

## Briefing Paper January 2018

## NAP 1325: Implementation Opportunities and Challenges in 12 Provinces

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This briefing paper is based on the findings from the second round of monitoring as part of the “NAP 1325 Monitor” project, funded by the Swedish International Development Cooperation Agency (Sida). The data were collected between May and August 2017 through key informant interviews and focus groups discussions with a total of 739 individuals from in rural and urban areas across 22 districts and twelve provincial centers within 12 provinces in the Northern, Eastern, Western, Central, and Southern zones of Afghanistan. The full monitoring report is available from: <http://appro.org.af/publication/nap-1325-monitor-monitoring-cycle-2-may-august-2017/>.

The remainder of this paper highlights the positive characteristics conducive to interventions toward implementing Afghanistan’s NAP 1325 and the key challenges that need to be overcome for successful implementation.

### Kabul

#### Positive Characteristics:

- Capacity building programs such as the PROMOTE project, funded by USAID, have to some degree been effective in raising women’s capacity and improving their participation in the civil service and political leadership.
- The High Peace Council (HPC) in partnership with the Ministry of Women’s Affairs (MoWA) has initiated the “Peace with Mothers” program to engage women in the formal and informal peace processes.
- Monitoring programs by the United Nations Assistance Mission to Afghanistan (UNAMA) and the

Afghanistan Independent Human Rights Commission (AIHRC) have been effective in improving the implementation of the EAW Law.

- There have been some positive changes in women’s recruitment in the formal justice system due to an increase in the number of female graduates from law institutions.
- Female victims of violence have been provided with legal assistance and defense lawyers by the Justice Department.
- International Psychological Organization (IPSO) provides psychological assistance to female victims of violence in some of the public hospitals in Kabul.

#### Challenges:

- No women are employed in the civil service in Khak Jabar and Istalif districts of Kabul province, except for female teachers.
- Restricted access to female prisons is an obstacle for clear monitoring of the facilities and the conditions of female prisoners.
- Women are sexually harassed in the security forces, in some cases by the high-ranking officials.
- There is no specific entity to which women can report cases of violence and female victims are sent back and forth between different institutions.

### Balkh

#### Positive Characteristics:

- There have been several capacity building workshops by national and international NGOs to enable women to qualify for high-level positions in

government entities.

- Awareness raising campaigns on women's role in the security sector, and financial incentives such as additional salary for female staff of the security agencies have resulted in increased participation of women in the security sector
- Women from civil society organizations have been consulted and involved in drafting the policy of the PPC.
- The Department of Justice has conducted awareness raising programs for women and local communities on women's rights and the provisions of the EVAW Law on gender-based violence.
- Provisions of psychological health care for female victims of violence has improved and survivors of gender based violence are provided with psychological help by national institutions such as the Department of Women's Affairs and international organizations such as the Swedish Committee for Afghanistan.
- The Department of Public Health has established mobile health teams in IDP camps to provide basic health care for IDP families.

#### **Challenges:**

- Women's participation in the judicial institutions in Balkh province remains limited and there are no women in the judicial entities in Balkh City and Khulm district of the province.
- Female prisoners are prone to sexual violence and their cases are not processed in a timely manner.
- Most cases of violence against women, particularly cases of domestic violence, are settled by traditional councils, thought by most women as being biased against women.
- Access to education for IDPs has deteriorated in the last several months as the Department of Education has not taken any measures to assure access to education for children of the newly displaced families.

### **Bamyan**

#### **Positive Characteristics:**

- Measures by the Independent Administrative Reform and Civil Service

Commission (IARCSC) to assure transparency in the recruitment processes have been effective in increasing women's participation in the civil service.

- There has been a 21 percent increase in women's participation in the civil service in general, 34 percent in the education sector, and 50 percent in the judicial sector.
- The Provincial Police Headquarters (PPH) in coordination with religious leaders has conducted awareness campaigns to encourage women to join the security forces.
- Treatment of women in the judicial institutions has improved, reportedly due to increased awareness and better monitoring of these institutions.
- There has been an increase in reported cases of violence against women, at least in part due to increased awareness of rights among women.

#### **Negative Characteristics:**

- There are no women in the police force and formal justice institutions of Shibar and Yakwlang districts of Bamyan province.
- There are allegations of sexual harassment by ANP male officers of women in public spaces.
- Violence against women has increased in the last several months in Bamyan, reportedly due to increased poverty and unemployment.
- There are charges of discriminatory treatment of women in the formal justice system.
- Access to health and education services remains limited.

### **Daikundi**

#### **Positive Characteristics:**

- The Independent Elections Commission (IEC) has dedicated a number positions to women to meet its obligation to meet the 30 percent quota for the minimum number of women in civil service.
- Female members of the Provincial Council of Daikundi have played a active role in the peace process in Ashtarlay and Miramor districts of the province.

