

Gender Action Plan III – 2021-2025

Country Level Implementation Plan – CLIP

EU Delegation to the Republic of ANGOLA

1. Context for EU action

After the end of the war, Angola benefited from more than a decade of high growth rates, but a deep economic crisis hit the country following the drop in oil prices from 2014 onwards. Angola is still a country of profound asymmetries and social inequality. Inequalities, whether economic, gender, social and culture-based, remain the core human rights challenge in Angola and are aggravated by the COVID-19 pandemic. In Angola women make up 52% of the estimated 33 million Angolans¹, and 24% of Angolan families are headed by women. The World Economic Forum's Global Gender Gap Index 2020 puts Angola 118th out of 153 countries. In general, women in Angola are at a disadvantage compared to men in terms of the enjoyment of fundamental rights and the possibility of having opportunities for income, education employment and representation.

Legal landscape

The Angolan Constitution enshrines equal rights and duties for men and women (article 18) and provides for punishment for discrimination and privileges based on gender. The Constitution (with its revision of February 2010) is ground-breaking in giving fundamental rights and fundamental freedoms. Legislative instruments such as the Family Code (Law No. 1/88) and Law against Domestic Violence (Law No 25/11), provide increased equality between men and women in aspects of family life such as shared responsibilities and equal levels of engagement and the creation of social awareness on the seriousness of the problem of gender violence with appropriate punishment mechanisms. A 'National Policy for Gender Equality and Equity' and a dedicated 'Advocacy and Resource Mobilization Strategy' were approved in 2013 with the aim to reduce poverty and promote actions to promote Gender Equality. However, the strategy implementation lags behind and will be subject to a revision according to the reference Ministry (MASFAMU²). In addition, Presidential Decree No. 138/12 of 2012 establishes the National Program for Support to Rural Women. The National Development Plan 2018-2022 dedicates a chapter to the family and the promotion of women by advancing objectives, goals and indicators (Axis 1 of the 2018-2022 PDN: Human Development and Well-Being).

At **international level**, the Government ratified the main international Human Rights treaties³ (including CEDAW) and adheres to the African Union and SADC Gender Equality mechanisms. Angola adopted a National Plan for the implementation of Resolution 1325 of the UN Security Council on Women, Peace and Security (2016-2018). The implementation of the plan lags behind and is supposed to be reviewed. Angola is positioning itself strongly in the continent as facilitator of peace negotiations (see the involvement in the CAR and Great Lakes region) and the role of women in peace and security could therefore grow.

Fertility

Angola has one of the highest fertility rates in the world (5.4 children per woman on average in 2019), exceeding the average for Sub-Saharan Africa (4.6). The fertility rate among teenagers (15-19 years old) is very high: 145/1,000, the fifth in the world⁴. Women have their first child on average at the age of 17. The use of contraceptives among teenagers is low, only 12.5 percent. These statistics reflect low access to education and knowledge of modern methods of contraception, exacerbated by dominant male cultural practices at community levels that perpetuate restrictive roles for girls and women in society and practices such as underage marriage and Gender Based Violence (GBV). Religious, traditional and community leaders (*sobas*) often reinforce these

¹ The latest census is of 2017 and the estimate is based on the population growth rate

² Ministry of Social Action, Family and Promotion of Women

³ A Convenção sobre a Eliminação de Todas as Formas de Discriminação contra as Mulheres (CEDAW) adoptada em 1979 e ratificada em 1984; O Protocolo Facultativo à Convenção sobre a Eliminação de Todas as Formas de Discriminação contra as Mulheres (CEDAW-OP), adoptado em 1999 e ao qual aderiu em 2007;

O Pacto Internacional sobre os Direitos Económicos, Sociais e Culturais (CESCR) adoptado em 1966 e aderido em 1992, cujos artigos relevantes são 2.2; 3 e 11.1;

O Pacto Internacional sobre os Direitos Cívicos e Políticos (ICCPR) adoptado em 1966 e aderido em 1992, cujos artigos relevantes são 2.1, 3, 14, 16 e 23.4 ; A Carta Africana dos Direitos Humanos e dos Povos de 1981, adesão em 1990;

O Protocolo à Carta Africana dos Direitos Humanos e dos Povos sobre os Direitos das Mulheres em África, adoptado em 2007;

