



# UN WOMEN AFGHANISTAN DEVELOPMENT RESULTS NARRATIVE 2014-2017

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## ACRONYMS

ACO	UN Women Afghanistan Country Office
AIHRC	Afghanistan Independent Human Rights Commission
ANDS	Afghanistan National Development Strategy
ANDS-AGE-CCS	ANDS-Afghanistan Gender Equality Cross Cutting Strategy
CAP	Coordination and Advocacy Pillar
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CRC	Convention on the Rights of the Child
CSO	Central Statistics Organization
DRF	Development Results Framework
EVAW	Elimination of Violence Against Women
EVAWP	Elimination of Violence Against Women Pillar
GBV	Gender-Based Violence
GDI	Gender Development Index
GOIRA	Government of the Islamic Republic of Afghanistan
IARCSC	Independent Administrative Reform and Civil Service Commission
ILO	International Labour Organization
IAU	Information and Analysis Unit
MHRA	Ministry of Hajj and Religious Affairs
MOD	Ministry of Defense
MOFA	Ministry of Foreign Affairs
MOI	Ministry of Interior
MOJ	Ministry of Justice
MOWA	Ministry of Women's Affairs
MRRD	Ministry of Rural Rehabilitation and Development
NAP	National Action Plan
NAPWA	National Action Plan for the Women of Afghanistan
NPPs	National Priority Programmes
OECD	Organisation for Economic Cooperation and Development
OEEF	Organisational Effectiveness and Efficiency Framework
PEEP	Political and Economic Empowerment Pillar
RCWP	Resource Centre for Women Parliamentarians
SAARC	South Asian Association for Regional Cooperation
SWAP	System-Wide Action Plan
T-MAF	Tokyo Mutual Accountability Framework
UNCT	UN Country Team
UNDAF	UN Development Assistance Framework
UNSCR	UN Security Council Resolution
VAW	Violence Against Women



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## I. EXECUTIVE SUMMARY

As the leading UN organisation with a global mandate to promote gender equality, women's rights and women's empowerment, UN Women in Afghanistan (ACO) is submitting its first long term Development Results Narrative (DRN) that coincides with the political and military transition following Presidential elections and the withdrawal of international military forces.

The document is grounded in the need to ensure that the gains that women have made in the last decade are not lost in this transition but sustained and extended, and the need to drive further changes to make Afghanistan a more equitable and prosperous society for women, men and children alike. In the DRN ACO addresses core elements of gender equality, women's rights and women's empowerment namely that women and girls can live free from violence, that gender equality is ensured in the access to resources and opportunities and that women have their rightful share in decision making power.

The DRN concludes the transformation process from UNIFEM to UN Women and from a project approach

to a broader programme approach with a longer-term vision focusing on results rather than activities. This transformation was initiated in 2012 and was underlined by the recommendation of a Mid Term Review in early 2013. As part of this process ACO has been going through restructuring to ensure better coherence and coordination in its work.

In the DRN ACO is aligned with Afghanistan's priorities as articulated in the National Action Plan for the Women of Afghanistan (NAPWA), the National Priority Programmes (NPPs), and the relevant international conventions to which Afghanistan is signatory, such as the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), UN Security Council Resolution (SCR) 1325, and others. These, plus the agency's six global programmatic priorities, form the framework for this DRN, and are detailed in matrix form in the Development Results Framework (DRF) and the Organisational Effectiveness and Efficiency Framework (OEEF).

In the table below are the six global goals that guide UN Women programming and the ACO's related target outcomes:

## STRATEGIC DEVELOPMENT GOALS

### Goal 1: Women lead and participate in decision making at all levels

- **Outcome 1.1** Legal frameworks protecting and promoting women's empowerment and gender equality are resilient and can be implemented.
- **Outcome 1.2** Women effectively participate in and influence the 2014/2015 elections.

### Goal 2: Women, especially the poorest and most excluded, are economically empowered and benefit from development.

- **Outcome 2.1** Women have increased capacity and access to economic opportunities and livelihoods at the national and sub-national levels.

### Goal 3: Women and girls live a life free from violence.

- **Outcome 3.1** The Government of Afghanistan consistently implements legal frameworks combating and preventing violence against women and girls in coordination with civil society.

### Goal 4: Peace and security and humanitarian action are shaped by women's leadership and participation.

- **Outcome 4.1** Afghanistan's gender equality commitments are integrated into the on-going political and security transition processes, to ensure gender-responsiveness and women's participation.

### Goal 5: National planning and budgeting processes promote stronger institutional accountability to gender equality commitments.

- **Outcome 5.1** National Development strategies and other national sectors' plans have specific and costed commitments to advance gender equality and women's empowerment.
- **Outcome 5.2** Mechanisms for monitoring implementation of gender equality commitments regularly generate quality data, identify evidence on gaps and performance, and provide the basis for national advocacy.

### Goal 6: A comprehensive and dynamic set of global norms, policies and standards on gender equality and women's empowerment is in place and is applied through action by Governments and other stakeholders at all levels.

- **Outcome 6.1** UN Women's ACO is recognised as the lead on global gender norms, standards and policies.

These strategic development goals are complemented by four global operational priorities for effectiveness and efficiency results:

**Drive more effective and efficient UN system coordination and strategic partnerships;**

**Institutionalise a strong culture of results-based management, reporting, knowledge management and evaluation;**

**Enhance organisational effectiveness featuring robust capacity and efficiency at country and regional levels,**

**Mobilise and leverage adequate resources.**

The ACO intends to continue prioritising national civil society partnerships for the implementation of its sub-national programming, while focusing more on support to the Ministry of Women's Affairs (MOWA) in carrying out its mandated tasks, including coordinating and advocating for improved gender-responsive planning, programming and monitoring. ACO will also continue its partnership with the ministries of Rural Rehabilitation and Development (MRRD), Justice (MOJ), Finance (MOF), Foreign Affairs (MOFA), as well as Parliament and the Independent Administrative Reform and Civil Service Commission (IARCSC), while growing partnerships with the Ministry of Hajj and Religious Affairs (MHRA), academia and other partners.

The programme will be delivered through three programmatic Pillars: Political and Economic Empowerment (PEEP), Elimination of Violence against Women (EVAWP), and Coordination and Advocacy (CAP). Under direct national managers, these three teams of national and international experts will be responsible for ensuring timely delivery, accountability, and transparency in the identification of partners and allocation of resources. Improved monitoring and evaluation tools and processes, as well as the use of third-party monitoring will support the Pillars' work and enable the ACO to report on results and impact more easily and consistently.

UN Women has also recognised that the issues surrounding gender equality and women's empowerment within the Afghan context require a

different approach. Equally, the large youth population presents both a challenge and an opportunity. The challenge will be in reaching them in a significant manner, but the opportunity to work with the future leadership and decision makers of the country compensates for any challenge. Increased engagement of youth organisations, as well as provision of capacity development in area of advocacy, knowledge and advocacy skills will underpin most of the interactions.

The second new partnership area will be men and boys, who can play a significant role as advocates and activists. This will not only bring messages to a broader audience, but will bring an air of validation as well. Key social and traditional "influencers" will be identified and supported as an entry point. The focus will be that women's rights are human rights, and that women and girls can contribute significantly to the growth of the community and nation, if only given the opportunity to participate and be heard.

The events and challenges of 2014-2017 will come regardless of wishing otherwise, and UN Women stands ready to support the women and girls of Afghanistan with a programme designed to create resiliency, raise awareness of the need to allow women to engage in the transition processes so they can also contribute to and benefit from its success, and promote gender equality within all national planning, so the needs of women and men, girls and boys, are properly met.



## II. CONTEXT AND SITUATIONAL ANALYSIS

Despite progress over the past years, all major social indicators continue to show a consistent pattern of women's disempowerment in nearly all dimensions of their lives. Since 2001, 2.5 million girls have returned to school,<sup>1</sup> but illiteracy among women remains high (87.4 per cent for women versus 57 per cent for men).<sup>2</sup> Only 6 per cent of women over the age of 25 have a formal education, resulting in gaps in the labour market. Labour force participation rates are 47 per cent women and 86 per cent men.<sup>3</sup> GDP per capita for Afghan women is one-third that of Afghan men, and they own only 1.87 per cent of land. Due to severe restrictions on mobility, only 18 per cent of women are involved in wage employment outside the agricultural sector<sup>4</sup> and women remain severely under-represented in all sectors of society. Women's mortality rate is higher than men's, even when factoring in male combatants as evidenced in the fact that there are 105 males for every 100 females. This is partly due to poor reproductive health but the Maternal Mortality Ratio (MMR) was previously one of the highest in the world and according to a 2010

USAID survey it has come down from 1600 to 327 deaths for every 100,000 live births,<sup>5</sup> which is a significant improvement. Regarding the accuracy of these figures, the southern region was not included in the survey and many areas are not reachable for security and logistic reasons.

### Population:

Although there has been no comprehensive census since 1979, the total population of Afghanistan is estimated to be somewhere between 26 and 32 million, of which 49 per cent is female and 51 per cent male. The growth rate of settled population in Afghanistan was estimated by the Central Statistics Organization (CSO) at 2.03 per cent per annum in 2010, although UN figures estimate a growth rate of 3.1 per cent for 2010-15 and the fertility rate, at between 5.3 and 6 children per woman, is one of the highest in the world. It is estimated that the settled population will double in the next 35 years if the growth rate does not reduce significantly. The population below 14 is about 46 per cent and more than 60 per cent of the population is under 20 years of age, giving Afghanistan the second largest youth bulge in the world. Although around 80 per cent of the population lives in rural areas there is growing migration to the cities and approximately seven to eight million Afghans now live in urban areas.

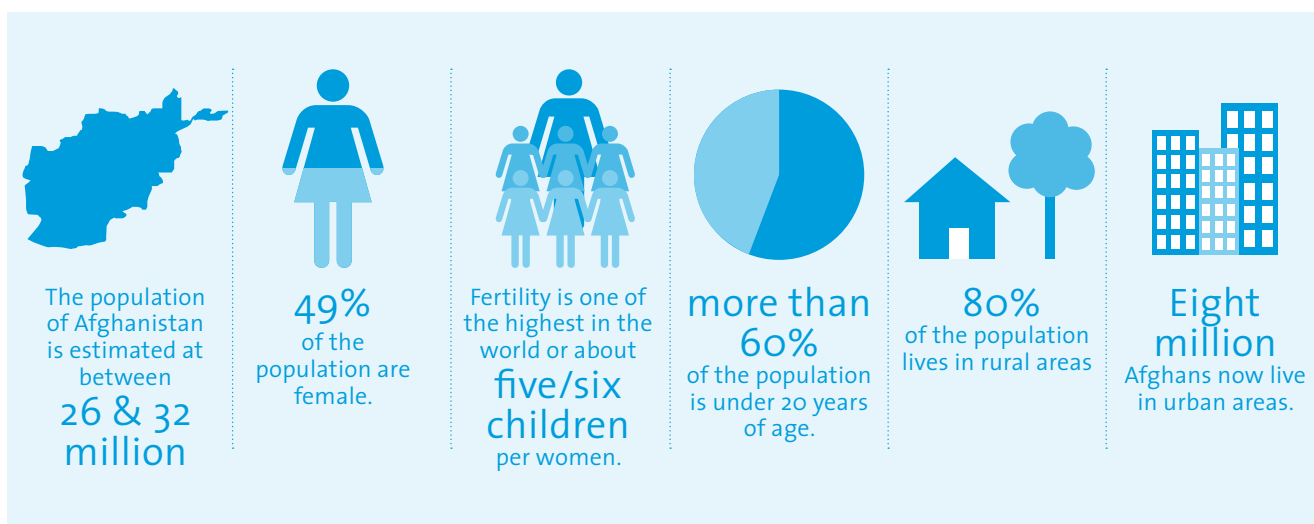
<sup>1</sup> *Women in Afghanistan, Hearing before the Tom Lantos Human Rights Commission*, House of Representatives, One Hundred and Twelfth Congress, First Session, May 3, 2011, P.26.

