources to work in high schools. But aware that **constraint is “girls self-efficacy”—i.e. ability to protect self.**
- Have been speaking with Catholic church, which was concerned about PSI promoting condoms. **Talk to church about vulnerability of wives at home when husbands are promiscuous.** How protect women if husband contracts AIDS and dies? What if mother of children dies?
- **Starting a quantitative survey** re number of sex workers. Then will work on a **communications strategy. Within that, have to think about gender issues—**only at the beginning stage.
- **EDDI money—focusing on women (with Rede Mulher), high schools (with Ambassadors’ wives and women ambassadors), and enhancing communications—through 3 theater groups, participating in developing communications strategy.**
- Would like information (get into the SO5 household survey) re: whether people know about AIDS; then next year, if they do, then *how did they learn about it (radio, theater, church?)* Need disaggregate by sex, age and literacy. That way, see how may reach women most effectively.
- PSI is looking for a women researcher with qualitative skills. Can’t find one! Can USAID help? Can USAID facilitate that one person work for several USAID partners? What about Camilo at INE?

Save the Children (UK) (Save-UK): Thomaso and Ana Lemba Francisco

Have 4 initiatives:

- USAID-funded, family tracing and reunification, with MINARS, to July 2002.
- Children in Difficult Circumstances (CIDC) in Lobito, Benguela. Action-research experience; involves women, focused on children’s well-being: separation, within vulnerable households, and within good households. What works and when? Note that while boys are in trouble when separated from home, girls are often worse off within their homes because are key assets for caring for siblings, doing work, etc. **Separation as a Definition of Social Exclusion is biased to boys!** Per Thomaso, not Marcia. Have someone from CUNY coming to look at data—not have focus on women or gender issues.
- “Conversations” with IDP women. Women talk about needs, intimate situations; say need privacy; girls mistreated; feel despised and prejudice against them. In Malanje, girls need ID cards, girls with UNITA men, girls do work on land (and sometimes maltreated as laborers). NOTE that in process are including NGOs and Representative of

MINFAMU at the provincial level—in case they have resources to respond immediately to issues raised. Some experience already with one such participant who was nasty to IDP women. Also discover re IDP camps that issues of **land allocation, housing, relocation (women get worst land, least arable and on edge of area where not safe), no women leaders and no attention to gender in camps.**

- Urban child welfare, within urban poverty: in Luanda with DFID funds. See erosion of social capital because of displacement—in poor, peri-urban environments of Luanda. Losing networks makes it difficult to work with normal instruments, such as micro-enterprise and savings groups. Similarly, childcare assumed to be okay in traditional microcredit because of social capital, but in Angola, the children suffer.

United Nations Children’s Fund (UNICEF): Jean Regarding MICS and Melanie Regarding AIDS

- MICS: Being done through INE, 14 provinces are done and 4 to go. Data processing is ongoing. Expect preliminary results in December. Hope for USAID help with dissemination (previous MICS was never disseminated). Difficulties with collection and sampling because of logistics and security—will be most representative of and reliable regarding the littoral area. The last MICS was 40 percent urban and 60 percent rural; this one the reverse because of difficulties reaching rural people—and so many are now in peri-urban areas.
- Note that is NOT about IDPs in camps (only if IDPs now resident in communities), but will do a **new survey**. USAID/SIDA are funding it. Won’t be done by INE, but by AIP/Mario—with total of 1500 households. Same as MICS but with **five quantitative modules: camp structure, income and assets, causes of displacement, disabilities, violence in camps. Also qualitative survey of 200 households (representative sampling; with at least one female-headed household per camp)**. Expect to start mid-Oct and finalize end of December. (Trying to get both the regular MICS and IDP MICS out by March, 2002).
- Same questions as last time except: left out module on disabilities (GOA insistence), and added **section on HIV/AIDS—re knowledge of men, women and all children over age 15. Seventeen questions. Will be sex-disaggregatable.**
- Note that the UNICEF MICS is only with women, ages 15-49, because they are “caretakers of child”—except for questions re HIV/AIDS.
- Note: all data will be disaggregated for urban/rural, male/female, age.
- FROM Melanie Luick, re UNICEF and AIDS:
 - She knows participatory research methods—taught at Tulane, and has materials in Portuguese from her work in Brazil.
 - Education section—creating a nucleus of HIV education specialists in Luanda.
 - Eager to meet with Gilberto and Alfreda; also Alexandre and Jeffrey.

ANNEX F
PERSONS INTERVIEWED

PERSONS INTERVIEWED

USAID

Alfreda Brewer
Ana Branco
Jerry Brown
Ana Graciana
Gilberto Ribeiro
Jeff Ashley
Gomes Cambuta
Alexandre Saul
Heather Evans
Elias Isaac
Sharon Pauling
Kellie Anderson
Sheldon Schwartz

Preparation, in Washington, D.C.

Danuta Lockett
Nancy Mock, Tulane University Medical Center
Julie Mertus, Creative Associates

In Luanda

Olga Albertina, NCC
Lynn Austin, VVAF
Robert Jan Bulten, CARE
Idalina Bamba, Africare
Connie Brathwaite, AHA
Alan Cain, Development Workshop
Stephane Calvin, CRS
Scott Campbell, CRS
Camilo Ceita, INE
Cila Coelho, Swedish Embassy
Agneta Dahne, ADPP
Filomena Delgado, Vice Minister, Ministry of Family and Promotion of Women
Manual Domingos, PSI
Henda Ducados, FAS
Jean Dupraz, UNICEF, Monitoring and Evaluation Officer
Mark Ellis, CRS
Isabel Emerson, NDI
Helena Farinha, ADRA

Emilia Fernandes, Rede Mulher
Ana Maria Ferraz de Campos, CRS
Fatima Fonseca, MPD Spokesperson
Yvonne Forsen, CONCERN
Ana Lemba Francisco, Save/UK
Alexandra Gamito, OXFAM
Tommaso Giovacchini, Save/UK
Catherine Gibbons, consultant
Antonica Hembe, UNFPA
Andeiro Joas, MIACOOOP
Clarisse Kaputo, CCG
David Kiala, World Vision/Angola
Melania Luick, UNICEF, HIV/AIDS
Ray McArdle, SCF/US
Mike McDonagh, CONCERN
Herminia Sebastiao Mateus MacMahon, Parliamentarians Women's Group
Vicentina Mangueira, NCC
Dra Miraldina Manuel, Maternidade Lucrecia Paim, Banco de Urgencia
Enrique Maradiaga, MCID
Carlinda Monteiro, CCF
Candida Maria Guilherme Narciso, Parliamentarians Women's Group
Augusto Neto, NCC
Branca Neto, Board Member, Rede Mulher
Dra Isilda Neves, Delegacao Provincial de Saude de Luanda
Boniface Ngenga, World Vision
Julia Ornelas, President, Rede Mulher
Augusto Santana, NDI
Elisa Simba, MCID
Fern Tedor, World Learning
Fatima Valente, Direcao Nacional de Saude Publica
Jose Sanchez Verguizas, AAH
Cesinanda de Kerlan Xavier, President, Mulher Paz Desenvolvimento
Dr. Salome Zola, VP, MPD