O Protocolo da SADC sobre Género e Desenvolvimento adoptado em 1997 e ratificado em 2002;

A Declaração Solene sobre a Igualdade de Género em África, adoptada em 2004;

A Convenção das Nações Unidas sobre os Direitos da Criança, assinada e ratificada em 1990;

A Declaração e Plataforma de Acção de Pequim, adoptada em 1995 ;

A Convenção sobre os Direitos Políticos das Mulheres, adoptada em 1952 e ratificada em 1985;

⁴ All data on fertility are from the World Bank "World Development Indicators databank" 2020

practices. This creates a vicious cycle of deprivation in which child marriage and early pregnancy have a negative effect on educational performance, which in turn increases the likelihood of early marriage and procreation. The minimum legal age for marriage in Angola is established at 18 years of age, however, exceptions still remain for particular circumstances, where men could marry at the age of 16 and women at the age of 15. Authorisation in those cases has to be granted by parents or guardians.

Education

The literacy rate currently stands at 76%⁵, and among women, it is lower: only 51% of women are literate. These differences are even more striking in rural areas, where only 25% of women are literate, compared to 63% of men and where 6% of girls between the ages of 12 and 18 go to school, compared with 11% of boys. According to recent statistics⁶ the expected years of schooling in Angola range from seven years for girls to nine years for boys. Only 15% of girls complete secondary school compared with 23% of boys. Up to 15% of girls enrolled in secondary schools drop out every year.

Economic disadvantage

The prevalence of the informal sector, where 70% of Angolans are employed (75% of women against 66% of men) and existing inequalities in the labor market are worrisome and have been aggravated by the Covid-19 pandemic. The “zungueiras” (women street vendors) are omnipresent in the street of the capital Luanda (with an estimated population of 9 to 10 million inhabitants over an Angola-wide total of an estimated 33 million and growing) and in rural areas, selling imported or local goods with little gain, without social protection and little possibility to evolve. Credit is scarcely available especially for women. Some cooperatives of women are created and the government is supporting some but still in small numbers. The geographical factor also plays an important role: women's lives in rural areas are radically different from the urban situation. Following the civil war, massive movements of populations, mainly from rural areas to cities, occurred, determining a strong population concentration above all in the city of Luanda (density of 368 people per km²). The urban population living in slums in the country is estimated at 86.5%⁷ while only 35% of the population lives in rural areas where the provision of rural services is particularly difficult.

Rural women

In rural areas access to and control over land is limited for women. Ethnic groups and social organizations differ from region to region with matrilineal and patrilineal heritage. While women are protected by the family code in accessing domestic resources, they become vulnerable after divorce or the death of their husband. In matters of inheritance, under customary law, daughters cannot inherit land or inherit less than sons. The inheritance rights of widows and divorced women are particularly precarious. Women's access to information about their land rights is limited.

Gender Based Violence

Domestic violence and gender-based violence are common in the country due to the history of violence and war and have been exacerbated by the COVID-19 confinement. Although family law establishes equal rights and responsibilities for the wife and husband in the case of registered marriages and common law unions, women find it difficult to defend their interests. Most women are particularly vulnerable in family disputes, as they are less educated and less informed about their rights⁸. The latest data show that 33.9% of women have suffered domestic violence by their partner, 8.1% of women have suffered any type of sexual violence, 36.2% of women sought help to end physical or sexual violence⁹ (only a third of them used reporting systems or tried to stop the violence).

Gender identity

Gender identity suffers from stereotypes and is linked to social roles defined at family and community level, which make women subordinate to men and gender identity difficult to assert. The weight of traditions, culture and beliefs leads to inequalities deeply rooted in daily life, the lack of adequate means of subsistence and education makes it often impossible to have a different perspective on gender roles. Girls and women are often denied rights and remain, at various degrees, subject to discriminatory social norms that reinforce gender inequalities, tolerate practices such as child marriages, polygamy and transactional sex¹⁰ and ignore GBV.