- Women's participation in the formal justice system has increased in Daikundi province with two female prosecutors having been appointed.
- In efforts to implement the EAW Law the province has established a dedicated court unit and has been cooperating with AIHRC to monitor the workings of the court unit.

**Negative Characteristics:**

- Women's role in the Provincial Peace Council remains symbolic.
- Women's harassment in public spaces has increased in Shahristan district.
- Conditions for female prisoners have deteriorated, particularly in terms of access to proper food and living accommodation.
- Women's access to health services has deteriorated.
- Public hospitals do not provide adequate psychological service for female victims of violence.
- Women in safehouses continue to suffer from the lack of access to their basic needs and are prone to sexual harassment.

**Herat**

**Positive Characteristics:**

- Several projects, including PROMOTE, have been implemented in Herat to raise women's capacity and increase their participation in the civil service.
- Conditions for women in female prisons is said to have improved in the last several months with the inmates receiving vocational training and adequate health care services.
- There have been efforts to implement the EAW Law and collaboration between provincial authorities and AIHRC and civil society organizations to monitor such efforts.
- Women play a unique and significant role in the agriculture sector, particularly in saffron production.

**Negative Characteristics:**

- There are complaints of female personnel of the security agencies not being respected by their male colleagues and being assigned to

perform menial tasks such as cleaning and making tea for their superiors.

- There are reports of female victims of violence referred to formal justice institutions facing sexual harassment and improper behavior by male officials.
- There are no women employed in the civil service in Karukh and Ghoryan districts of the province.

**Kandahar**

**Positive Characteristics:**

- Awareness raising programs have been conducted to encourage women to participate in the civil service and the security sector.
- Women are actively involved in some local councils that preside over cases of violence against women.
- The behavior of the security forces toward women has improved, attributed to awareness programs conducted for the staff of the security agencies.
- Reporting of cases of violence against women has increased, attributed to increased awareness among women of their rights and the supporting legal provisions.
- Access to education has improved for women in Kandahar, reportedly as a result of an increase in the number of female teachers in girls' schools.

**Negative Characteristics:**

- Women's participation in the civil service remains limited in Arghandab and Daman districts.
- Female government employees, particularly in Arghandab and Daman districts, continually face threats from extremists and armed oppositions groups.
- The implementation of EAW Law remains limited in rural districts.
- Women with home-based crafts making businesses have limited access to markets.
- There are no safehouses for survivors of violence against women in Kandahar province. Female victims with no shelter are kept in the female prison.

## Khost

### Positive Characteristics:

- There have been improvements in the communities' perception of women working in the health services and increases in the number of female health associates.
- Civil society organizations have been conducting awareness campaigns to encourage women to participate in the coming elections.
- Conditions for women in the female prison in Khost province has improved and female prisoners are provided with proper food and housing.
- Women's treatment by the security forces has improved.
- Awareness programs conducted by governmental institutions and civil society organizations are said to have contributed to decreasing levels of violence against women.
- The practice of *baad* is reported to have reduced significantly in the provincial center and Nader Shah Kot and Mandozayi districts.

### Setbacks (Negative Characteristics):

- There are no women employed in the civil service in Nader Shah Kot and Mandozayi districts, except for female teachers.
- Social disapproval of women working in the security forces combined with family restrictions of women working more generally impedes women's participation in the security sector.
- Women's awareness of and interest in elections remain low.
- Implementation of the ERAW Law has been weak, attributed to a generally weak rule of law and corruption in the law enforcement institutions.
- A majority of cases of violence against women are presided over by the traditional justice institutions such as local councils and *jirgas* which are predominantly patriarchal and discriminatory toward women.
- There are no safe houses for female survivors of violence in Khost province.

## Kunduz

### Positive Characteristics:

- A significant number of women have been recruited by the Department of Education and Department of Women's Affairs as part of the PROMOTE program.
- Female victims of violence are provided with lawyers by the Afghanistan Lawyers' Association to process their cases in formal justice courts.
- Implementation of the ERAW Law has improved in Kunduz City, with several cases of violence against women having been ruled on based on the law.
- Treatment of cases of violence against women by formal justice institutions has improved in Kunduz City.
- Gender based discrimination against women is said to have decreased in formal justice institutions.
- The Department of Public Health has established mobile health teams in the IDP camps to provide basic health services.

### Negative Characteristics:

- Insecurity has impeded women's employment in the civil service and the security sector.
- Insecurity has lessened women's interest in elections and participation in politics more generally.
- Women's access to justice is limited in Imam Sahib district, largely due to the stronger presence of armed opposition groups in the district.
- Conditions for female prisoners are reported to have deteriorated, with inmates lacking adequate food and health services.
- There are reports of female inmates being sexually harassed.
- Some perpetrators of violence against women avoid prosecution by fleeing to territories controlled by armed opposition groups.
- Insecurity hinders women's access to education and health services, particularly in insecure districts with higher presence of the armed opposition groups.