<sup>2</sup> USAID, *Australia's Strategic Approach to Aid in Afghanistan, 2010-2012*.

<sup>3</sup> ICON-Institute, 2009. 'National Risk and Vulnerability Assessment 2007/08'.

<sup>4</sup> Grace, Jo. "Who owns the Farm? Rural Women's Access to Land and Livestock", February 2005

<sup>5</sup> USAID-conducted Afghan Mortality Survey (2010)





## Politics and democratisation:

Democratisation in Afghanistan dates back in the 1920's under Amanullah Khan who envisioned the first elected parliament of Afghanistan. His other reforms included the enactment of the first constitution as well as the creation of schools for both boys and girls and changes to strict dress codes for women. However, Amanullah's efforts to modernise the country led to a reactionary uprising and his abdication. Other efforts at establishing liberal democracy were spearheaded by Zahir Shah, the last king of Afghanistan, who introduced a new constitution in 1964 with the intent to create a modern democratic state with free elections, civil rights and women's rights. Zahir Shah was ousted by a coup in 1973.

The next serious attempt to introduce democracy in Afghanistan was in 2001 following the Bonn Conference, which facilitated the formation of an interim government headed by President Hamid Karzai, who was elected president in 2004.

The presidential election in 2004, parliamentary and provincial council elections in 2005 and the inauguration of the Parliament shortly thereafter, marked the conclusion of the Bonn process achieving the "first step towards the establishment of a broad based, gender sensitive, multi ethnic and fully representative government".<sup>6</sup>

The current Constitution, approved in 2004, provides for an elected president and a National Assembly as the highest legislative body. The Parliament comprises two houses, the House of People (Wolesi Jirga) and the House of Elders (Meshrano Jirga). The members of the Wolesi Jirga are elected from the provinces proportionate to the population of each constituency, not exceeding 250 individuals. On average, at least two females are elected members of the Wolesi Jirga from each province as according to the Constitution at least 64 members of the Wolesi Jirga must be women. Two thirds of the members of the Meshrano Jirga are elected by the provincial councils. The remaining third is appointed by the President from amongst experts and experienced personalities, including two Persons with Disabilities, and representatives of the nomadic community. Half of the presidential nominees have to be women but in practice, out of the 102 members, only 22 are women or 21.6 per cent.

27.5 per cent of the National Assembly is female, giving Afghanistan a rank of 36 out of 190 countries globally.<sup>7</sup> Of the 420 seats in the Provincial Council 20 per cent are

reserved for women; the 2013 Election Law having reduced the 25 per cent quota enshrined in the 2010 Election Law. Moreover, about 30,000 women have an increased formal voice at community level in community councils; one woman has been appointed governor and one as Mayor. The 2009 election saw a 20 per cent increase in the number of women provincial council candidates from 2005.<sup>8</sup> However, women are under-represented in Cabinet, advisory and diplomatic posts.

Though women have achieved numbers in Parliament, their representation has yet to transform to significant influence in the political, policy-making and law-making arenas. Women elected on reserved seats are largely considered to lack constituency-based legitimacy and political authority. After the 2010 elections, only 3 women attained cabinet positions (12 per cent) and only five are deputy ministers (7 per cent).

Physical insecurity, customary practices, illiteracy and financial resources are a few of the constraints that limit women's ability to participate in the political arena. Increasing insurgency and insecurity in parts of the country contrast the secure environment required for peaceful, free and fair elections. While women and men have equal rights to register and participate as voters, accurate figures on the numbers of women registered and eligible to vote are unavailable. Fraud with women's voter cards has occurred in the past – men use the cards to vote twice, particularly in the southern and eastern provinces, which are more conservative, where women are unlikely to leave their house without male permission or a male escort, and where the illiteracy rate among women is high. Available figures for the 2010 elections show great regional disparities in voting patterns across Afghanistan, with a large number of voting stations for both men and women closed due to insecurity in areas such as Kandahar. Also in the Northeast, a large number of women did not turn up to vote, often due to lack of female polling and security officers. In 2010 observers noted that in Uruzgan only 6 out of 36 female voting centres were open on the day of the elections, due to the lack of female officers.

High illiteracy rates and difficulty in targeting women for civic and voter education hamper their participation in the democratic process. Therefore, focus for the 2014/15 elections will include civic education, engagement of civil society and key community leaders, awareness raising among male voters and candidates, and seeking alternative ways of engaging women.

<sup>6</sup> AREU, 2011, Kabul: Deconstructing "Democracy" in Afghanistan

<sup>7</sup> Inter Parliamentary Union, November 2011, Retrieved from <http://www.ipu.org/wmn-e/classif.htm>.

<sup>8</sup> UNIFEM internal data, 2009

## Economic outlook:

Afghanistan has sustained a high but unstable GDP growth over the past 10 years. Real GDP growth increased from 7.3 per cent in 2011/12 to an estimated 11.8 per cent in 2012/13, driven by an exceptional harvest. However, growth is expected to slow down in 2013/14 in line with historic patterns of instability and as result of rising uncertainty. Agriculture accounts for a quarter to one third of GDP but the sources of growth this past decade have been services (communication, transport, government services) and industry (dominated by construction). The GDP in 2011 was USD 19.18 billion and aid inflows in 2010/11 have almost equalled Afghanistan's national GDP. But as most international funding for Afghanistan is not spent in Afghanistan itself, and with much of what is spent in Afghanistan leaving the economy through imports, expatriated profits and outward remittances, its effect on the local economy is limited; the impact of a decline in aid is therefore likely to affect the development sector less than might be expected. The medium-term outlook is tainted by political and security uncertainties that are expected to limit private-sector growth in the coming years.<sup>9</sup> The country will face a number of development challenges over the next decade as growth is expected to slow to an average 4.8 per cent annually and poverty remain very high or at 36 per cent and an estimated 400,000 to 500,000 young people will enter the labour force each year. It is also concerning that less than half of the 200,000 high-school graduates each year go to higher education as most of them directly enter the labour market as unskilled workers or, what is even worse, neither get work nor further education.<sup>10</sup> Large groups of young, educated but unemployed people have proven to be a recipe for social unrest in other countries and could be so in Afghanistan if serious measures are not taken to improve governance and fight corruption.

Although poverty affects both women and men, there is evidence that women are poorer and their capacity to cope with poverty is more limited than men's. Data emerging from Afghanistan demonstrate a feminisation of poverty and an increase in the number of vulnerable women. In the Gender Development Index (GDI) which measures the difference in human development between women and men, Afghanistan again ranks above only the two lowest countries and below its neighbors Iran, Pakistan Uzbekistan, Tajikistan and Turkmenistan.

9 World Bank Group (2013) Accessed 3 June 2013. <http://www.worldbank.org/en/country/afghanistan/overview>

10 World Bank Group (2013) Afghanistan from Transition to Transformation. July 2, 2013, Senior Officials Meeting.

## Violence Against Women:

Studies confirm that VAW in Afghanistan is exceptionally high – up to 87.2 per cent of women have experienced some form of violence.<sup>11</sup> Different forms of violence are prevalent in the country: physical, psychological, economic, social, sexual violence and rape, forced and early marriage and dowry (walwar, pashcash). Some practices include families selling their pre-pubescent daughters, either as a way to boost family income and reduce mouths to feed at home, as a way to reduce (family) disputes or, in some areas of Afghanistan as “blood money” for intentional murder.<sup>12</sup> Trafficking of women and girls, or forced prostitution for reasons of poverty or drug consumption, as well as the neglect and mistreatment of female children over male children in society are also key concerns. Neglect of the girl child is the greatest single cause of sickness leading to death among girls aged between two and five.<sup>13</sup> Although no official data exists, murder of women by their husbands and other family members, including ‘honour killings,’ is widespread in Afghanistan. The likelihood of violence, other than sexual violence, is higher for women living in rural areas than for women living in urban areas.<sup>14</sup>

The proportion of women who experienced at least one form of physical, sexual or psychological violence is highest (81.1 per cent) when both the husband and wife are illiterate and is lowest when both the husband and wife are literate (69.1 per cent).<sup>15</sup> Women in couples where both partners earn a monthly income are the least likely to experience violence in any form, including forced marriage.<sup>16</sup> In general, women in the south and east of the country and in provinces with high levels of gender insecurity and widespread discriminatory traditional practices such as in the border regions with Pakistan, are more likely to experience violence than women in the rest of the country, although there is variation within regions and between different forms of violence. Forced marriage is highly prevalent in the Khost, and less prevalent in Daikundi<sup>17</sup> for example.

11 Police taking Action on Violence Against Women in Afghanistan (UNFPA 2011:33)

12 This requires the family of a perpetrator to give two virgin, young girls to the family of the victim to rebuild relations and friendship between the two families. Often these girls are mistreated and abused.

13 UNICEF report “ Domestic violence against women and children” 2005, p.6

14 Global Rights Report (2008) Living with Violence: A National report on Domestic Abuse in Afghanistan, p. 19

15 *ibid.*

16 *ibid.*

17 Global Rights Report: Living with Violence: A National report on Domestic Abuse in Afghanistan 2008: 15. 20.5 per cent of the women interviewed in Daikundi and 91.6 per cent of the sample interviewed in Khost.



It should be noted that husbands are not the sole perpetrators of violence against women in the home: mothers-in-law, sisters- and brothers-in law, as well as other male family members have also been identified as abusers by studies conducted on VAW in the country. Direct abuse, condoning violence and encouragement of sons to beat their wives is reported as common. This is not to understate the high prevalence of violence by non-family members and the effects of 30 years of conflict during which rape and Gender-Based Violence (GBV) was used as a weapon and treated with impunity. It is therefore important to address legal as well as the prevention and protection aspects of VAW through engagement of all stakeholders, with particular emphasis on men, boys and local leadership (religious, political, cultural and social). Having in mind the youth bulge it is imperative for the future of the country to focus on educating young people about the serious consequences of GBV for the wellbeing of society.

### Policy and Legislative Frameworks:

The UN-convened Bonn Agreement of 2001 brought about a different phase in Afghan history, with significant achievements for women's rights. Firstly, the Constitution affirms equal rights and obligations for men and women, underpinned by the United Nations Charter and the Universal Declaration of Human Rights. Afghanistan is signatory to the 1981 Universal Islamic Declaration of Human Rights, the 1990 Cairo Declaration on Human Rights in Islam and the 1994 Arab Charter on Human

Rights. Other key milestones include the establishment of MOWA, the 2002 Declaration of the Essential Rights of Afghan Women<sup>18</sup> and the 2008 National Action Plan for the Women of Afghanistan (NAPWA). The Elimination of Violence against Women (EVAW) Law, which came into force in 2009, criminalises acts of violence against women, and specifies punishment for perpetrators. Further, the Elimination of Violence against Women Commission and the Afghanistan Independent Human Rights Commission (AIHRC) were established to fulfil the Constitution's commitment to women's rights. Afghanistan is also a signatory of CEDAW, the Convention on the Rights of the Child (CRC) and several other human rights instruments, and the country is a party to UNSCR 1325 and associated resolutions on Women, Peace, and Security.

In July 2013 the Tokyo Mutual Accountability Framework (T-MAF) was approved, providing yet another impetus for gender equality. Its five thematic goals have the potential to support the delivery of results on priority gender equality and women empowerment concerns in Afghanistan, if given priority, in line with the NAPWA, the Afghanistan National Development Strategy - Afghanistan Gender Equality Cross-Cutting Strategy (ANDS AGE-CCS), the NPPs, the EVAW Law, CEDAW and other key international instruments that directly relate to gender equality and women's empowerment to which Afghanistan is signatory.

<sup>18</sup> 2000, Declaration of the Essential Rights of Afghan Women; Accessed March 12, 2013. <http://www.bdr.freeservers.com/custom.html>

However, Afghanistan, a member of the South Asian Association for Regional Cooperation (SAARC) has not signed the 1997 SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution nor has it ratified the 1964 UN Convention on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages. It also has not ratified 68 International Labour Organization conventions, including on forced labour, the right to unionise, social security, medical care, old age, home-work, part-time work, domestic work, and maternity protection.<sup>19</sup>

In spite of the policy and legislative framework in place, Afghanistan continues to score poorly on global indicators

19 [http://www.ilo.org/dyn/normlex/en/f?p=1000:11210:0::NO:11210:P11210\\_COUNTRY\\_ID:102945](http://www.ilo.org/dyn/normlex/en/f?p=1000:11210:0::NO:11210:P11210_COUNTRY_ID:102945)

for gender equality. The country ranked 141 out of 173 countries scored against UN global gender inequality composite indicators.<sup>20</sup> The Organisation for Economic Cooperation and Development (OECD) Social Institutions and Gender Index (SIGI) measures discriminatory social institutions across five dimensions including family discrimination, GBV, access to resources, preference for male children and access to public space.<sup>21</sup> In 2012, SIGI ranked Afghanistan 69 out of 86 countries, a slight improvement from 101 out of 102 in 2009.<sup>22</sup>

20 Human Development Report; [http://hdr.undp.org/en/media/HDR\\_2011\\_EN\\_Table4.pdf](http://hdr.undp.org/en/media/HDR_2011_EN_Table4.pdf); Accessed 12 May 2013.

21 Tackling the root causes of gender inequalities in the post-2015 development agenda, Paris: OECD.

22 Social Institutions and Gender Index. [Online]; <http://genderindex.org/country/afghanistan>.



### Political and Economic Empowerment

- Women, Peace and Governance
- Women's Economic Security and Rights"

### Elimination of Violence Against Women

- Protection and Prevention
- Access to Justice

### Coordination and Advocacy

- Normative Frameworks
- Support to MOWA

## UN Women Afghanistan Programme Pillars

## POTENTIAL IMPACT OF THE TRANSITION AND TRANSFORMATION ON WOMEN

Transition is characterised by the full assumption of Afghan responsibility for security by the end of 2014, the drawdown of most international military forces and the likely reduction in overall assistance. There are serious concerns that the transition will impact significantly on the fragile policy gains made by Afghan women in the last ten years. Should the outcome be violence and especially protracted internal insurgency, this will be extremely damaging to development. In this connection, Afghan state building processes require gender equality to be taken into account in the security-development nexus, noting that insecure environments often lead to increased GBV. Similarly, security programmes that fail to take into account the different roles of men and women in society risk being unsustainable over the long-term. Development partners must consistently incorporate gender perspectives into conflict/political analysis and align their strategies. Measures to promote the voice and participation of women should be included in state-building and service delivery strategies from the outset.<sup>23</sup>

The rhetoric around women's rights has been forceful since the international intervention in 2001 from national and international actors alike, making important contributions over the past decade to reverse some of the injustices and human rights abuses perpetrated during the civil war and under the Taliban regime. Nonetheless it has to be acknowledged that the actions taken to improve the situation of Afghan women have been inadequate and not matched the rhetoric. Reduction of aid inflows, political instability and readiness from international and national side to compromise in negotiations with the Taliban could seriously endanger the gains Afghan women have made in the past decade. Achieving gender equality, women's rights and women's empowerment is a cause requiring long term sustained support and perseverance to redress gross gendered imbalances resulting from embedded socio-cultural traditions. It is therefore imperative that the donor community shows a steadfast commitment to this cause and makes it one of the priority areas to work on during the transition, not only by engendering existing programs but also by making gender equality and women's empowerment a stand-alone goal for their future involvement.

23 DFID (2010a). "Working Effectively in Conflict-affected and Fragile Situations Briefing Paper D: Promoting non-discrimination," <http://www.dfid.gov.uk/Documents/publications1/governance/building-peaceful-states-D.pdf>



Two key international conferences, the 2011 Busan Conference on Aid Effectiveness and the 2012 Tokyo Conference, both provide a framework upon which sustainable peace and development can be forged in Afghanistan.<sup>24</sup>

The full implementation of UNSCR 1325 will be crucial in the years to come. The Resolution reaffirms "the important role of women in the prevention and resolution of conflicts and in peace-building" and stresses "the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security [...]". It urges Member States to "increase their voluntary financial, technical and logistical support for gender sensitive training efforts [...]" calling on ensuring that national training curricula for the police, armed forces judiciary, respond to the specific needs of women and girls (responding to domestic violence; sexual vio-

24 During the 2011 Busan Conference on Aid Effectiveness, Afghanistan was identified as a pilot country to implement the New Deal, with focus on new ways of engaging, emphasising and supporting transitions that are country-led and country-owned, and effective management of aid resources to ensure better results. The momentum and political support of the New Deal offers an important opportunity to advance priorities linked to women, peace and security issues in Afghanistan. Deliberate efforts must be made to ensure that: a gender perspective is applied to all analytical frameworks and approaches used to implement the New Deal; gender issues are integrated into fragility assessments, and; adequate financing is directed to women's needs and gender related priorities. High-level commitment and political will across government ministries are essential to ensure a more coordinated Afghan approach to addressing gender issues.

lence in any reparations or peace negotiations discussions, etc.); protection of women and girls in peace and war from gender-based violence (sexual violence, including rape, using women and girls as shields etc). Finally, it recognizes “the urgent need to mainstream a gender perspective into peacekeeping operations.”

Key institutions relevant to a holistic implementation of UNSCR 1325 include the security ministries (of Interior, Mol, of Defence, MoD, and the National Directorate of Security, NDS) the Afghan army, police, MOJ and the AIHRC. However awareness of their role in the implementation of the Resolution needs further enhancement and support as patriarchy and unfriendly environments for women further hamper capacity building efforts and the implementation of gender sensitive training programmes within these entities.

## PROBLEM ANALYSIS:

Underlying drivers of gender inequality and associated discriminatory social institutions continue to restrict Afghan women and girls’ access to opportunities, resources, civil liberties and power. Afghan women suffer discrimination that is multi-faceted, inter-related and self-reinforcing. Two main root causes have been identified as primary drivers of their discrimination and disempowerment. Firstly, a patriarchy rooted in tribal structures, ethnic cultures, and traditions; Afghan society is influenced by conservative traditions, customary practices, and religious interpretations which collectively serve to exacerbate gender inequalities and impede realization of women’s human rights.

Secondly, limited institutional capacities to deliver on women’s rights and empowerment have served to hinder the full implementation of policy and legislation aimed at gender equality and the empowerment of women. The implementation of NAPWA and the ANDS AGE-CCS requires knowledge, skills, systems, tools, mechanisms and processes both at the inter-ministerial and ministerial/agency levels. Poor operationalization of the NAPWA and similar policies has been hampered by: lack of understanding of the rights of women and the concept of gender responsive policy implementation; limited technical expertise in gender responsive programming, implementation and monitoring; and inadequate knowledge and/or understanding of national level policies among policy-implementers.

Within government, there is a pervasive lack of capacity to translate policies into projects and services that would uplift the conditions of the people. This is not only true for policies on gender equality but for many sectors as well, including education, health, trade, labour, economy, and others. This is compounded by a failure to link budgets to obligations, which has led to wasted funds and opportunities.

Intermediate drivers of gender inequality directly linked to the primary root causes outlined above further hinder meaningful changes in the lives of women and girls by hampering their full social, economic and political participation in their communities. These intermediate drivers include:

- Women’s subordinate social and economic position and role vis-à-vis men’s, as governed by traditional cultural codes of Afghanistan.
- Weak and narrow women agency and voices in public spheres: Women and girls have limited access to public, social, political and economic spaces. Their weak voice and low participation at all levels hinders their ability to demand Government to deliver on their constitutional rights and operationalisation of gender policy and legislation.

A strong relationship exists between discriminatory social institutions and overall development, which is a strong justification for addressing this dimension in Afghanistan’s post-2014 development agenda. A number of key concerns symptomatic of root and intermediary causes outlined above have had the effect of disproportionate development, increased feminised poverty and denial of rights.

These include: (i) Low participation in politics and governance; (ii) Continued and increasing insecurity and limited access to justice; (iii) Pervasive violence against women (VAW); (iv) limited participation in peace and reconciliation process; (v) poor access to health services; (vi) limited economic security ; (vii) inadequate access to education and high female adult illiteracy. Concerning the last item and given the fact that there exists a 48 per cent youth bulge, of which 50 per cent is female, it should be understood that ignoring the female population will have a significantly negative impact on the growth and sustainability of the national economy.



### III. UN WOMEN IN AFGHANISTAN

Originally established in Afghanistan as UNIFEM in 2002, UN Women was created in 2010, with the ACO as the largest country office. The ACO works within the frameworks of UN Women's global strategic priorities as well as the Afghanistan UN Development Assistance Framework (UNDAF) and the national frameworks of the Afghanistan National Development Strategy (ANDS), the NPPs, and the NAPWA, complemented by the Tokyo Mutual Accountability Framework (T-MAF).

UN Women has from the outset worked closely with the government, civil society, other UN agencies and donors on gender equality and women's empowerment and has supported the development, monitoring and implementation of policies that both protect and promote the rights of women. These include, but are not limited to, the development of the NAPWA, the adoption of a women's quota in the national Constitution; laws and policies to combat violence against women and girls at the national and local level; and mainstreaming gender in the ANDS. It is safe to say that UN Women has contributed to almost every major legal protection now afforded to women in Afghanistan since 2001.

Since the adoption of UN Women's country strategy in 2009, the external and internal contexts have changed considerably. A worsening security context makes direct implementation challenging. Further, there is a growing demand to enhance Afghan-led and Afghan-owned pro-

cesses as reflected in the request in the T-MAF that 50 per cent of ODA is on budget and 80 per cent is aligned with the NPPs. In this light, UN Women will focus on providing the technical support to the Government of the Islamic Republic of Afghanistan (GoIRA) in meeting its obligations within the NPPs and T-MAF, as well as guiding the UN Country Team (UNCT) in its coordination on gender mainstreaming. To this end, UN Women will strengthen its advocacy work and create new partnership to ensure the NPPs and mechanisms coming out of Tokyo are gender responsive.

Within this context, the ACO has been shifting from the projects that were developed and implemented by UNIFEM to a broader programmatic approach, to ensure a longer-term vision and planning. This is being realised through enhanced coordination and partnerships both within and outside of the UN, as well as greater linkages between its newly formed programmatic pillars of the ACO to ensure a coherent and integrated process to improve sustainable impact. UN Women is mandated to lead the coordination and coherence of the UN system for the advancement of gender equality and the empowerment of women. Indeed, in addition to its internal refocus to achieve greater impact of its operations, the ACO has taken a more deliberate approach to supporting the UNCT in mainstreaming gender through the UNDAF cycle and coordinating the UN interagency group on gender equality and the empowerment of women, as well as support-

ing external coordination platforms for the advancement of gender equality and the empowerment of women.

This process was also underlined by recommendations by a 2013 Mid Term Review, which also identified the need for more engagement and support of the MOWA and other relevant government partners, to support gender-responsive planning through improved data collection and analysis, to provide long term support to EAW through both protection and prevention approaches, and support civil society in all areas, particularly in the political and peace processes.

Based on a six month extensive bi-lateral and participatory consultation process with government, civil society, UN and other international development partners,

the ACO's operations will focus on three programmatic pillars; Eliminating Violence Against Women (EVAWP), Political and Economic Empowerment (PEEP), and Coordination and Advocacy (CAP). These pillars build on existing work, lessons learned and UN Women's comparative advantage in the country. To ensure that the work of UN Women is Afghan led as well as to support business continuity, the three pillars are managed by senior national staff, with technical assistance provided by international experts, and senior management providing overall guidance and supervision of all programming and operations.

Section IV provides more specific details as to the anticipated programmes in each pillar. It represents a continuation of most of UNW's current programming.



Photo: UN Women/Ahmad Shikib Dost



Photo: UN Women



# IV. STRATEGIC APPROACH AND DESCRIPTION OF THE PROGRAMME

As mentioned earlier, UN Women ACO develops its programming in alignment with the relevant national and international frameworks guiding gender and women's rights. The ACO supports national priorities as represented in:

- [Afghanistan National Development Strategy \(ANDS\) 2008-13](#), with particular focus on Chapters VI (Governance, Rule of Law and Human Rights) and Chapter VIII (Gender Equity);
- [National Priority Programmes \(NPPs\)](#), especially NPP1 (Strengthening Local Institutions through the NSP), NPP2 (Governance), NPP3 (Human Resources Development), NPP 5 (Law and Justice for All) and NPP 6.1 – Afghanistan Peace and Reconciliation Program, and
- [National Action Plan for the Women of Afghanistan \(NAPWA\) 2008-18](#); Pillars 1 (Security), 2 (Governance, Rule of Law and Human Rights) and 3 (Economic and Social Development).

Within the UN Country Team for Afghanistan's UN Development Assistance Framework (2010-2013), the ACO works primarily in support of Priority Area 1 (Good Governance, Peace and Stability), and Priority Area 2 (Sustainable Livelihoods: Agriculture, Food Security and Income Opportunities).

As the third and overarching tier in the hierarchy of frameworks and priorities, UN Women's Global Strategic Plan 2014-17 provides the following six programmatic priorities:

1. Women lead and participate in decision making at all levels
2. Women, especially the poorest and most excluded, are economically empowered and benefit from development.
3. Women and girls live a life free from violence.
4. Peace and security and humanitarian action are shaped by women's leadership and participation.
5. Governance and national planning fully reflect accountability for gender equality commitments and priorities.
6. A comprehensive and dynamic set of global norms, policies and standards on gender equality and women's empowerment is in place and is applied through action by Governments and other stakeholders at all levels.

It also focuses on the following four operational priorities for effectiveness and efficiency results:

1. Drive more effective and efficient UN system coordination and strategic partnerships;
2. Institutionalize a strong culture of results-based management, reporting, knowledge management and evaluation;
3. Enhance organisational effectiveness featuring robust capacity and efficiency at country and regional levels,
4. Mobilise and leverage adequate resources.

With these three reference points, the ACO will address its efforts and resources towards ensuring a robust yet focused programme that will address the needs of women as well as support those stakeholders whose engagement are essential for sustainable and positive change for the women of Afghanistan.

## UN WOMEN'S COMPARATIVE ADVANTAGE

Gender and women's rights are generally approached as cross-cutting, often resulting in glancing or diluted efforts to address the problems. UN Women is the only UN entity mandated to consider gender equity and women's empowerment as its sole focus, and therefore has the capacity to raise the issues without entanglement in other issues. It also has access to global resources in terms of technical capacity and policy advisors, able to bring the broader experience of other countries to bear on the issues facing Afghanistan.

UN Women's work is grounded in a rights-based approach and a long-standing relationship with the women's movement and gender-equality advocates as well as national women's machineries. UN Women will be guided by the UN Women Global Development Results Framework for 2014-2017 and the UN System-wide Action Plan (SWAP), that will serve to establish a common framework to harmonize understanding of, and accountability to, the UN system's work on gender equality and the advancement of women. The SWAP will establish a common set of performance standards for accountability, results-based management, human and financial resources, oversight, monitoring and evaluation as well as knowledge management. Mandated to coordinate within the UN system on gender, UN Women will reintroduce the Gender Scorecard, to monitor the degree of gender mainstreaming within the UNCT's operations at country level and hence provides a strong advocacy tool for enhanced coordination and coherence for the UN' systems work on gender equality and the empowerment of women in Afghanistan. Not only does it ensure comprehensive gender-responsive programming, it also contributes to aid effectiveness and meeting objectives set in the various international conferences on Afghanistan through coordination and joint interventions.

The ACO has a strong history in Afghanistan, working since 2002 as UNIFEM, with a predominantly national staff to ensure relevance and insight. Projects at the sub-national level are implemented almost exclusively with national civil society, as a means of strengthening capacity, as well as to heighten acceptance and community support for the initiatives. UN Women is also respected within the Government and the international community for its impartial support on gender issues, the appropriateness of the support provided, and the inclusivity of its engagement with all stakeholders.

## UN WOMEN'S APPROACH

As indicated in Section II, two main root causes of Afghan women facing discrimination and disempowerment are the patriarchal nature of the Afghan culture and society, and the limited institutional capacities necessary to fulfil the GoIRA's obligations to ensure gender equality and the empowerment of women.

In order to address the first root cause, the ACO has focussed on developing partnerships with institutions and individuals who can serve as the national and sub national voices on the issues. In a country like Afghanistan, in which men and boys face similar challenges as women

and girls in terms of access to services and the opportunity to reach their full human potential, it is important to have men and boys engaged in the dialogue, as well decision makers, especially at the community level. Therefore, the ACO is developing different ways of engaging men and boys to reduce the current tensions surrounding gender and women's rights. Similarly, through engagement of youth, we can build their capacity and influence knowledge, attitudes and practices. This will be done through civil society implementing partners, who will be charged with delivering information and messages in a culturally appropriate manner. To the degree, therefore, that the operational environment permits, we will engage with communities and their structures in an effort to gain local traction and solutions to issues facing women and girls.

The second root cause has been the motivation for much of the ACO's work in the past, with extensive support to ministries – particularly MOWA – and the building of institutional capacities, governmental and non- governmental. This work will continue, but the approach will lean more heavily on application of the skills as well as structural and functional analysis of the gender units within all ministries and their relationship internally with other departments as well as with MOWA. Additionally, by working closely with other agencies to take a more holistic and integrated approach to the challenges faced, it is hoped that this will deepen the institutionalisation of the capacities rather than having it rest within a single structure or individual. Similarly UN Women intends to expand and strengthen its partnerships with other governmental institutions, such as the MOJ, MOI, MOHRA, as well as Parliament and academic institutions, in order to ensure a comprehensive national approach to the issues facing women and girls. There will also be increased focus on building partnerships between government and civil society, to ensure a truly Afghan-led process.

ACO will also integrate the recommendations and results from the 55<sup>th</sup> Session of the CEDAW Committee into the its country programme where appropriate, as an additional vehicle for engagement with and support to the Government in promoting women's rights in Afghanistan. This will also enable the UNCT and the Government to use the results as a complementary reference framework to the TMAF, NPPs and NAPWA. There is an obligation for the Government to provide an interim report by July 2015 concerning its progress in implementing the EVAW Law and ensuring women's participation in the elections and peace processes. This will be foundational in promoting UN coordination on gender and women's rights both internally and with external partners, providing a common framework government for improved coherence and impact.



# THE PROGRAMME

ACO has been restructured internally to ensure the appropriate framework for the programmatic strategy covering the years 2014-17. While the Development Results Framework (DRF) and the Organization Efficiency and Effectiveness Framework (OEEF) references provided are from 2012-13, and outputs and activities will change over time, the priorities as indicated above continue into the 2014-17 period as they require at least five years to be properly addressed.

Below is a summary of the DRF/OEEF Outcomes and expected outputs to be addressed by each Pillar, as well as indicative activities illustrating the scope and nature of the interventions.

## A. Political and Economic Empowerment Pillar (PEEP)

The PEEP is comprised of two teams, one focusing on Women, Peace and Governance, and the other on Women's Economic Security and Rights. The two approaches intend to close the gap between women's engagement in political processes that are determining the rights of women, and creating the economic skills and opportunities that will enable women to become stronger voices in their communities and the nation.

### 1. Women, Peace and Governance

**UN Women Global Strategic Plan DRF Goal 1: Women lead and participate in decision making at all levels.**

**Outcome 1.1: Legal frameworks protecting and promoting women's empowerment and gender equality are resilient and can be implemented.**

**Output 1.1.1:** MOFA has improved capacity to coordinate inclusion of and facilitate information sharing with decision-makers, civil society, women activists and women MPs on implementation of CEDAW and UNSCR 1325

**Output 1.1.2:** CEDAW is promoted among national and international stakeholders and decision makers as a unifying framework of accountability for the inclusion and empowerment of women and girls in all spheres of public life and national processes.

**Output 1.1.3:** Parliamentarians and Provincial Council Members have the necessary knowledge of gender equality and women's empowerment concepts, national commitments and mechanisms.

**Output 1.1.4:** Civil society improves its ability to monitor, report on, and advocate for the implementation of national obligations impacting the lives of women and girls.

UN Women is responsible globally for supporting the national programming in support of SCR 1325, through engagement of the Government, civil society and the international community. The development of the National Action Plan (NAP) is underway, with UN Women providing international technical advisory support to MOFA. The focus of the ACO's involvement will be to ensure good stakeholder engagement, as well as forward-looking planning that will support the timely roll-out and implementation of the NAP. UN Women will also connect MOFA with stakeholder groups to act as monitors as well as advocates for the NAP implementation process.

Female and male MPs will be supported through building on UN Women's past work towards expanding the established Resource Centre for Women Parliamentarians (RCWP) to take a more proactive approach. The RCWP's technical staff will be monitoring all legislative processes to ensure engendered legislation. Women activists and MPs will be supported to participate in knowledge building and information sharing forums/events to gain knowledge

about SCR 1325 and CEDAW to be able to support gender equality and the empowerment of women in the country. In particular, support will be provided to the national CEDAW Committee, using the results of its recent presentation to the 55th Session of the CEDAW Committee, to develop an interim action plan, while also working to strengthen the Parliament's understanding and use of CEDAW to guide legislation and policy making. Similar outreach and advocacy will be done with the UNCT, civil society representatives and relevant ministries. ACO will continue its support to the preparation of the Government's interim 2015 and regular 2017 reports, the Civil Society Shadow Report and the UNCT Confidential Shadow Report.

UN Women will coordinate closely with UN and development actors working to build capacity of Parliamentarians. Complementarities will be sought with UNDP in relation to its Strategic Support for the Afghanistan Parliament (SSAP) programme, etc. With the elections also playing a critical role in the coming two years, it is important to ensure the engagement of women as candidates, voters and advocates.

### Outcome 1.2: Women effectively participate in and influence the 2014/2015 elections.

**Output 1.2.1:** Women, as voters and candidates for office, are supported with information, technical assistance and awareness raising initiatives before, during and after elections.

**Output 1.2.2.:** Civil society is able to monitor and advocate/ raise awareness of women's issues before, during and after elections.

**Output 1.2.3:** Key institutions or "influencers" driving public opinion/outreach on gender issues (i.e. Ministry of Hajj and Religious Affairs, Ministry of Women's Affairs, and local leaders) are able to promote positive messages for women's engagement and rights.

UN Women's programme in this area builds on lessons learned from past support to Afghan elections, including training women candidates and MPs through the UN Women-administered Resource Centre for Women Parliamentarians; establishing a hotline to monitor, report and support VAW victims in the elections; establishing a gender equality platform to champion women's rights in Parliament; and enhancing cooperation between women parliamentarians and civil society activists for promoting women's rights in Parliament.

While the elections will be the highlight of the programme, lessons learned point to the necessity of remaining engaged with the current incumbents, as they are a resource for those running for office as

well as the pioneers in terms of raising the profile of women participating in politics. Each requires significant support to find the means for engagement on issues and to ensure that the voice and perspectives of women are brought into key debates, policy formation and governance mechanisms. The ACO will initially focus on raising the understanding on gender equality principles, to raise the discussions along the lines of men and women having needs, and support to meet those needs, in order to participate politically as well as the advantages of joint perspectives on issues affecting the future of the country. This will be then further refined through consultative processes and workshops focused on the needs of women in particular before, during and after the elections, to promote greater participation of women, and to

support those who were selected to be able to fulfil their duties. Lessons learned from UN Women’s engagement since the elections in 2004 show that the candidates in general, and particularly female candidates, need to be supported through trainings on international women human rights instruments, effective campaigning, and public speaking skills, including engagement with media.

The ACO will also support civil society to organise a forum, based on the Women Situation Room model used successfully in other countries, to engage civil society in taking responsibility and providing a platform to promote public awareness on women’s rights and participation in the elections, as well as monitor, report and advocate on gender indicators throughout the electoral processes. It is anticipated that this forum will remain as a key vehicle for increasing the volume of women’s voices on a number of issues in the country after the elections. It is expected that the hotline will be operated through this mechanism, and that support and monitoring of VAW before, during and after the elections will be a primary focus, given the known gaps in security and women-friendly voting venues and procedures.

Finally, the ACO will identify and engage “influencers” – those whose voices are most respected – to increase positive messaging on women’s rights and gender equality, using the elections as a point of entry. ACO will identify male gender equality “champions” amongst academia, parliament, religious and village leaders, and influential government institutions and functions to discuss women’s rights and gender equality issues.

Within the UN, only UNDP and UNAMA are directly mandated to work with the Independent Electoral Commission of Afghanistan (IEC) and provide it with technical support. Based on consultations, UN Women will therefore focus on the engagement of civil society as a means of providing a gender lens on the electoral process as it unfolds, and to inform the necessary authorities, Afghans and the international community on issues or circumstances impacting women’s ability to participate. A Memorandum of Understanding will be developed to delineate areas of focus between UNDP and UN Women. Partnership with UNESCO on media training is also under discussion, as a means of deepening the monitoring and exposure of violations. Finally, UN Women will continue to keep the international gender community engaged through its chairing of the

Gender Donor Coordination Group, raising issues of concern that could become points of advocacy for the international community and individual donors.

### Partners:

Overall, UNDP, UNESCO, IEC, MoWA, and civil society will be the direct partners, while UN women will continue to coordinate and share information with the international community members engaged in similar activities.



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**UN Women Global Strategic Plan Development Results Goal 4: Peace and security and humanitarian action are shaped by women's leadership and participation.**

**Outcome 4.1: Afghanistan's gender equality commitments are integrated into the on-going political and security transition processes, to ensure gender-responsiveness and women's participation.**

**Output 4.1.1:** Women activists/CSOs have enhanced opportunities to participate in the peace processes.

**Output 4.1.2:** Gender equality advocates, youth, academia and community leaders have increased capacity and opportunity to influence peace building processes at the national and sub national levels.

**Output 4.1.3:** National and international stakeholders supported to conduct coordinated monitoring and advocacy on GoIRA obligations to protect the rights and safety of women and girls, particularly in insecure

Part of this is linked to the SCR 1325 activities, but for there to be a peace process that lasts, and that ensures the rights of all civilians during its implementation, it is critical to also address the actual transition and transformation occurring in Afghanistan. It is anticipated that MoFA and other key governmental stakeholders will learn from the 1325 NAP development in order to continue to promote the gender agenda through any and all peace building initiatives. Providing the tools to go beyond the NAP development towards ensuring its implementation will be an essential part of this process, and will potentially include exposure visits to other countries to better understand how to utilise the tools.

At the same time, peace must also come from the communities themselves, and youth in particular must be engaged. Therefore, awareness raising and the creation of community level advocates will be essential for a

successful process. UN Women will build on its on-going activities as entry points into the communities, while also using the results of the Oral History Project to guide the messaging and development of monitoring indicators. Through its Civil Society Advisory Group in particular, the ACO will identify appropriate means and entry points for women activists and networks to work with the High Peace Council in ensuring a gender-responsive peace process.

### **Partners:**

UN Women will coordinate its work with UN and other international actors' efforts in this area through participation in established and relevant fora. This will include enhanced presence in the Humanitarian Country Team, in which UN Women has advocated for the creation of a Gender sub working group.

## **2. Women's Economic Security and Rights**

**UN Women Global Strategic Plan DRF Goal 2: Women, especially the poorest and most excluded, are economically empowered and benefit from development.**

**Outcome 2.1: Women have increased capacity and access to economic opportunities and livelihoods at the national and sub national levels.**

**Output 2.1.1:** National decision makers recognize and endorse the WESR Strategy and Action Plan as tools for implementing NAPWA/TMAF and developing new policies promoting women's economic empowerment.

**Output 2.1.2:** GoIRA has viable models for promoting inclusive economic growth at the community level, through the provision of "safe market" environments.

**Output 2.1.3:** Local non-political leaders/"influencers" in 11 provinces support the promotion of women's economic rights, with particular focus on the most vulnerable women (female heads of household, IDPs, returnees, widows, divorcees, etc.)

**Output 2.1.4:** Women's business development associations/ networks are able to provide outreach and support to new female entrepreneurs, including most vulnerable women (i.e. widows, female headed HHs, IDPs and returnees) in 5 provinces. (Women To Women or W2W).

**Output 2.1.5:** The Independent Afghanistan Civil Service Reform Commission (IACSRC) promotes and monitors gender balance within the civil service.

Women already participate in the informal and formal economic sectors, but not in a manner that assures parity in wages, access to training, and access to economic diversity. There has been significant progress made with the development of the National Women's Economic Security and Rights Strategy, under the leadership of MoWA. Similar work with MRRD has also resulted in raised awareness of the need to systematically include rural women in the economic development of the country. The initial assessments for the "safe markets" will be completed by the end of 2013, and the implementation of the pilot activities will be undertaken from 2014 onwards. There is strong interest in this community based approach that will link planning, budgeting and skills development with gender responsive market designs. However, in order for this to be sustainable, the outreach to communities' social and cultural leaders is needed, to garner their support and enhance community engagement and acceptance. It is believed that the holistic community based approach should lead to a positive outcome.

UN Women will initiate another new initiative, namely the Women to Women/Women for Women (W2W/W4W) initiative. This initiative not only links successful business women with those wishing to engage in economic activities in the form of a mentoring and capacity development process (W2W), but also will promote women seeking to enter the market place to focus on specific products for women that only women can produce and sell, such as hygiene products (W4W). It is hoped that this approach will allow for women to find a niche market that can be filled both by women working from home as well as within the market place, without placing them in direct competition with men, thereby opening potential avenues for further economic growth and acceptance in communities' economic structures.

At the government level, it is important that opportunities for women to participate equally in the civil service. ACO will be supporting the Independent Administrative Reform and Civil Service Commission (IARCSC) through possible initiatives such as an internship/scholarship programme as well as policy advice and strengthened engagement with the educational institutions. The ACO recognises the need to integrate women's economic rights into the formal and informal education sector, and will work with UNICEF and UNESCO to promote curriculum and policy changes in this regard, as well as strengthen the existing inter-ministerial Women's Economic Security and Rights Network, chaired by MoWA, to better advocate for and monitor such issues.

UN Women's work complements UNDP's and international actors support to the MRRD. Coordination of women's economic empowerment efforts will be strengthened through UN Women's leadership, participation and strengthening of UN and external coordination platforms, including non-gender specific platforms.

### Partners:

Overall, UN partners will include UNDP, UNESCO, UNICEF, and those agencies joining the Safe Market initiative (potentially UNDP, UN Habitat, ILO, WFP, and UNICEF). UN Women will also be in close coordination and communication with the Asian Development Bank for the W2W initiative, and USAID and other actors in the small and medium enterprise sector. From the government, MRRD, MoWA and MoLSA will be key partners.



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## B. EVAW PILLAR (EVAWP)

UN Women Global Strategic Plan Development Results Goal 3: Women and girls live a life free from violence.

**Outcome 3.1: Government of Afghanistan consistently implements legal frameworks combating and preventing violence against women and girls, in coordination with civil society.**

**Output 3.1.1:** Ministry of Women Affairs has increased capacity to monitor and coordinate operations of all Women Protection Centres and Family Guidance Centres at the national and sub national levels, in partnership with other relevant ministries and civil society organisations.

**Output 3.1.2:** UN Women-funded Women Protection Centres and Family Guidance Centres provide improved and standardized services in accordance with MoWA's protocols, and in coordination with the Gender Based Violence (GBV) Referral System.

**Output 3.1.3:** National and provincial EVAW Commissions promote and monitor GBV victims' access to justice and protection in accordance with the Government's national and international commitments.

**Output 3.1.4:** National and international stakeholders improve coordination and engagement for advocacy and action to prevent GBV, with particular focus on engaging men, boys and youth.

**Output 3.1.5:** Judicial institutions and legal frameworks are responsive to the rights of women and girls in accordance with national and international commitments.

The UN Women EVAW Special Fund (SF) was established in 2008 as a multi-donor initiative that works to strengthen resource efficiency by pooling resources and expertise through multiple stakeholders, in order to provide effective responses to violence against women and girls. It operates on the basis of Calls for Proposals for specific initiatives, such as advocacy campaigns, shelter/protection initiatives and other services relevant to its purpose. The granting process is overseen by an Advisory Board comprising representatives of donors contributing to the fund, MOWA and UN partners. The EVAW SF will continue to be the primary mechanism for the Pillar.

The ACO will build on lessons learned under the EVAW SF, ensuring that the operations of Women Protection Centres continues, and that the Family Guidance Centre model will be evaluated for potential expansion, while also building the capacity of MOWA to oversee the process, and the capacity of the Implementing Partners to ensure the protocols are followed and women receive the services needed. With the on-going debate in Parliament regarding the EVAW Law and the proposed amendments from various interest groups, the ACO remains committed to its pledge to support the EVAW Commissions and Resource Centres, as communities need to understand the evidence behind the arguments in order to judge their own position on this sensitive issue. GBV will remain a priority, and UN Women's mandate to coordinate and facilitate joint advocacy by the stakeholders will be essential, as a tool for bringing together and creating a critical mass on the issues, rather than the current fractured and highly personalised approach seen at this time.

The ACO will continue to provide technical support to the policy discussions and the legal reform agenda, to monitor the interpretation and incorporation of the EVAW Law into the criminal code, and to ensure that women from the legal community and civil society are included in the process. Support to the paralegal networks being created with other development partners will be accelerated. ACO also remains committed to providing support to MOWA to ensure the VAW database as well as registration and documentation of VAW cases are sustained and functional. This will ensure that one unified set of data is accessible at national level. Strategic advisory support will be offered to the President's Office to ensure that the messaging is consistent and that the advocacy has the clout needed to be heard and acted upon.

In coordination with the CAP, the EVAWP will organise and/or support a number of advocacy and awareness raising activities, such as the Secretary-General's UNiTE Campaign against Violence against Women, ensuring engagement of all stakeholders, and promoting messaging on the issues. The ACO will ensure coherence with the MOWA's campaigning on EVAW, and optimize public outreach and awareness raising through this mechanism.

### Partners:

ACO expects to work more proactively and directly with national partners, particularly the MOJ, MOHRA, Ministry of Public Health (MOPH), MOI, Ministry of Information and Communication (MOIC)/Youth Division, the Attorney-General's Office, and the AIHRC.





Photo: UN Women

## C. COORDINATION AND ADVOCACY PILLAR (CAP)

The CAP is a new structure within the ACO, representing the specific elements of UN Women’s mandate to coordinate actors around gender issues, as well as undertake proactive advocacy on key issues concerning women and girls in

Afghanistan. At the same time, the Government, particularly MoWA, is also responsible for coordination and advocacy, both amongst and within government institutions and in partnership with civil society.

**UN Women Global Strategic Plan Development Result Goal 5: Governance and national planning fully reflect accountability for gender equality commitments and priorities.**

**Outcome 5.1: National development strategies and other national sector plans have specific and costed commitments to advance gender equality and women’s empowerment.**

**Output 5.1.1:** Existing coordination and monitoring mechanisms between MOWA, MOF, other ministries and the Central Statistics Organization (CSO) are strengthened to increase gender-responsive budgeting, planning and reporting.

**Output 5.1.2:** MoWA is able to establish stronger partnerships with MOF and the international donor community to enhance gender responsive budgeting in general and donors’ on-budget contributions in particular, in support of the TMAF gender commitments.

**Output 5.1.3:** Strengthened partnership between CSO, MOWA and line ministries for the promotion of standard gender indicators, to facilitate monitoring of GOIRA’s national and international gender commitments (UPR, CEDAW, EVAW Law, NAPWA, CSW)

**Outcome 5.2.:** Mechanisms for monitoring implementation of gender equality commitments regularly generate quality data, identify evidence on gaps and performance, and provide the basis for national advocacy.

**Output 5.2.1.** CSO will have strengthened capacity to coordinate and cooperate with government institutions to collect, analyse and disseminate gender statistics.

**Output 5.2.2:** Civil society’s capacity to monitor and advocate against on women’s empowerment and report findings is strengthened.

The primary thrust of CAP activities will be to ensure that MOWA can exercise its mandate in terms of its relations with other governmental and non-governmental partners, advocacy on women's rights and issues, and coordination to ensure the implementation of NAPWA. At the governmental or institutional level, MOWA is mandated to ensure the engendering the work of government institutions through the systemic institutionalisation of gender concerns. This is best exemplified by the gender units and in some cases gender strategies or policies being established in different ministries and institutions. It entails the creation and sustainability of gender equality in administrative, financial, staffing and recruitment and other organisational procedures which will contribute towards facilitating a transformative process institutionally, in terms of procedures, attitudes and culture.

The ACO will support MOWA to identify and advocate for opportunities for increasing meaningful participation of women in all phases of human development, political participation and the peace process, through advocating for an enabling environment promoting true empowerment for women at national and sub-national levels.

MOWA is chronically underfunded, receiving only .01 per cent of the national budget. This averages between five and six hundred thousand dollars annually, from which they must cover all operational costs as well as ensuring

and monitoring the implementation of NAPWA. To address this issue, UN Women will focus on MOWA's advocacy role and help it develop partnerships with the MOF and the CSO, to ensure gender-responsive budgeting is institutionalised, and that sex-disaggregated data are available for informed planning and targeting of programmes by the different ministries. This will also enable MOWA to measure progress in NAPWA implementation and report regularly on the status, as well as identify gaps and advocate with the relevant ministries/institutions for focused programming.

UN Women intends to establish an Information and Analysis Unit (IAU) within the CAP to collect, analyse and disseminate information as well as map and develop a database of research. This has been identified as a missing service by the donor community, and UN Women has been asked to fill this gap. The IAU would work closely with the CSO, and it is expected that it would gradually merge its services into either the CSO or MOWA by the end of 2017.

The CAP also has an outward focus in its work, supporting the ACO in its outreach to all stakeholders, both within the UNCT and the national context to fulfil obligations such as international conventions, agreements and overall coordination on action promoting gender equality and women's empowerment.

**UN Women Global Strategic Plan Development Result Goal 6: A comprehensive and dynamic set of global norms, policies and standards on gender equality and women's empowerment is in place and is applied through action by governments and other stakeholders at all levels.**

**Outcome 6.1: UN Women's ACO is recognised as the leader on global gender norms, standards and policies.**

**Output 6.1.1:** The ACO regularly provides quality information and analysis products to stakeholders.

**Output 6.1.2:** The ACO proactively coordinates and promotes advocacy initiatives with international and national stakeholders.

As part of advocacy and coordination, UN Women is charged with promoting and leading the coordination of gender equality and women's empowerment work within the UN system guiding the UNCT in fulfilling and operationalising its gender commitments. Through the chairing of the UNCT Gender Working Group (GWG), UN Women will continue to coordinate the agencies' technical staff on key issues, developing discussion papers for the UNCT's consideration, as

well as ensuring compliance with gender obligations such as Prevention of Sexual Exploitation Awareness training, and overseeing the Gender Scorecard and Gender Marker processes. This includes regular advocacy and information sharing on gender and women's issues, as well as promoting a more concrete and sustained action platform for joint programming. Already UN Women has successfully coordinated the engendering of the new Common Country Assessment

(CCA) and the UNDAF, ensuring that gender and women's rights are addressed as priorities, not just as cross-cutting issues. During the programme period, UN Women will continue to monitor the gender-responsiveness of programming under both the current and new UNDAFs.

UN Women is poised to play a central role in coordinating the commemoration of the 20th anniversary of the Beijing Declaration and Platform for Action in 2014. Following the ECOSOC resolution (July) and resolution of the General Assembly, the Commission on the Status of Women has called on countries to undertake a review and appraisal of the Beijing Platform for Action (BPA) and its implementation. The anniversary coincides with the post-2015 agenda and a new generation of development sustainable development goals which link strongly with the goal of gender equality. The ACO will work and coordinate with UN agencies and civil society organisations to support the GOIRA to undertake a National Review aimed at identifying key gaps in the implementation of the BPA in Afghanistan, their causes and priorities to close these gaps in 2014 and beyond. As part of the review, the Government will identify and commit to a set of actions necessary to accelerate implementation of the Platform in the country.

The CAP will also be supporting the other two pillars as well as senior management in the coordination of advocacy campaigns and the development of a communications strategy, ensuring cohesion in messaging both between the various elements of UN Women's work and within the UNCT.



President Ashraf Ghani and First Lady Bibi Gul Ghani with former President Hamid Karzai among the audience at the IWD 2015 celebrations in Kabul. Photo: MOWA



Women police officers graduate from a training centre in Kabul. Photo: UN Women/Ahmad Shikib Dost

## D. MANAGEMENT AND OPERATIONS

As indicated earlier, there are four global operational priorities each UN Women office must address:

1. Drive more effective and efficient UN system coordination and strategic partnerships;
2. Institutionalise a strong culture of results-based management, reporting, knowledge management and evaluation;
3. Enhance organisational effectiveness featuring robust capacity and efficiency at country and regional levels,
4. Mobilise and leverage adequate resources.

The first two have programmatic undertones, and therefore will be supported by the CAP and are reflected in the above paragraphs. The other two are more inward looking and will be addressed by senior management and the Operations team.

Recognising that the ACO receives virtually no core resources, it is imperative that all costs related to the implementation of the programme and the operations of the ACO are covered completely, to ensure the continued smooth progress of the programme. With the establishment of its own office premises, the ACO will be better able to avoid cost fluctuations in its operations, as well as better estimate its future costs against depreciation, maintenance and, if needed, expansion.

The ACO is also committed to supporting its new structure with a concrete staff development plan, to ensure that staff have the support they need to carry out their enhanced responsibilities.

Finally, many of the outputs indicated below are in direct response to the audit recommendations of 2012 and the release of the revised Programme and Operations Manual, and are aimed at ensuring an enhanced level of accountability and transparency in the ACO's operations.

### UN Women Global Strategic Plan Operational Effectiveness and Efficiency (OEE) Result 1: Drive more effective and efficient UN system coordination and strategic partnerships

**OEE Output 1.1: ACO effectively leads, coordinates and promotes accountability for the implementation of gender equality commitments across the UN System.**

**Activity 1.1.1:** ACO continues to lead the GWG, ensuring regular discussion on key gender issues to be addressed by the UN.

**Activity 1.1.2:** ACO leads UNCT gender agenda, monitoring its adherence to obligations, through supporting the application of the Gender Scorecard and other monitoring tools, and leadership of the Gender Working Group.

**Activity 1.1.3:** ACO ensures appropriate advisory support is provided that public outreach and policy decision-making outcomes are gender-responsive.

**Activity 1.1.4:** ACO participates regularly in the UNCT Programme Management Team, particularly to ensure that the new UNDAF promotes gender equality and women's rights.

**Activity 1.1.5:** ACO support to the Afghanistan National Review for Beijing +20

Within the ACO itself, UN Women is planning to establish an Information and Analysis Unit, at the request of the Gender Donor Coordination Group, to support improved evidence based planning, improved monitoring and evaluation mechanisms, and results-based outputs for its own programme as well as others'.

### UN Women Global Strategic Plan Operational Effectiveness and Efficiency (OEE) Result 2: Institutionalize a strong culture of results-based management, reporting, knowledge management and evaluation.

**OEE Output 2.1: UN Women practices results-based management.**

**Activity 2.1.1:** UN Women is a recognised hub of knowledge for achieving gender equality and women's empowerment, both through establishing its Information and Analysis Unit and support to other research/data collection initiatives.

**Activity 2.1.2:** A clear evidence base is generated from high quality research, analysis, monitoring and evaluation for learning, decision-making and accountability.

**UN Women Global Strategic Plan Operational Effectiveness and Efficiency (OEE) Result 3: Enhance organisational effectiveness featuring robust capacity and efficiency at country and regional levels.**

**OEE Output 3.1: Effective leadership and direction to advance the mandate and mission of UN Women**

**Activity 3.1.1:** The new ACO programme structure is fully staffed with capable national managers and support personnel for the full four years.

**Activity 3.1.2:** Coordination with the Regional Office and Headquarters on policy and programme issues is strengthened.

**Activity 3.1.3:** Two staff retreats convened annually to build team cohesiveness, assess progress, and ensure understanding of UN Women's strategic directions and focus.

**OEE Output 3.2: UN Women staff have the capacity and accountability for delivering results in gender equality and women's empowerment.**

**Activity 3.2.1:** A Staff Development Plan is developed and resourced to ensure all staff are trained as needed.

**Activity 3.2.2:** All new staff receive full and standard orientation/induction training, while current staff receive regular refresher training.

**Activity 3.2.3:** With support from the RO/HQ, conduct an audit of terms of reference for all staff to ensure appropriate levels of accountability and capacity requirements are reflected.

**OEE Output 3.3: UN Women promotes in its operations a culture of risk management, accountability and transparency.**

**Activity 3.3.1:** All recommendations of the 2012 Audit are completely addressed and safeguards are in place to ensure sustainability.

**Activity 3.3.2:** All implementing partners are trained in risk management, accountability and transparency obligations, including monitoring, evaluation and results-based reporting.

**Activity 3.3.3:** All programme staff are trained in UN Women's policies and procedures, and held accountable for their level of delegated authority.

**Activity 3.3.4:** Conduct essential procurement of equipment, transportation, supplies and furnishings to ensure the enabling environment for high quality implementation of the programme, including all needed to ensure MOSS compliance for the new building (this includes construction of the new facilities).

**Activity 3.3.5:** Conduct periodic programme monitoring and assessment against the DRF and OEE results to ensure coherence to the programme plan.

**UN Women Global Strategic Plan Operational Effectiveness and Efficiency OEE Result 4: Mobilise and leverage adequate resources.**

**OEE Output 4.1: Improved stewardship of resources through budget, financial, human resources and information technology management.**

**Activity 4.1.1:** All programme management staff will be fully trained and conversant regarding their respective budgets.

**Activity 4.1.2:** ICT equipment required as part of business continuity plan and to ensure standardized equipment for all staff will be procured for staff

**Activity 4.1.3:** As part of BCP, a mission of one HQ resource personnel will be requested to improve and upgrade information management systems, such as establishing a digital archiving system.

**OEE Output 4.2: Resource base is expanded and diversified to meet the demand for UN Women's catalytic and technical support, and strategic grant-making.**

**Activity 4.2.1:** Improved resource mobilization through donor information sharing and awareness raising on the ACO's programme through semi-annual All Donor meetings, dissemination of periodic information products, and participation in international fora.

**OEE Output 4.3: UN Women's communication capacity and systems provide a foundation for effective advocacy for gender equality and the empowerment of women.**

**Activity 4.3.1:** ACO Communication and Advocacy strategies developed.

**Activity 4.3.2:** ACO will continue to produce information and advocacy products such as newsletters, briefs and hand-outs as well as reports, supported by its Information and Analysis Unit.

# V. BUSINESS CONTINUITY AND RISK ASSESSMENT

Over the past year, UN Women has been completing the restructuring of the office that underpins its programmatic approach. This has been accompanied by a decision to focus on building national capacity within its office both as an obligation to Afghanistan to ensure knowledge transfer and an Afghan-led process, as well as to create a business continuity strategy in view of the potential challenges in the coming years. All the managerial posts in the programmes are reserved for national staff and the implementing partners will be national NGOs. International specialists will mainly be in supporting roles, providing specialised guidance, monitoring and evaluation.

## RISKS

### Political change:

Risks are not only in terms of changes of physical security, but also in terms of the political and social environment in which the programme is implemented. During the programme period, three levels of elections will take place, resulting in a new President and administration, new composition of Parliament, and new provincial leadership. Given the recent changes and rhetoric surrounding the EAW law in particular and the promotion of women's rights overall, it is possible that gains and support from the government might be reversed. This will be mitigated by anchoring the programme in existing national frameworks and international obligations, such as NAPWA, ANDS, CEDAW and SCR 1325.

### Access and implementation space:

Another risk linked to the first is the potential shrinking space for an enabling environment in which to address gender equality. Access to more remote areas or to areas under more conservative control, such as Taliban or warlords, is likely to be compromised and denied, especially to international actors. Therefore, the programme is taking great care to evaluate the geographic coverage anticipated, the selection of national implementing partners, and the use of third-party monitoring to provide regular feedback on the programme implementation as well as the operating environment to ensure it is both safe for implementing partners and beneficiaries, as well as to determine the scale of activities in the area.

### Mitigation:

The ACO, along with other UN entities, undergoes a review of the Programme Criticality Assessment every six months, to determine if any of the factors have changed, leading to increased or reduced risk. In the case of the ACO's activities outside of Kabul, despite the fact that national implementing partners are not considered in the Assessment, the ACO applies the same criteria to ensure that there has been no transfer of risk, and that the partners are able to perform their functions and obligations safely. UN Women is a strong advocate of the "do no harm" principle and assesses each initiative in terms of the safety of the implementers, the beneficiaries, and any potential backlash against the partnership with an international entity. The same process is required of potential partners, to ensure they have taken all into account when responding to a call for proposals.

## ASSUMPTIONS

There are two levels of assumptions taken into consideration in the designing of the Development Results Narrative. The first is internal operational and programmatic, while the second is environmental or external factors.

**Internal Operational and programmatic assumptions are as follows:**

### Available staff:

The ACO has been working to improve recruitment, to ensure faster recruitment of staff and technical assistance. We are assuming therefore that there will continue to be a pool of willing and able candidates from which to recruit. A related assumption is that through this programme approach there will be longer-termed funding which will lead to attracting and retaining staff, thereby contributing to reduced interruptions to implementation as has been witnessed in the past when security deteriorated (i.e. in 2010).

### Improved delivery and accountability practices:

With the improved internal processes based on the new UN Women Programme and Operations Manual, complemented by staff training as well as training

of implementing partners on planning, delivery and reporting, ACO assumes that there will be fewer delays in delivery, increased delivery rates, and enhanced donor and beneficiary satisfaction with results. Anti-corruption measures in all transactions will be applied, both by UN Women and its partners.

### **Longer-term funding to allow continuity:**

This Programme was developed with strong support and encouragement from the donor community and therefore it is assumed that commitments to provide the necessary funding will be realised. This will in turn allow the ACO to provide longer term funding to its partners, making their work more sustained and continuous.

**Environmental assumptions are as follows:**

### **Security:**

While it is recognised that there will be some deterioration in times of uncertainty as the transition unfolds, the UNCT has agreed to plan upon the assumption that the worst case scenario will be unlikely, and rather that there will be a sufficiently secure environment to continue activities for the most part, recognising that a few areas may be affected more significantly than others. As mentioned earlier, close communications with partners will be needed to ensure that all involved are safe.

### **Elections, both the processes and the results:**

It is accepted that the election periods will mark the most fragile moments, but the ACO programme assumes them to be temporary and that there will be sufficient social and international pressure to control outbreaks. It also assumes that there will be sufficient social and international pressure for the new government officials to respect the existing commitments of the country.

### **EVAW Law backlash:**

While there was volatile rhetoric surrounding the parliamentary debates and their aftermath, the ACO assumes that the larger debate on women's rights will be maintained, particularly by women's rights activists, civil society and the international community, potentially through earmarked funding.

### **Overall Government commitment and engagement:**

While recognising that there will be a total change of government, and a concomitant change of attitudes and the need for new engagement, the ACO assumes that the overall commitment to the TMAF, NAPWA, ANDS and international obligations will be retained and respected by the new government.



IWD Photo and Painting Exhibition, 8 March 2015. Photo Ahmad Shikib Dost



## VI. PARTNERS AND OTHER ACTORS

Under the leadership of the Government of Afghanistan, partnership includes UNAMA and other UN agencies, multilateral and bilateral donors, civil society organisations, media and other important actors. Currently the ACO is strongly supported by the governments of Norway, Sweden, Belgium, Denmark, France, Japan, Iceland, the Netherlands, Finland, Australia and a number of UN Women National Committees. Most of the donors have supported gender equality in Afghanistan through UN Women for many years. UN Women looks forward to continued partnership with existing donors and building relationships with new donors towards enhancing gender equality efforts.

UN Women implements its programmes jointly with the government ministries, UN agencies in the country and civil society organizations. UN Women partners with the government through Letters of Agreement (LOA) signed by both parties. UN Women develops annual joint work plans together with partner ministries allocating necessary resources to accomplish the programme. UN Women has a working relationship with several ministries and government institutions such as: MOWA, MRRD, MOFA, MOJ, CSO, MOF, the Parliament, the IAHRC and the IARCSC are key institutions among them.

The ACO has established a Civil Society Advisory Group, composed of individuals of stature with a track record of work on gender equality. The group has provides strategic advice to UN Women on its thematic priorities and policies and provides inputs to the DRN and the Annual Work Plan. Besides this the ACO has more than 17 civil society organisations as implementing partners who become partners through a Memorandum of Understanding (MOU) to implement mutually agreed programmes with UN Women. They are selected through a Call for Proposals process which is competitive, open and transparent. Some programmes, such as support to EAW Commissions, are directly implemented by UN Women itself, through provision of staffing and resources.

Within the UN, UN Women works closely with UNFPA and WHO regarding the GBV Referral System, and with UNDP, UNESCO and UNAMA regarding electoral support activities. UN Women also coordinates with UNDP on its support to MOWA, MOJ, and at the community level as well. As Chair of the UNCT's Gender Working Group, UN Women coordinates and participates in joint initiatives with other agencies.



# VII. MONITORING, EVALUATION AND REPORTING

As a complement to UN Women's results-based management approach, it is imperative that comprehensive and relevant monitoring and evaluation (M&E) tools are developed to enable measurement of progress and impact. UN Women's primary tool is the Development Results Framework to outline key outputs and outcomes, and is complemented by the monitoring, evaluation and research plan (MERP) and the monitoring and evaluation framework as tools for tracking results. UN Women also considers they are essential tools for improving the quality of programmes provided through partner organizations, by providing concrete positive and negative evidence.

Given the complexity of the operational environment, in terms of access, acceptability, and security, UN Women has taken measures to strengthen M&E activities and approaches for monitoring programmes and ensuring high quality programme delivery. Together with the Deputy Country Representative, Programme Management Specialist, Institutional Capacity Development Specialist and Programme Pillar Managers are dedicated for planning, monitoring, evaluation, and reporting. EAW SF has a dedicated national M&E Officer who is responsible for quality assurance of all projects supported by the Fund.

## REPORTING

UN Women has a robust reporting system which documents results, lessons learned, challenges and good practices. Each pillar submits a quarterly report to the ACO management consolidating achievements of the pillar in the reporting period. ACO submits consolidated quarterly report to the Asia Pacific regional office which becomes part of the regional reporting to the UN Women headquarters. ACO submits annual reports to the UN Women headquarters outlining achievements of the year under each SPO goal and outcome as per the online system.

ACO submits reports to each donor as agreed in agreements signed with donors. It will also outline the remaining indicators to be monitored, and activities to be implemented for the rest of the project. Donor reports are prepared according to a reporting template. Donor reports accompany financial reports issued by the finance section of headquarters covering the reporting period.

Given the high burden of reporting from all donors, it has been agreed by most of UN Women's donors that the annual reporting process, complemented by brief narratives on a more frequent basis, is most realistic.

## MONITORING

Monitoring is done through systematic reporting and monitoring visits. At the service delivery level, the implementing partners will be responsible to monitor the activities and ensure the quality of services. However, UN Women will also employ third-party monitoring to verify reporting by implementing partners. During the monitoring visits, oral feedback will be given on the spot, while the written feedback will be provided later for improving the quality and performance of the services.

On the job training by UN Women will be one of the key activities for transferring of skills and knowledge. The on-the-job trainings will be carried out through a number of mechanisms that include supportive supervision, sharing new ideas and knowledge, organizing forums, identifying the gaps and corrective measures.

One of the challenges in Afghanistan is access to security risk areas by UN Women staff. As a solution to this, UN Women has taken necessary measures to outsource the monitoring of some of the programmes such as EAW SF supported projects in different provinces to an outside company. Contracting third party monitoring will ensure that conduct onsite data verification of the reports submitted by the IPs operating the facilities to UN Women. Finally, EAW SF M&E Officer will also conduct random spot monitoring visits to verify the findings of the third party monitoring and ensure that proper assessments and reporting are being done.

## EVALUATION

Evaluation is conducted according to the Monitoring and Evaluation Reporting plan approved by and agreed with the headquarters and in line with agreements signed with donors. ACO conducts evaluations using external, independent evaluators as per the UN Women evaluation policy and guidelines. Midterm and final evaluations will be conducted.

## DATA COLLECTION

UN Women gives high priority to data collection for planning, tracking implementation and proving results. UN Women is to establish an “Information Management Unit” to streamline data and information management which will be a hub for UN Women and for other UN agencies and organisations. Performance data will be tracked against targets and presented in

quarterly and annual reports. In addition, during visits to project sites, reported data will be verified against documents, and feedback will be provided to the implementing partners. Any challenges faced in the collection of data will be discussed with all partners to identify a common solution. UN Women will share data with other UN agencies such as UNOCHA to triangulate information and validate third party monitoring.

## VIII. INDICATIVE RESOURCES

The below table outlines estimated available and required resources for the DRF period. Core is not indicated beyond 2014 as it is not guaranteed.

### Afghanistan DRF 2014-2017 Budget Summary (Updated as of June 2015)

	2014		2015		2016			2017		
	Core Available	Non Core Available	Core Available	Non Core Available	Core Forecast	Non Core Available	Non Core To Be Mobilised	Core Forecast	Non Core Available	Non Core To Be Mobilised
1.1		887,956		902,065			872,750		1,056,179.00	26,571
1.2		543,365		506,273.90			750,000			950,000
2.1		408,053		1,712,258		1,307,654.54	2,000,000			3,000,000
3.1		8,648,049		7,978,710		941,337.64	8,000,000		629,444.00	9,370,556
4.1		472,250		505,492.00			870,000			640,000
5.1		628,313		947,195.00		775,735.00	232,265		626,723.00	381,277
5.2		805,000		568,000.00			665,000			665,000
6.1		76,461.00		177,080.00			850,000			850,000
<b>TOTAL</b>	<b>-</b>	<b>12,469,447</b>	<b>-</b>	<b>13,297,074</b>		<b>3,024,727.18</b>	<b>14,240,015</b>		<b>2,312,346.00</b>	<b>15,883,404</b>

### Afghanistan OEEF 2014-2017 Budget Summary (updated as of June 2015)

	2014		2015		2016			2017		
	Core Available	Non Core Available	Core Available	Non Core Available	Core Forecast	Non Core Available	Non Core To Be Mobilized	Core Forecast	Non Core Available	Non Core To Be Mobilized
1.1.2.			20,000	60,000			100,000			100,000
2.1.1.				416,989			500,000			500,000
3.1	1,175,513	1,094,847	1,213,113	1,250,992	1,211,000	1,269,558	600,000	1,272,000	1,360,471.40	800,000
3.2.	70,000	5,000	40,000	60,202		5,764	45,236			51,000
3.3.	534,226	1,292,759	58,400	2,384,514	540,000	761,500	700,000	682,287		944,500
4.1.		20,000	42,000	18,000		14,000				14,000
4.2.			12,000			17,000		5,000	862,085.40	12,000
4.3.	30,000		50,000	796,099		1,035,957				50,430
<b>TOTAL</b>	<b>1,809,738.88</b>	<b>2,412,606</b>	<b>1,435,513</b>	<b>4,986,796</b>	<b>1,751,000</b>	<b>3,103,779.00</b>	<b>1,945,236</b>	<b>1,959,287</b>	<b>2,222,556.80</b>	<b>2,471,930</b>

### TOTAL DRF/ OEEF 2014 - 2017 Budget Summary (updated as of June 2015)

Total Core 2014/17	Available	To Be Mobilized	TOTAL
	3,245,251	3,710,287	6,955,538
Total Non Core 2014/17	43,829,331	34,540,585	78,369,916
<b>TOTAL</b>			<b>85,325,455</b>

# SAY NO UNITE

## TO END VIOLENCE AGAINST WOMEN

### 16 THINGS YOU CAN DO TO HELP END VIOLENCE AGAINST WOMEN AND GIRLS

1



TELL PEOPLE THAT VIOLENCE AGAINST WOMEN AND GIRLS IS NEVER OK.

2



IF YOU SUSPECT THAT A WOMAN CLOSE TO YOU IS BEING ABUSED, LISTEN TO AND SUPPORT HER. TELL HER THERE ARE PEOPLE WHO WANT TO HELP.

3



BELIEVE WOMEN WHEN THEY TELL YOU THEY'VE BEEN RAPED OR ABUSED. DON'T ASK ABOUT THEIR BEHAVIOR AND WHAT THEY WERE WEARING. LISTEN TO WHAT THEY SAY WITHOUT JUDGING THEM. WOMEN NEVER ASK FOR NOR DESERVE TO BE RAPED OR ABUSED!

4



LEARN ABOUT VIOLENCE AGAINST WOMEN AND WHAT CAUSES IT. YOUR EDUCATION IS A TOOL TO END IT!

5



TEACH BOYS AND YOUNG MEN ABOUT HOW TO BE MEN IN WAYS THAT DON'T INVOLVE DEGRADING OR ABUSING GIRLS AND WOMEN. LEAD BY EXAMPLE!

6



ENCOURAGE AND SUPPORT THOSE PEOPLE IN YOUR COMMUNITY WORKING TO END ALL FORMS OF VIOLENCE AGAINST WOMEN AND GIRLS.

7



TALK TO FAMILY AND COMMUNITY MEMBERS ABOUT HOW VIOLENCE AND FEAR OF VIOLENCE AFFECT THE DAILY LIVES OF WOMEN AND GIRLS. TALK ABOUT HOW YOU CAN SUPPORT EACH OTHER TO HELP END VIOLENCE.

8



MAKE YOUR HOME VIOLENCE-FREE. CHILDREN WHO HAVE WITNESSED OR SUFFERED FROM GENDER-BASED VIOLENCE, ARE MORE LIKELY TO BECOME VICTIMS AND ABUSERS LATER IN LIFE.

9



RAISE YOUR SONS AND DAUGHTERS TO BE EQUAL AND TEACH THEM THAT THERE IS NOTHING THAT BOYS CAN DO THAT GIRLS CANNOT.

10



VOLUNTEER TO WORK WITH VIOLENCE AGAINST WOMEN AND GIRLS PREVENTION PROGRAMMES IN YOUR COMMUNITY!

11



SHARE THE DECISION-MAKING WITH WOMEN IN YOUR LIFE. DISCUSS THINGS WITH YOUR PARTNER AND RESPECT HER OPINIONS.

12



IF YOU ARE ANGRY, COUNT TO 10 BEFORE REACTING TO SOMETHING YOU HEAR OR SEE.

13



IF A BROTHER, FRIEND, CLASSMATE OR TEAMMATE IS DISRESPECTFUL TO OR IS ABUSING A WOMAN OR A GIRL, DO NOT LOOK THE OTHER WAY - INSTEAD, FIND A WAY TO TALK ABOUT IT WITH THEM. REMEMBER THAT SILENCE IS AFFIRMING - WHEN WE CHOOSE NOT TO SPEAK OUT ABOUT VIOLENCE AGAINST WOMEN, WE ARE SUPPORTING IT.

14



WORDS ARE VERY POWERFUL, ESPECIALLY WHEN SPOKEN BY PEOPLE WITH POWER OVER OTHERS. REFER TO WOMEN AS EQUALS AND DON'T USE DISRESPECTFUL WORDS!

15



JOIN THE 16 DAYS OF ACTIVISM AGAINST GENDER VIOLENCE CAMPAIGN FOR WOMEN, GIRLS, MEN AND BOYS WHO WANT TO SPEAK OUT AGAINST VIOLENCE AGAINST WOMEN AND GIRLS.

16



TELL US WHAT YOU HAVE DONE TO STOP VIOLENCE AGAINST WOMEN AND GIRLS. WE WANT TO LEARN FROM YOUR EXAMPLE!

Say NO- UNITE to End Violence against Women is a global platform for advocacy and action and records what individuals, organizations and governments worldwide are doing to end violence against women. Whether you organize workshops, reach out to students, advocate for better policies, or implement new laws, post your actions on [saynotoviolence.org](http://saynotoviolence.org)

United Nations Secretary-General Ban Ki-moon's UNITE to End Violence against Women campaign aims to prevent and eliminate all forms of violence against women and girls in all parts of the world by 2015.

Through UNITE, the entire UN system is joining forces with governments, civil society, women's organizations, young people, the media and the private sector to raise public awareness, increase political will and resources, and strengthen partnerships to end violence against women and girls. For more information, go to [unitetoendviolence.org](http://unitetoendviolence.org)



Without Routine Entry for Deacons, Equality and the Empowerment of Women



UN WOMEN AFGHANISTAN  
UNOCA Compound, Kabul

<http://www.unwomen.org/en/where-we-are/asia-and-the-pacific>