LGBTI

Although the Angolan Constitution states clearly equality among all citizens and does not outlaw LGBTI community, stigma persists and gender identity remains an issue. On February 2021, Angola's new penal code came into force, which decriminalized same-sex relations. It also introduced sexual orientation protections into some of Angola's non-discrimination clauses and mentions sexual orientation in the hate speech clauses of the

⁵ Government of Angola, 2020

⁶ World Bank 2021

⁷⁷ World Bank 2018

⁸ FAO 2021

⁹ World Bank 2021

¹⁰ Transactional sex can be defined as a non-marital, non-commercial sexual relationship motivated by an implicit assumption that sex will be exchanged for material support or other benefits. (UNAIDS)

penal code. Despite this, stigma is still present and the sexual and reproductive health of the LGBTI community is suffering from the shortage of means of the health sector in Angola.

Political and civic participation

While most women remain outside of the political and civic sphere, some Angolan women reach important positions in politics at young age and can cultivate entrepreneurial ambitions. In terms of women's political representation, the introduction of the quota system was the basis for the increase to 30% of women occupying high positions in the government. There is a declared intention by the President of the Republic to reach 50% of positions.

Main actors

The Ministry of Social Action, Family and Promotion of Women (MASFAMU), is in charge of “defining and implementing the national policy for the defence and guarantee of the rights of women inserted in the family and society in general”. It has limited resources and receives one of the least funding among all Ministries¹¹. Despite this, there is a lot of willingness within the Ministry and one of the objectives of the EU is to support the MASFAMU gain a more central role in public policies.

The Ministry of Justice and Human Rights works on actions in favour of Gender Equality in the most general framework of the international conventions signed by Angola (including CEDAW, Beijing platform, UNSCR 1325).

Angolan CSOs are rather weak and lack basic capacities (with rare exceptions); they are vocal but struggle between the ambition to intervene in policy-making and occupying the real space and means that they have. International CSOs based in Angola have more capacity but are caught in the same struggle.

Women's CSOs face the same difficulties and there seems to be little coordination among them. A “new” generation of movements in the defence of Gender Equality seems to emerge mainly on social media but it is still difficult to grasp the real impact and size of it. They could potentially represent a valuable partner for the EU and efforts will be made to start a dialogue and offer help within the EU digital transformation priority area. CSOs dealing with Gender Equality focus mainly on sexual and reproductive health, civic participation of women, governance, the participation of women in the economy and the fight against GBV. Some CSOs are working in HIV and some emerging and active CSOs are working on LGBTI rights.

• CLIP Analytical basis

This first CLIP has been developed based on the available information gathered via institutional and non-institutional reports and sources of information¹². The updated Gender Country Profile for Angola is scheduled to be finalised at the beginning of 2022¹³. There is a regular dialogue with the MASFAMU and with the Ministry of Justice on Human Rights on Gender Equality (actions and strategies). The CLIP is also based on the updated EU Roadmap for engagement with CSOs in Angola (August 2021). The Human Rights Country Strategy for Angola (HRCS-August 2021)¹⁴ and the 2030 SDG targets.

The GAP II implementation cycle from 2016 to 2020 brought to the fore structural weaknesses in Angola such as the weakness of the “National Women Machineries”¹⁵, the low level of participation of EU MS in the GAP II activities and reporting, the lack of gender sensitivity of the National Budget and the limited availability of gender disaggregated data. In the previous programming phase (2014-2020) Gender Equality was mainstreamed in all actions implemented by the EU, but no specific action has been implemented focussing on Gender Equality besides a number of EIDHR projects¹⁶.

2. Selected thematic areas of engagement and objectives¹⁷

¹¹ MASFAMU is now responsible for 5 national programs: (i) Integrated program and local development to combat poverty; (ii) Protection and promotion of children's rights; (iii) Program for the improvement of the family and reinforcement of family skills; (iv) Program for the promotion of gender and women's empowerment; (v) Support program for victims of violence.

¹² EU Country Gender Profile Angola 2015; Plano nacional para a Igualdade de género 2013; Relatório analítico de género de Angola MASFAMU UNDP 2017; CEDAW report Angola, Beijing platform report Angola; reports, meeting, strategic documents of partners such as World Bank, UNICEF, UNFPA, UNDP, FAO, Angolan CSOs.

¹³ The Country Gender profile for Angola is financed via the Technical Assistance to the EU Angola dialogue facility “Joint Way Forward-Caminho Conjunto”.