## Laghman

### Positive Characteristics:

- Women's participation in the security sector has increased in the provincial center (Mehtarlam) and Qarghayi district, due reportedly to increased awareness of women's positive role in the security forces.
- Reforms in the formal justice sector and programming to increase women's awareness of their rights are said to have resulted in an increase in access to justice for women.
- Security forces have been provided with awareness training sessions on women, peace and security through the Human Rights Department of the Police.
- Public awareness programs conducted through the Department of Women's Affairs and partner NGOs are said to have reduced the levels of violence against women in the province.
- Women in the safehouses in Laghman are provided with adequate accommodation, food, healthcare and vocational training.
- Mobile health centers have been established in IDP camps to provide health services for IDP families.

### Negative Characteristics:

- Female staff in the security forces are prone to sexual harassment at the workplace and gender based discrimination in the promotion process.
- Insecurity, particularly in districts controlled by the armed opposition groups, is a major deterrent to women's participation in elections and involvement in politics.
- Insecurity impedes women's access to formal justice, particularly in insecure districts.
- Improper treatment of women in the formal justice system discourages most women from reporting cases of violence.
- Women who report cases of violence to formal justice institutions run the risk of retaliatory violence and social stigmatization.

- There are no provisions to prepare women in shelters for post release and return to their communities.

## Nangarhar

### Positive Characteristics:

- Awareness programs for security agencies are said to have been effective in reducing workplace harassment of women in the security sector.
- The Ministry of Interior and Ministry of Defense have been conducting public outreach and awareness campaigns to encourage women to join the security forces.
- There has been a higher number of women reporting cases of gender based violence to the law enforcement entities, attributed to a number of awareness raising campaigns on women's rights.
- AIHRC has conducted awareness seminars on women, peace and security for personnel of the security forces, reportedly resulting in better treatment of women in the security forces.
- Women's treatment in the formal justice system has improved as female victims are provided with relief and support services and their cases are adequately addressed.
- Widowed women have been provided with vocational courses on crafts making to enable them to undertake income generating activities.
- Mobile health centers have been established to provide basic healthcare to IDP families in some of the IDP camps, mainly in the provincial center.

### Negative Characteristics:

- The complaints mechanism in public institutions are not sufficiently responsive women's complaints about sexual harassment at the workplace.
- Women who want to join the security forces fear social stigmatization and opposition from their family members.
- The EVAW Law is poorly implemented and is not monitored adequately.
- Corruption in the formal justice system discourages women from reporting cases of violence and sexual harassment.

## Nimruz

### Positive Characteristics:

- A commission has been established by the Governor's office to address women's recruitment in public institutions in Nimruz province, resulting in an increase in the number of women in the municipality, the prosecutor's office and the security agencies.
- Awareness workshops conducted for the employees of governmental organizations have been effective in reducing harassment of women at the workplace.
- Eight female prosecutors have been appointed in the formal justice system.
- The Department of Women's Affairs has been regularly monitoring the cases of violence against women in courts and provides legal assistance for female victims of violence.
- Public awareness programs conducted through media and mosques have been effective in reducing violence against women in the provincial center of Nimruz.
- Mobile health clinics have been established in IDP camps to provide basic health services for IDP families.

### Negative Characteristics:

- A number of female officers in the security forces have resigned from their positions due, reportedly, to treats and sexual harassment.
- A majority of cases of violence against women are not reported to the formal justice authorities, due to a preference for the traditional justice institutions which tend to be discriminatory toward women.
- Sexual harassment and violence against female detainees have increased in the female prison in the provincial center.
- There is no psychological health support for survivors of violence against

women in the province.

- Female IDPs lack access to education.

## Samangan

### Positive Characteristics:

- A significant number of women have been recruited in the education sector in Aybak and Hazrat Sultan districts.
- Public awareness campaigns to encourage women to join the security forces are said to have been instrumental in the recruitment of policewomen.
- A higher number of cases of violence against women have been reported to the formal justice institutions, attributed to higher levels of awareness among women of their legal rights.
- Female victims of violence receive legal support and are assisted by defense lawyers from Afghanistan Lawyers Association.
- Formal justice institutions are said to have improved their handling of women's cases.
- There are psychological counseling programs for female victims of violence.

### Negative Characteristics:

- Women continue to face familial and social barriers to employment in the civil service and security sector.
- Women and female victims of violence are not adequately treated by the police.
- A majority of cases of violence against women stay unreported due to the low level of awareness among women of their legal rights.
- Provisions of aid and support for widowed and disabled women remain inadequate.
- There have been no specific programs to ensure female IDPs' access to education and health services, or to adequately address their basic needs.