¹⁴ HRCS has 4 political and operational strategic priorities for action for the years 2021-2024:

1. Elections;
2. Governance;
3. Fundamental rights, freedoms, and access to justice;
4. Women and vulnerable groups.

¹⁵ Government offices, departments, commissions or ministries that provide leadership and support to government efforts to achieve greater equality between women and men

¹⁶ EIDHR projects on access to justice for women, land property rights for women, women civic participation at local level.

¹⁷ In relation to the programming 2021-27, to reach GAP III targets, EUDs need to ensure that at least 85% of all new actions will have Gender Equality as a significant (Gender Marker 1) or principal objective (Gender marker 2) in each priority area/ sector of the MIP.

The overall objective of the EU action for Gender Equality and Women's empowerment in Angola is the elimination of all discrimination and inequalities and in particular fostering advancement of women participation in all spheres of life and their enjoyment of full rights.

The MIP 2021-27 priorities for Angola are the following:

- Priority area 1: Sustainable economic diversification
- Priority area 2: Transparent, accountable and effective governance
- Priority area 3 Human Development

In accordance with the GAP III priorities, the MIP, the HRCS and as a result of consultations with the Government and CSOs, the EU and its Member States¹⁸ will promote and actively support transformational change in Angola, in the selected GAP "areas of engagement":

- Strengthening economic and social rights and the empowerment of girls and women (MIP priority 1-2)
- Advancing equal participation and leadership (MIP priority 1-2-3)
- Gender dimension of green and digital transformation (MIP priority 1-2)
- Freedom from all forms of GBV (MIP priority 2)

The other GAP III priorities will be addressed transversally via the thematic budget lines and through policy dialogue:

- Sexual and reproductive health and rights
- Women peace and security

Area of engagement: "Strengthening economic and social rights and the empowerment of girls and women"

- The EU Delegation to Angola (EUD) proposes to support the Government of Angola's (GoA) drive to diversify the economy through the promotion and formalisation of the private sector (started under a 2020-21 Budget Support action). Informality predominates among women who find themselves without regular income and any form of social protection, while being at the same time the head of the household. The inclusion of women among the main targets of the formalisation of economy is therefore crucial and will be of extreme importance taking into account the impact that it will have on them, on the qualifications, on their capacity to create income and, on the other hand, to receive social protection and better access to basic services.
- Under the EU support to the GoA economic diversification strategy, the EUD plans to provide increased access for women to financial services and products, and productive resources. The result should be an improved access to entrepreneurship opportunities, fostering an environment for innovation and an entrepreneurship ecosystem, especially for youth and women, including social entrepreneurship, and strengthened participation in the green and circular economy. Specific indicators have been included in the MIP referring to this expected result such as the "Mastercard Annual Index of women entrepreneurs" (ranking) (baseline 48/58 in 2020, target 40/58 in 2027); and the "Ratio of Angolan women/men as CEOs/Business owners" (%) (baseline 30.6% in 2021, target 40% in 2027);
- Concerning social rights, MIP priority 2 will work on the Improvement of Economic Governance and strengthening the social protection system via the reinforcement of the Social Protection Policy and the institutional set up for its implementation. Among the indicators to measure impact are: *Percentage of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons (especially youth), informal workers, older persons, persons with disabilities, pregnant women, new-borns, work-injury victims*. Development Partners such as the WB, ILO, UNDP and UNICEF are and will be working with the EU in the area of strengthening social protection.
- During August 2021, the GoA issued a Presidential Decree introducing the methodology for preparing a gender sensitive budget, declaring that it is an instrument for implementing development policies. Some CSOs in Angola have been recently vocal on Gender Responsive Budgeting (GRB) and the EUD will continue the work in the domain that started already in 2013 with the Pro PALOP-TL SAI – Phase I and II working on economic governance, including GRB.

Area of engagement "Advancing equal participation and leadership"

- The EUD will continue its work in support of empowering women in the exercise of their civic rights. The 2022 general elections will be an important milestone as well as the preparation to the future municipal elections (eleições autárquicas) that should pave the way for administrative decentralization.
- The GoA is working on a strategy for the fight against corruption. The EUD proposes to support its implementation by providing technical assistance and capacity building to anti-corruption bodies as well as

¹⁸ Hungary's participation to the CLIP will follow the guidelines defined by the competent Hungarian Ministry

involving CSOs and other Non-State-Actors (NSA) in this fight and in the change of culture around tolerating or accepting corruption practices at all social levels. Corruption has a heavy toll on women, on their access to basic services and on gender stereotypes as stressed in a recent UNODC document “The Time is Now”¹⁹. CSOs supporting the implementation of the anti-corruption strategy will be involved in the inclusion of the Gender Equality aspects of corruption.

Area of engagement “Gender dimension of green and digital transformation”

- The EUD will support the upgrade of sustainable value chains, the introduction of climate resilient production and circular economy initiatives and waste management initiatives. The plan is to introduce specific measures to favour the participation of women in circular economy. In this respect, the identification mission for the future action on circular economy will include a GE expert and the participation of CSOs in the action implementation will ensure that the area GE is well represented. The MASFAMU is also working in the area of circular economy and has a specific project currently ongoing in the outskirts of Luanda on women and waste management. Cooperation will be sought with the MASFAMU in the area. The EIB might intervene with a loan, in case an infrastructural component will be necessary. Working together with the Government and CSOs, the programme will also promote the mobilization of citizens, including women, to build awareness and to promote participation in climate change action.
- Within the same action, sustainable value chains will be directed towards nutrition sensitive objectives. Among the expected results: “*Women, men, girls and boys, in all their diversity, have improved nutrition levels*”.
- Planned actions to improve access to renewable energies (esp. solar) will have a direct benefit on women as carers of household and facilitating their domestic and labour tasks.

Area of engagement “Freedom from all forms of GBV”

- Support the Angolan Government in properly implementing measures against GBV via a cultural shift (sensitisation of men and women, support to a wide variety of NSA), and via the justice reform in order to make access to justice easier and more effective for women, improve the offer of services for victims of GBV and improve the protection mechanisms to prevent GBV.
- Support CSOs and NSA and the education sector to support young people to become agents of change regarding discriminatory social norms, gender stereotypes, and gender-drivers of conflict.

Potential for synergies, cooperation, partnerships, training and joint implementation with EU Member States and other EU actors.

As soon as the GAP III was approved, the EUD launched an EU MS Gender Equality Group, including all EU MS present in Angola²⁰. The group activities have been limited and virtual due to the pandemic. Very few EU MS in Angola have a cooperation programme and are focused on trade relations and FDI²¹. Despite this there is a shared preoccupation for Gender Equality in Angola, witnessed by the inclusion of the topics in the EU HRCS. Potential synergies have been identified. Within the MIP 3 priorities and the identification of potential Team Europe initiatives, France and, possibly Portugal plus the EIB are (looking to be) active in one or more of the priority areas, in cooperation/aligning with the EU. Activities include support to diversification of economy, green energy, education, good governance (economic and political), agriculture, formalization of economy etc. France via its cooperation agency will be the main partner of the G2 Action. The Embassy of the Netherlands, through the “Orange Corners initiative” which started in 2018, will continue to support stimulation of entrepreneurship in Angola, as a means to tackle youth unemployment, especially amongst women, to promote inclusive growth and private sector development. The Netherlands is also looking to be active in strengthening the agricultural potential, by providing market access to markets for small farmers through public private initiatives and by creating agro-logistical value chains (possible Team Europe initiative). Sweden is involved in a pilot project with UNDP called “Harnessing digital financial inclusion for 300 informal female street vendors (Zungeiras) in Luanda, Cuanza-Sul and Benguela”.

In what way civil society will be included in the design, implementation and monitoring

Civil Society is one of the main partners of the EU in Angola. As stated in the MIP, the HRCS, the CSOs Roadmap and in this document, there is the willingness and need to have a regular and constant dialogue with CSOs and cross feeding to ensure ownership of change and to ensure the implementation of development strategies. Support to CSOs and CSOs advocating for Gender Equality will be foreseen within the thematic budget lines. We will explore the possibility of supporting CSOs thematic networks on Gender Equality after the results of the Gender Equality Profile for Angola (expected for February 2022).

¹⁹ https://www.unodc.org/documents/corruption/Publications/2020/THE_TIME_IS_NOW_2020_12_08.pdf

²⁰ Belgium, France, Germany, Hungary, Italy, Poland, Portugal, Romania, Spain, Sweden, The Netherlands

²¹ Foreign Direct Investments

3. Targeted action(s) supporting Gender Equality and women's empowerment (G2 action):

The MIP Priority area 3 "Human Development" focuses on education, particularly Technical and Vocational Education and Training (TVET), and Higher Education. A particular focus of this priority is to increase the enrolment of girls/women by creating the conditions for inclusion of a "gender aware" approach in terms of curricula, timetable of courses and in other relevant areas. This is also a key area to support women's access to decent jobs and participation in the country's economic and political life.

Within this priority, the EUD identified a specific action whose main objective will be Gender Equality (G2). The action aims at creating enabling conditions for a social and cultural shift towards Gender Equality in the context of the Agrarian Technical Schools (ATSS) in Angola and the respective school communities around them. The action will provide technical assistance in the form of a grant of EUR 5 million. The action will be part of a Team Europe Initiative with the Agence Française de Développement, which will provide a loan for the modernisation of TVET in the field of agriculture. Enabling conditions are related to gender aware infrastructure; enabling environment for girls' self-esteem; enabling environment for sexual and reproductive health. Policy dialogue with the Ministry of Education and the Ministry of Agriculture will challenge and try to remove discriminatory gender stereotypes at all education levels, and in education/training materials, including in ATSSs.

Among the expected results:

- a) Creating an enabling context to challenge stereotypes and social norms that limit training opportunities for girls at the ATSS;
- b) Creating an enabling context to fight abuse of power/authority and gender-based violence;
- c) Political and financial instruments support Gender Equality in Agrarian Technical Schools;
- d) The equitable improvement of the Agrarian Technical Schools learning environment results in an increase in the number of female students and disabled people accessing the schools and successfully finishing their studies.

4. Engage in dialogue for Gender Equality and women empowerment

Policy dialogue on development and Human Rights promotion and protection takes place on the basis of legal and/or political commitments with a fixed sequence (pre-negotiated agendas) and on a regular basis (once a year). Within the EU-Angola Working Group on Human Rights, meetings take place more often, at technical level, to prepare for the Art 8 Dialogue but also to address current preoccupations from both sides related to the promotion and protection of Human Rights. During last year the issue of women rights and in particular, the issue of the existing legislation allowing for underage marriage was raised.

Regular and frequent meetings and contacts are held with the MASFAMU to discuss priorities and specific issues. In September 2021, the *Angola Development Partners dialogue group on Gender Equality* was created under the lead of the EUD. The group aims at fostering dialogue among Development Partners (UN agencies, WB, EU MS) and exchange with the MASFAMU that is invited to the group.

5 Outreach and other communication / public diplomacy activities

The EUD planned a campaign for the "16 days of activism against GBV" for 2021. We expect to involve CSOs, including young people aged 18-35, the MASFAMU and EU MS (e.g. the Embassy of the Netherlands is contributing to the campaign). Activities will include a social media campaign, a sensitization video, a cultural event and an event with young men to sensitize them against GBV. This will be a consolidated campaign proposed each year together with actions celebrating marking dates (International Women's Day - 8th March, African Woman's Day - 31st July) but much depends on the EU delegation resources (money and staff).

Besides planned activities the Head of Delegation will play the role of "Champion" (reference to the GAP II) of Gender Equality and engage in symbolic activities within the DP group and countrywide within the public diplomacy effort of the EU.

6 Technical Facility and/or financial resources allocated to support GAP III implementation

In line with the new Gender Action Plan III, the Cooperation Facility funding will be used to reinforce gender knowledge and expertise within all sectors, to support consultation with national stakeholders, develop communication strategies on Gender Equality objectives and results at country level etc. The Cooperation Facility will also be used, in line with the Joint Way Forward strategic objectives also for training and education on Gender Equality. The Gender Country Profile is currently being financed within the "Joint Way Forward" facility. Finally, a specific project to enhance Civil Society within the MIP will have at least one gender-oriented component.

Date: 14 October 2021

Signature by Head of Delegation: