

Gender Audit of the National Budget of FY 1395/2016

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A map of Afghanistan showing its provincial boundaries and names. The provinces are color-coded and labeled as follows: Faryab, Badkhash, Herat, Ghor, Daykundi, Uruzgan, Helmand, Kandahar, Zabul, Ghazni, Paktia, Paktika, Khost, Kunuz, Takhar, Badakhshan, Nuristan, Laghman, Shinwari, Nangarhar, Kapisa, Parwan, Samangan, Baghlan, Vardak, Bamyan, Sar-e-Pul, Jawzjan, Balkh, and Bada Khan. Neighboring countries are labeled: Uzbekistan to the north, Turkmenistan to the northwest, Kyrgyzstan to the northeast, China to the east, Pakistan to the south, and India to the southwest. A scale bar at the bottom indicates distances from 0 to 400 Kilometers. A north arrow is located in the top left corner.

Source: Demographic and Health Survey, 2015

Table of content

Executive Summary	6
Since the end of the Taliban regime in 2001, Afghanistan has made remarkable progress in improving the living situation of its population in general, and its womanfolk in particular. Progress is most visible in education and health, while the economic empowerment of women lag behind. Progress is also unevenly distributed between regions and among social groups, as well as between rural and urban areas.	
1 Background.....	15
1.1 Gender equality in Afghanistan – achievements and challenges	15
1.2 Gender Responsive Budgeting as a strategy to promote gender equality	16
1.3 Objectives of the present study	17
1.4 Methodology and limitations of the study.....	17
1.5 Structure of the study.....	18
2 Gender equality commitments.....	19
2.1 International commitments	19
2.2 National commitments.....	19
3 The approach of Gender Responsive Budgeting	23
3.1 GRB at the international level	23
3.2 Definition of Gender Responsive Budgeting	25
3.3 Gender Responsive Budgeting in Afghanistan	26
3.4 Dimensions to analyse the budget	27
3.5 Classification of expenditures	29
4 Structure of the National Budget for FY 1395/2016	30
5 Population structure in Afghanistan	0
6 Public employment.....	3
7 Direct transfers to private households.....	7
8 Public procurement	9
9 Education and Higher Education	10
9.1 Situation analysis	10
9.2 Budget allocations	32
9.3 Public employment.....	47
9.4 Summary and sector-specific recommendations.....	48
10 Public Health.....	50
10.1 Situation analysis	50
10.2 Budget allocations	59
10.3 Public employment.....	68
10.4 Summary and sector-specific recommendations.....	69
11 Agriculture and Rural Development.....	70
11.1 Situation analysis	70
11.2 Budget allocations	71
11.3 Public employment.....	90
11.4 Summary and sector-specific recommendations.....	92
12 Social protection sector	93

12.1	Situation analysis	93
12.2	Budget allocations	93
12.3	Public employment.....	103
12.4	Summary and sector-specific recommendations.....	104
13	Conclusion and general recommendations.....	105
14	Bibliography.....	109
15	Annexes	112
1.	Background.....	116
2.	Process of GRB implementation.....	116
3.	Requirement for all Ministries/Budgetary Units.....	117
4.	Requirements for GRB Pilot Ministries.....	117
5.	Support to the Pilot Ministries	119

Abbreviations

AAAA	Addis Ababa Action Agenda
ACO	Afghan Country Office of UN Women
AMICS	Afghanistan Multiple Indicator Cluster Survey
AMS	Afghan Mortality Survey
ANDS	Afghanistan National Development Strategy
ANPDF	Afghanistan National Peace and Development Framework
AREU	Afghan Research and Evaluation Unit
CEDAW	Convention of the Elimination of All Forms of Discrimination Against Women
CGA	Controller General of Accounts
CSO	Central Statistics Organization
FfD	Financing for Development
FLFP	Female Labour Force Participation
FY	Fiscal Year
GDP	Gross Domestic Product
GII	Gender Inequality Index
GRB	Gender Responsive Budgeting
GRBI	Gender Responsive Budgeting Initiative
HDI	Human Development Index
IARCSC	Independent Administrative Reform and Civil Service Commission
LoA	Letter of Agreement
MAIL	Ministry of Agriculture, Irrigation, and Livestock
MDG	Millennium Development Goal
MIS	Management Information System
MoE	Ministry of Education
MoF	Ministry of Finance
MoHE	Ministry of Higher Education
MoLSAMD	Ministry of Labour, Social Affairs, Martyrs, and the Disabled
MoPH	Ministry of Public Health
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
NGOs	Non-governmental organizations
NRVA	National Risk and Vulnerability Assessment
NUG	National Unity Government

PPP	Purchasing Power Parity
SPI	Social Protection Index
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme
UNSCR	United Nations Security Council Resolution
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WEE- NPP	Women's Economic Empowerment National Priority Programme

Executive Summary

Since the end of the Taliban regime in 2001, Afghanistan has made remarkable progress in improving the living situation of its population in general, and its womanfolk in particular. Progress is most visible in education and health, while the economic empowerment of women lag behind. Progress is also unevenly distributed between regions and among social groups, as well as between rural and urban areas.

Since the Fourth World Conference on Women held in Beijing in 1995, Gender Responsive Budgeting (GRB) has become one of the internationally acknowledged most important approaches to advance women's empowerment, gender equality, and women's rights. In the outcome document of the Conference, the Beijing Declaration and Platform for Action, Governments agreed to promote the "integration of a gender perspective in budgetary decisions on policies and programmes, as well as the adequate financing of specific programmes for securing equality between women and men".

The Government of Afghanistan is strongly committed to improve the situation of women in the country. This is reflected by the ratification of a number of international conventions and treaties to promote gender equality, women's empowerment and women's rights, and several national policies, strategies and action plans, and the increasingly institutionalization of Gender Responsive Budgeting at the national level. Gender Responsive Budgeting is explicitly mentioned in the current *Public Financial Management Roadmap II (2016-2020)* and has become part of the current comprehensive PFM reforms that focus on the introduction of program and provincial budgeting.

In order to support the National Unit Government (NUG) to more systematically institutionalize GRB at the level of line ministries, the UN Women Afghanistan Country Office and the Ministry of Finance have signed a Letter of Agreement (LoA). Six line ministries have been chosen to serve as pilot ministries, namely the Ministries of Education (MoE), Higher Education (MoHE), Public Health (MoPH), Rural Rehabilitation and Development (MoRRD), Agriculture (MoA), and Labor, Social Affairs, Martyrs and Disabled (MoLSAMD). The realization of the present gender audit report of the National Budget of FY 1395/2016 is one of the activities included in the workplan for 2016/2017.

The report has two main purposes:

On the one hand, it intends to serve as a baseline study which will help to measure progress in terms of gender equality in the coming years.

On the other hand, it also brings data gaps to the surface that need to be closed in the future to allow for the tracking of budgets from a gender perspective in a systematic and comprehensive manner.

Public employment

The highest share (60%) of the operating budget for 1395 is allocated for wages and salaries (Code 21). The estimated AFS 167.1 billion are projected to form about 12 percent of GDP. In the report it was examined to which extent women and men benefit from these expenditures. For this purpose, data on civil servants were compiled from the Afghanistan Statistical Yearbook.

According to the Central Statistics Organization, in 2016 a total of 399,574 people were employed in the national civil service, including officials, service personnel and workers, but excluding police and the Afghanistan National Army. **Out of the total, 309,752 (77,5%) of all civil service employees were men and 89,822 (22,5%) were women** in 2016. There are, however, large differences between the Ministries: Of the 56 ministries and government bodies covered in the Statistical Yearbook, the Ministry of Frontiers, Ethnicity and Tribes Affairs had the highest proportion of female staff with 92,65%, followed by the Ministry of Labour, Social Affairs, Martyrs, and the Disabled with 58,26%, the Ministry of Women's Affairs with 56,57%, the Ministry of Education with 27,34% and the Ministry of Public Health with 24,67%. **81,41% of all female civil servants are employed by the Ministry of Education that accounts for 65,75% of total public employment.** 29 ministries and government bodies report less than 10% participation by women, with the Ministry of Interior Affairs ranking last with 0,77% followed by the Ministry of Hajj and Religious Affairs with 0,8%, the Independent Directorate of Local Governance (2,28%), the Ministry of Agriculture, Irrigation and Livestock (3,58%), the National Disaster Management Authority with 3,65%, and the Ministry of Transport (3,96%). Hence, **only three ministries have achieved the objective of at least 30 percent female labour force** which was set by the Independent Administrative Reform and Civil Service Commission (IARCSC) and is also an important objective in the National Action Plan for the Women of Afghanistan (NAPWA): the Ministry of Frontiers, Ethnicity and Tribes Affairs, the Ministry of Labour, Social Affairs, Martyrs, and the Disabled, and the Ministry of Women's Affairs.

In order to calculate the share of expenditures covered by Code 21 that is benefiting women and men, respectively, the number of women and men currently employed at each rank/grade were multiplied with the average salary for each position. Due to a high number of unreported ranks and grades, the calculation could cover only less than one third of all public employees, and disproportionately less female civil servants than male civil servants. The result shows a statistically insignificant difference between women's share among civil servants compared to women's share in salaries. But given that for the majority of civil servants the respective rank/grade is not being reported, one cannot draw the conclusion that this difference is statistically insignificant for all public employees.

However, even if it is not possible to calculate the share of spending on public employment that benefit women compared to men in Afghanistan for the FY 1395, **employment data reveal that women's representation in civil service lacks behind of political commitments.**

Direct transfers to private households

A further aspect that was analysed is related to direct transfers to private households. The World Bank Gender Statistics Database provides some indication that women in Afghanistan benefit less from transfers than men. In 2014, **only 2,2% of all female respondents reported that they had personally received any financial support from the government in the past 12 months compared to 4,1% of male respondents.** However, the database does not provide information about the total amount transferred to women and men.

Although Afghanistan cannot yet afford large-scale national safety nets or tax-based transfer programmes, the Government has launched a few programmes to improve the living situation of the most vulnerable population groups, such as disabled, widowed and elderly citizens. A recent study on social protection commissioned by the Asian Development Bank found that **expenditures on social protection programmes in Afghanistan benefited men more than women**, with each female beneficiary receiving only 1.8% of the regional poverty line.

Public procurement

According to Transparency International, public procurement of goods and services accounts for 13-20% of countries' gross domestic product worldwide. However, data from UN Women show that globally, women-owned businesses secure a mere 1% of government contracts, suggesting systematic gender disparities within procurement systems. In principle, public procurement opens up good opportunities to strengthen gender equality and women's (economic) empowerment in two ways:

- Rules and procedures should be formulated in a way that goods and services purchased through public procurement address both women's and men's needs (e.g. school or police uniforms for both women and men)
- Women-owned businesses should have equal opportunities to benefit from public tenders.

For Afghanistan, it is estimated that procurement accounts for nearly 20% of total expenditures of the national budget. However, for the present report, no information could be received from the NPA about the percentage of women-owned businesses benefiting from public tenders, nor about the gender-responsiveness of goods and services purchased through public procurement. Therefore, nothing could be concluded about the effect of public procurement on gender equality and women's empowerment.

Sectoral findings and recommendations

Education and Higher education

In 2016/1395, 8,395,836 children were enrolled in government general education schools, out of which nearly 40% were girls and 60% were boys. Behind these numbers hide huge differences between the provinces which are not necessarily correlated with financial resources (budget per capita). In order to achieve the Sustainable Development Goal 4¹ the share of the educational budget needs to be increased to the internationally agreed upon benchmarks of allocating at least 4% to 6% of gross domestic product (GDP) to education and/or allocating at least 15% to 20% of public expenditure to education². In FY 1395, expenditures allocated to the education sector make up only about 13 percent of the total budget.

Distance from school has been identified as the single most significant barrier nationwide to children, and especially girls attending school. Therefore, more investments are needed in the **establishment of schools close to the communities**. Schools need to have boundary walls, clean water supply and separate latrines for girls. In areas, where mixed schools are not accepted, more schools for girls need to be build and equipped.

Investments in the **reduction of drop-out-rates of girls** may comprise awareness raising campaigns for girls and parents alike, but also sensitization programmes of religious and community leaders.

The Ministry of Education is the largest public employer, however, women's share among civil servants is only 33,97%. The **availability of female teachers** seems to be a major factor in ensuring that girls can continue education after the first years in primary school. Besides the general lack of female teachers in terms of quantity, female teachers are especially missing in remote and rural areas.

Therefore, more efforts need to be made to **train women as teachers and to create incentive systems for female teachers** to – at least temporarily – move to underserved areas (e.g. by investments in women-friendly infrastructure, child care facilities etc.).

Community based education seems to be a promising model for keeping girls in school and should be expanded.

To increase **women's access to higher education institutions, vocational training, and other education facilities**, which are unequally distributed in the country and mainly situated in urban areas, more dormitory facilities for female students need to be built.

Specific scholarships for girls may also create necessary incentive systems to encourage girls to pursue higher education and help them to gain acceptance from their families.

¹ Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all

² Addis Ababa Action Agenda

Given that education plays a very powerful role in reproducing – often harmful and discriminatory - **gender stereotypes** rooted in social and cultural attitudes and practices, **textbooks and curricula should be critically reviewed and revised with the aim to convey values of dignity and human rights, non-discrimination, non-violent conflict resolution and peace.**

Public health

Since 2001, much progress has been made in the health sector. Between 2001 and 2015, **life expectancy** has increased for both women and men by around ten years and was reported at 64,6 years for women and 62 years for men in 2015. The largest proportion of deaths in Afghanistan is due to **communicable diseases, maternal/perinatal conditions, and nutrition-related diseases.**

With 396 deaths per 100,000 live births **maternal mortality** in Afghanistan is still very high compared with other countries in the region. The maternal mortality ratio in Afghanistan is especially high in the age group of adolescent girls (aged 15-19).

According to the Afghanistan Demographic and Health Survey of 2015, approximately **38% of all pregnant women did not receive any prenatal care** through the public healthcare system. Still according to the AMS, only **49% of all children were delivered in a health facility.** There are stark **differences between urban and rural areas** in this regard.

The situation in the health sector is influenced by **factors at both the supply side** (existence of hospitals and health units, availability of qualified staff such as doctors, nurses and birth attendants) and the **demand side** (health seeking behaviour).

Around 40% of the population live without access to health facilities within 1 hour's walking distance. Therefore, much **more investments in health infrastructure** is needed. Health facilities need to be constructed in a way that guarantees women's privacy. This necessitates **investments on the construction of separate waiting rooms or accommodation facilities, proper sanitary facilities, and safe and private places for labour and delivery.**

Women represent only 24,5% of all civil service officers employed by the Ministry of Public Health. However, the **availability of qualified female medical staff**, especially gynecologists and obstetricians, is often decisive for women's access to health care. More efforts need to be made in employing female doctors across the whole country and to invest in the **education of qualified female medical staff, especially gynecologists, psychologists and birth attendants.** In addition, **incentive systems** should be established and **women-friendly infrastructure** should be provided to **encourage female health workers to work in remote or insecure areas where the share of women among medical staff is lowest.**

In addition, **sensitization and awareness raising campaigns** should aim to increase women's mobility and decision making power about their own health seeking behaviour.

In order to improve the health situation of children and accounting for women's caregiving role, but often low educational level, more investments should be made in **training on nutrition and hygiene**.

Violence against women in different forms is a serious problem in Afghanistan. Medical staff of both sexes need to be **trained how to deal with victims of violence against women** and how to secure evidence that endures in court.

Agriculture and Rural Development

75% of Afghanistans population live in rural areas and agriculture is the most important sector of the economy. **Women account for nearly half of the sectors labor force** and play an **important role in food security**. However, their work remains **largely invisible and their productivity is substantially lower than men's productivity**. In order to enable female farmers to fully exploit their potentially, investments are necessary to ensure female farmers' **equal access to agricultural inputs**, information, technology, credit, extension services and markets. **Investments in safe markets** for women may substantially improve women's access to markets.

In addition, it may be useful to further invest in the **support of self-help groups of women and women's cooperatives** and in **training and coaching of female farmers**.

The agricultural sector is characterized by a **gender-specific division of labor**. **Agricultural extension services** need to equally cover topics that are of importance for female farmers. Given that due to cultural norms and values male extension service workers are most likely not able to directly communicate with female farmers in many regions of the countries, more female agricultural extension service workers should be trained and employed by the Ministry of Agriculture, Irrigation and Livestock. Among all six pilot ministries, the **Ministry of Agriculture, Irrigation and Livestock has the lowest share of women among civil servants with 3,58%**. In the Ministry of Rural Rehabilitation and Development, the share of women among staff is also low, but with 7,07% slightly higher than in the Ministry of Agriculture. This low share of women as civil servants in the two ministries that are responsible for the development of the most important economic sector in terms of women's employment is **likely to be an important obstacle for women's equal access to agricultural services**. The resulting lower productivity of women does not only harm female farmers and their families individually, but also leaves a high economic potential insufficiently exploited which **negatively impacts on Afghanistans economic growth rates**.

Social protection

A large portion (87%) of the sectors' budget is constituted by civil and military pensions as well as pensions of martyrs and disabled. Since civil and military pensions and martyrs and disabled pensions are paid through Ministry of Labor, Social Affairs, Martyrs and Disabled, and counted through its budget, it has the biggest share in the sector's budget. Although no sex-disaggregated data of the beneficiaries could be evaluated in the report, **it is largely unlikely that women benefit equally from pension payments.**

The **Ministry of Women's Affairs receives only 1%** of the social protection budget **which is too little to properly fulfill its mandate and become a sufficiently strong ministry** that could work for a real change for Afghan women at all levels.

Although women are more prone to poverty and food insecurity, and some categories of women are at risk to be especially vulnerable, such as young widows with many children, disabled women, internally displaced women or women who have survived violence, **women do not benefit equally with men from direct transfers to private households as part of social assistance. Direct monetary transfers to the most vulnerable households would need to be increased and better target women.** In addition, direct monetary transfers to private households can have the potential to contribute to women's empowerment. For example, the entitlement to receive social benefits can be tied to the existence of an account of a woman in the family and/or an identity card of women.

In contrast to all other ministries covered in the gender audit report, the **Ministry of Labor, Social Affairs, Martyrs and Disabled has a higher proportion of women than men.** This is due to the high number of women working in kindergartens and other child care facilities. However, **much more investments in kindergartens and other child care facilities** are needed. Employment effects for women from these investments would be two-fold: On the one hand, more public child care facilities would **open up new employment opportunities** for women that are socially acceptable. On the other hand, the existence of safe and high quality public child care **facilitates women's labour force participation** in all other areas, because women are no longer bound at home as long as they have young children.

To increase women's participation in the labour market, more investments are also needed in **vocational training for women.** Women should have the opportunity to participate in vocational training courses that prepare for those professions with high future prospects (e.g. IT, renewable energy).

General recommendations

Besides the sector-specific findings, the gender audit report revealed **severe gaps in available reliable and gender-sensitive data and information.** In order to improve this situation it is recommended to:

- Base gender-sensitive programme planning on **coherent gender-sensitive results chains**. As has been shown in the gender audit report, the **degree of gender-sensitiveness** of the presentation of the Ministries' programs in the National Budget Document and the BC 2 forms differs in quality from one ministry to the other. However, no ministry has provided a comprehensive and consistent gender-sensitive results chain to disclose the interlinkages between outputs, outcomes and gender impacts. Gender-sensitive planning and programming needs to be improved in all ministries in the years to come.
- Conduct **gender-sensitive benefit incidence analyses** in the different sectors: A Benefit Incidence Analysis (BIA) is a tool to estimate how public spending is distributed across a population, in order to measure the degree of inequality in development outcomes (e.g. education, health outcomes) and utilization by socio-economic group. In 2013, a benefit incidence analysis was conducted for the health sector which, however, does not contain a detailed analysis of gender differences.³
- Conduct **small-scale qualitative surveys** with the aim to understand the gender gaps and the gendered division of labour in the different sectors at the level of provinces (or below) and the differing needs and priorities of women and men that need to be equally addressed. Small-scale qualitative surveys would help to take account of the different socio-cultural contexts in different provinces which would help to identify appropriate activities to overcome barriers that women and men may face in their respective local context.
- Conduct a **time use survey** with the aim to make women's contributions to the welfare of the country more visible through the collection of data on women's and men's time use patterns. It may also help to detect time poverty among specific population groups.
- Improve the **quality of „gender information“** provided in the presentation of outcomes, outputs and indicators in the national budget document and the BC 2 submitted by the line ministries. This will imply further trainings of staff in planning and budget departments in the line ministries how to define gender-sensitive objectives (outcomes), outputs, activities and indicators. It should be emphasized that gender impacts are not limited to women's share of beneficiaries, but include the **transformation of gender relations towards more equality and the respect of fundamental human rights**.
- **Further explore public procurement as an interesting area for women's economic empowerment**. The general consensus on the positive correlation between gender equality and the socio-economic environment of a country

³ See: Islamic Republic of Afghanistan, Ministry of Public Health, 2013.

calls for incentives to ensure **equal opportunities for women entrepreneurs** and their male counterparts, for instance in the form of preferential treatment for marginalized groups when it comes to public procurement.

- **Strengthen intersectoral coordination to better address problems that necessitate the interventions of different sectors** (e.g. improvement of women's economic empowerment necessitates intervention from MoE, MoPH, MoCI, MAIL, MRRD, MoWA etc.)
- **Ensure a more equitable distribution of scarce resources among provinces; establish a system of distribution that uses population, incidence of poverty and gender equality achievements as criteria**
- Invest in those areas that help to **remove barriers for women's access to services** (e.g. extension services targeting female farmers, proper sanitary facilities in schools, women-friendly infrastructure in health facilities etc.) and help **women to develop their productive potential** (e.g. access to agricultural inputs, information, technology, extension services; access to vocational training; increase mobility of women; availability of child care etc.)
- Allocate sufficient budgets to implement the **sectoral gender strategies** and sector-specific activities of the NAPWA, NAP SCR 1325, and **National Priority Programmes, especially the NPP-WEE**
- Increase the **number of women in civil service in order to achieve the minimum target of 30%** in all sectors; the share of women in public employment is much higher in the social sectors of education and health, but extremely low in the sector of agriculture and rural development
- Ensure that the **250 Mio. US\$** that the Government has committed to spend for the **implementation of the NPP-WEE** is included in the budgets of the line ministries concerned (e.g. MoLAMS, MAIL, MRRD, MoWA)

1 Background

1.1 Gender equality in Afghanistan – achievements and challenges

Since the end of the Taliban regime in 2001, Afghanistan has made remarkable progress in improving the living situation of its population in general, and its womanfolk in particular. Progress is most visible in education and health, while the economic empowerment of women lag behind. Progress is also unevenly distributed between regions and among social groups, as well as between rural and urban areas.⁴

In terms of basic social indicators that form part of the Human Development Index (HDI), Afghanistan ranks 169 out of 188 countries⁵. When it comes to the Gender Development Index that measures gender gaps in the HDI social sectors, the HDI value for women in Afghanistan is 0.348 in contrast to 0.572 for men, resulting in a GDI value of 0.609. This value places the country into group 5 which is the group of countries with the lowest equality in HDI achievements between women and men.⁶ Another gender-related index calculated by UNDP, the Gender Inequality Index⁷, is also very low for Afghanistan. With a value of 0.667, Afghanistan ranks 154. According to UNDP (2016), the labor force participation rate of women in Afghanistan is only 19,1% compared to 83,6% for men. While the mean years of schooling for men is 5,8 years, it is only 1,6 years for women. The percentage of the population (25 years and older) with at least some secondary education is 8,8% for women compared to 35,4% for men, and the estimated gross national income per capita in 2011 PPP US\$ is 511 for women, compared to 3.148 for men. Only 27,4% of all seats in parliament are held by women.⁸

	Lower or single house				Upper house or senate			
Rank	Election	Seats	Women	% of women	Election	Seats	Women	% of women
54	18.09.2010	249	69	27.7%	10.01.2015	68	18	26.5%

Source: IPU, <http://www.ipu.org/wmn-e/classif.htm>

⁴ World Bank, 2013, p. 30.

⁵ UNDP (2016).

⁶ absolute deviation from gender parity of more than 10 percent

⁷ The Gender Inequality Index (GII) published by UNDP since 2010 as part of its Human Development Report - measures the extent to which gender inequalities restrain national development achievements. It is composed of maternal mortality rate, adolescent birth rate, women's share of seats in parliament, share of population aged 25 and above that has at least some form of secondary education by sex, and labor force participation rate by sex.

⁸ UNDP (2016), http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/AFG.pdf

As a result of these inequalities, the potential of Afghan women to contribute to the development of the country remains severely restricted which is largely due to structural barriers, cultural norms, and insecurity.⁹

The Government of Afghanistan is strongly committed to improve the situation of women in the country. This is reflected by the ratification of a number of international conventions and treaties to promote gender equality, women's empowerment and women's rights, and several national policies, strategies and action plans.¹⁰ The NGO Equality for Peace and Development has counted that the Government has made over 2.300 different explicit commitments to the women of Afghanistan on gender equality in laws, treaties and agreements, policies, and other strategic documents since 2001.¹¹

1.2 Gender Responsive Budgeting as a strategy to promote gender equality

Commitments alone, however, are not sufficient to change a situation to the better. They need to be backed up by adequate human and financial resources. This is why, over the last twenty years, one of the most important approaches to advance women's empowerment, gender equality, and women's rights has become known as Gender Responsive Budgeting.

It was for the first time prominently mentioned in the Beijing Platform for Action, the outcome document of the Fourth World Conference on Women held in Beijing in 1995. In this document, Governments agreed to promote the "integration of a gender perspective in budgetary decisions on policies and programmes, as well as the adequate financing of specific programmes for securing equality between women and men"¹².

Afghanistan has started to work on Gender Responsive Budgeting in 2005 when a Gender Budgeting Working Group was established in the Ministry of Finance. Meanwhile, GRB has become part of the comprehensive PFM reforms that focus on the introduction of program and provincial budgeting¹³. Gender Responsive Budgeting is explicitly mentioned in the current *Public Financial Management Roadmap II (2016-2020)*.¹⁴

In 2015, the Ministry of Finance adopted a *GRB Strategic Action Plan* for the period 1394 to 1397. It aimed at "establishing enabling processes to move forward in implementing Gender Responsive Budgeting, to advance gender equality and women's

⁹ ANPDF, p. 8

¹⁰ For more details see chapter 2

¹¹ Equality for Peace and Democracy, 2015, p. 6.

¹² Beijing Platform for Action, 1995.

¹³ See for details: Budgeting in Afghanistan – Budget Manual Volume 2 on Budget preparation

¹⁴ See Public Financial Management Roadmap II, p. 12.

empowerment, in line with the national development priorities for the next three years.”¹⁵

However, in this Strategic Action Plan it is emphasized that GRB so far has “not yet reflected the desired results as it has not yet been fully institutionalized due to the lack of expertise and coordination amongst the Budget Units of line Ministries and agencies. One of the main reasons for this inadequate attention matched by actual appropriate activities has been the existing capacity of line ministries which is far from the desired level to identify and implement demand-driven programmes that would mitigate the gender constraints of the development interventions.”¹⁶

1.3 Objectives of the present study

In order to support the National Unit Government (NUG) to more systematically institutionalize GRB at the level of line ministries, the UN Women Afghanistan Country Office and the Ministry of Finance have signed a Letter of Agreement (LoA). Six line ministries have been chosen to serve as pilot ministries, namely the Ministries of Education (MoE), Higher Education (MoHE), Public Health (MoPH), Rural Rehabilitation and Development (MoRRD), Agriculture (MoA), and Labor, Social Affairs, Martyrs and Disabled (MoLSAMD).

The realization of the present gender audit report of the National Budget of FY 1395/2016 is one of the activities included in the workplan for 2016/2017.

The gender audit report has two main purposes:

On the one hand, it intends to serve as a baseline study which will help to measure progress in terms of gender equality in the coming years. On the other hand, it also brings data gaps to the surface that need to be closed in the future to allow for the tracking of budgets from a gender perspective in a systematic and comprehensive manner.

1.4 Methodology and limitations of the study

The gender audit is based on a comprehensive desk review of relevant national documents (such as policies, strategies, budget documents etc.), studies and primary data published by the Central Statistical Office (CSO). Besides the budget document of the FY 1395/2016, selected BC 2 forms from the pilot ministries were analysed. These BC 2 forms have to be submitted by the line ministries to the Ministry of Finance as a result of the different reforms of the public financial management system, including programme based budgeting and provincial budgeting. These budget reforms have

¹⁵ GRB Strategic Action Plan, 2015.

¹⁶ Strategic Action Plan on GRB

implications for the way how the line ministries have to submit their budget proposals. The new form of budget presentation provides more detailed information about service delivery (outputs) expected from budgetary allocations and the projected effects of these services on target populations (outcomes) over the medium term. Performance of National Government Ministries is then evaluated against precisely defined key performance indicators. In line with the GRB guidelines annexed to the BC 2, pilot ministries are requested to provide sex-disaggregated information in terms of public employment and beneficiaries, and describe the impact of each programme on gender relations. Pilot ministries covered by the Provincial Budgeting Policy¹⁷ are also requested to submit budget details according to provinces. The relevant forms are being communicated by the Ministry of Finance to the line ministries through the Call Circulars 1 and 2.¹⁸

For this report, selected BC 2 forms from the six pilot ministries were translated from Dari to English and analysed as far as possible. However, some data limitations were encountered when conducting the study: Not all data was available for all pilot ministries and most of the BC 2 forms strongly focus on the **number of female and male beneficiaries**, but provide **less information on the achievement of gender equality results** in the sense of a transformation of unequal power relations between women and men.

Due to data limitations, some parts of the present report, therefore, contain to some extent a description of the methodology that would need to be used to assess the gender responsiveness of sectoral budgets in future in addition to concrete results. The identified data gaps will need to be filled in subsequent years.

1.5 Structure of the study

The present gender audit report is structured as follows:

The second chapter that follows this introduction provides an overview of international and national gender equality commitments. The third chapter explains what Gender Responsive Budgeting means and describes the analytical framework of the report. Chapter 4 analyses the gender dimension of public employment, chapter 5 focuses on direct transfers to private households from a gender perspective and chapter 6 briefly discusses the importance of public procurement. The remaining chapters analyse public spending in the six pilot ministries from a gender perspective. As far as available data allow, each chapter starts with a brief situation analysis in the sector and identifies main gender gaps and constraints. This is followed by an analysis of public employment in the sector and a discussion of the question if women and men benefit equally from public services in the sector. The gender audit report ends with a concluding chapter including relevant recommendations.

¹⁷ These pilot ministries are the same that are also included in the support of UN Women.

¹⁸ See Annex 2.

2 Gender equality commitments

2.1 International commitments

At the international level, Afghanistan has ratified the **Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)** in 2003. Afghanistan also subscribes to other UN declarations, conventions and resolutions that address human rights in general, and women's rights in particular. Among these are the **Beijing Platform for Action**, the **Millennium Development Declaration and its subsequent 2030 Agenda for Sustainable Development** with its stand-alone goal on **Gender Equality and the Empowerment of Women and Girls (SDG 5)** and a number of **gender-specific targets and indicators among the other 16 SDGs**, and the **United Nations Security Council Resolution on Women, Peace, and Security 1325 (UNSCR 1325)** as well as its related resolutions 1820, 1888, 1889, 1960 and 2122.

Gender equality is also an important topic in all major **agreements with the international community** after the end of the Taliban regime, starting with the Bonn Agreement (2001), followed by the Berlin Plan of Action (2003), the Afghanistan Compact (2006), the London Conference (2010), the Kabul Conference (2010) and the Tokyo Mutual Accountability Framework (2015).¹⁹

The **Bonn Agreement of 2001** included a clearly stated commitment to mainstreaming gender issues and redressing past injustices. It endorsed the establishment of “a broad-based, gender-sensitive, multi-ethnic and fully representative government”. The Agreement laid the groundwork for the drafting of a new constitution and the establishment of a Ministry of Women's Affairs (MoWA) charged with mainstreaming gender into the policies and programmes of the line ministries to ensure that gender equality and equity concerns are addressed.

2.2 National commitments

The **new Constitution** ratified on January 4th, 2004 by the Constitutional Loya Jirga explicitly states in its Article 22: “Any kind of discrimination and distinction between citizens of Afghanistan shall be forbidden. The citizens of Afghanistan, man and woman, have equal rights and duties before the law.”

In line with the international commitments and the Constitution, the promotion of gender equality and the protection of women's rights are one of the priority areas of

¹⁹ Strategic plan on GRB, p. 8; Training Manual, p. 46

the Afghan National Unity Government (NUG) as emphasized in its **Afghanistan National Peace and Development Framework (ANPDF) 2017 to 2021** and operationalized most recently in the **Women's Economic Empowerment National Priority Programme**.

The ANPDF emphasizes that

“(e)nabling women to participate in the economy and society to a greater extent is a priority for Afghanistan’s successful development. Globally, women’s economic empowerment has resulted in reduced poverty and economic success. The 2004 Constitution of Afghanistan enshrined women’s equality before the law, the right to an education, and the right to work. Investment over the long term in women’s education, health and skills will increase women’s economic activity, thereby growing the economy and reducing household poverty. In the shorter term, some potential already exists in the small-business space and in agriculture that can be built on to increase the productivity of these sectors.”²⁰

The Gender Strategy of the current Government is outlined as follows in the ANPDF:

“Our gender strategy rests on five pillars, each grounded in a cross-government action program:

- Implementing our global commitments on human rights, security, and freedom from domestic violence for Afghan women;
- Ensuring full access to education and health services, including higher education;
- Launching the Women’s Economic Empowerment National Priority Program;
- Securing the constitutional rights for women through the full execution of our laws; and
- Advancing women in government and business.”²¹

In line with these five pillars, the reform agenda of the Self-Reliance through Mutual Accountability Framework (SMAF) formulates the following five indicators:

- Increasing women’s participation in government, including the justice and security sectors;
- Implementing Afghanistan’s National Action Plan on UNSCR 1325 Women, Peace, and Security (NAP 1325);
- Implementing anti-harassment regulation;
- Implementing the recommendations of the reports on the Elimination of Violence Against Women Law;
- Drafting and implementing a national action plan for the economic empowerment of women.

²⁰ ANPDF, p. 8.

²¹ ANPDF, p. 27.

A number of more specific policies, strategies and action plans operationalize these general commitments in concrete activities which are linked to timelines and indicators.

The ***National Action Plan for the Women of Afghanistan (NAPWA) 2008-18*** is the most comprehensive of its kind and serves as the reference document for the Afghan government for implementing its commitments on gender equality and women's empowerment. In line with the Beijing Platform for Action (1995) it covers all major areas that are critical for the improvement of the situation of Afghan women such as security, legal protection and human rights, leadership and political participation, economy, work and poverty, health and education. One of the weaknesses of the NAPWA is the lack of an implementation plan with clear indicators, timelines and budgets which complicates monitoring and tracking of the achievement of results of NAPWA.

The ***National Action Plan on UNSCR 1325 – Women, Peace and Security (NAP 1325)*** was adopted by the Government of Afghanistan in June 2015. The NAP 1325 aims to address the challenges women faced in the aftermath of war and conflict in Afghanistan and to implement the Women, Peace and Security (WPS) agenda laid down in UNSCR 1325 and six subsequent resolutions adopted by the Security Council, namely UNSCR 1820, UNSCR 1888, UNSCR 1889, UNSCR 1960, UNSCR 2106, and UNSCR 2122.

The NAP covers the period 2015 to 2022 and comprises four different pillars:

1. Participation (in decision-making on peace and security)
2. Protection (from sexual and gender-based violence)
3. Prevention (of sexual and gender-based violence)
4. Relief and recovery (for women affected by conflict and survivors of sexual and gender-based violence).

A costed implementation plan for the NAP 1325 was developed in early 2016.

The ***Strategy and National Action Plan on the Elimination of Violence against Women 2016-2020*** was launched by the MoWA in the second half of 2016. It focuses on five priority areas:

- Prevention of violence against women and girls
- Strengthening coordination and accountability among service providers for provision of quality services
- Law and policy reform and implementation
- Capacity building
- Assessment, Monitoring and Evaluation

The Action Plan contains clear objectives, targeted indicators, timeframes and responsibilities.

The **National Priority Programme on Women's Economic Empowerment** (WEE-NPP) was launched in 2017. Its goal is to remove the constraints on women's active participation in the economy and to increase their skills and access to productive resources. Its focus is on four main components:

- Building capacity, educating, and training women on literacy, numeracy, small business management and demand-driven labour skills
- Ensuring inclusive access to finance
- Improving access to agricultural inputs, extension services, and markets
- Promoting access to creative economy markets ("Made by Afghan Women")

The WEE-NPP will be implemented by a number of different line ministries, including the MRRD, MoWA, MoJ, MoE, MAIL, MoCI and MoLSAMD of which the latter will coordinate implementation. The WEE-NPP contains the commitment of the NUG to allocate 250 million US\$ for its implementation which, however, was not yet relevant in the FY 1395/2016, the base year of the present study.

In addition to these cross-sectoral policies and action plans, some line ministries, namely the Ministry of Public Health and Ministry of Rural Rehabilitation and Development have drafted **sector-specific gender strategies**.

The following graph presents an overview of the Government's policy frameworks/commitments on Gender Equality and Women's Empowerment along the time line:



3 The approach of Gender Responsive Budgeting

3.1 GRB at the international level

The approach of Gender Responsive Budgeting (GRB) has gained of international importance since the Fourth World Conference on Women that was held in 1995 in Beijing. In its final document, the Beijing Declaration and Platform for Action, Governments from signatory countries committed themselves to integrate a gender perspective not only in policies and strategies, but also in their public financial management systems – a process that has become known as Gender Responsive Budgeting. This commitment has been reiterated in the outcome documents of the Beijing follow-up reviews, namely the Beijing + 5, Beijing + 10, Beijing + 15 and Beijing +20 documents. In the Beijing + 20 document, ministers and representatives of governments “(p)ledge to take further concrete action to ensure the full, effective and accelerated implementation of the Beijing Declaration and Platform for Action and the outcome documents of the twenty-third special session of the General Assembly, including through strengthened implementation of laws, policies, strategies and programme activities for all women and girls; ... significantly increased **investment to close resource gaps**, including through the mobilization of financial resources from all sources, including domestic resource mobilization and allocation and increased priority on gender equality and the empowerment of women in official development assistance to build on progress achieved and ensure that official development assistance is used effectively to contribute to the implementation of the Platform for Action; strengthened accountability for the implementation of existing commitments; and enhanced capacity-building, data collection, monitoring and evaluation, and access to and use of information and communications technologies”.

Over the last decade, Gender Responsive Budgeting has also become more and more part of international agreements on sustainable and inclusive development in general, e.g. in the Doha Declaration on Financing for Development (2008) and more recently in the Addis Ababa Action Agenda (AAAA) (2015), the **outcome document of the Third International Conference on Financing for Development (FfD 3)** that was held in July 2015 in Addis Ababa.

In paragraph 6 of the AAAA, Governments reiterated their commitment to promote gender equality and women’s rights in general. It is said that “*(w)e reaffirm that achieving gender equality, empowering all women and girls, and the full realization of their human rights are essential to achieving sustained, inclusive and equitable economic growth and sustainable development. **We reiterate the need for gender***

*mainstreaming, including targeted actions and investments in the formulation and implementation of all financial, economic, environmental and social policies. We recommit to adopting and strengthening sound policies and enforceable legislation and transformative actions for the promotion of gender equality and women's and girls' empowerment at all levels, to ensure women's equal rights, access and opportunities for participation and leadership in the economy and to eliminate gender-based violence and discrimination in all its forms."*²²

Clear reference to Gender Responsive Budgeting as an important approach to not only increase gender equality but also to improve transparency and accountability mechanisms related to public spending is made in paragraph 30 of the AAAA that reads as follows: *"We will strengthen national control mechanisms, such as supreme audit institutions, along with other independent oversight institutions, as appropriate. We will increase transparency and equal participation in the budgeting process, and promote gender responsive budgeting and tracking...."*²³

Another indication of the growing importance of Gender Responsive Budgeting even among Ministers of Finance is the establishment of the Gender Equality Community of Practice (CoP) for Finance Ministers²⁴ that was proposed by Nigerian Finance Minister Ngozi Okonjo-Iweala during the October 2013 World Bank Group/International Monetary Fund Annual Meetings and founded on April 13th, 2014. Finance Ministers from Jamaica, Mauritania, Morocco, Nigeria, Romania, Rwanda, Sierra Leone, and Timor-Leste participated in the first meeting and agreed on the following key objectives:

Promote financing for gender results, make national budgets more effective in "supporting women's and girls' opportunities, promote learning and cross-fertilization by sharing innovative finance ministry-led approaches, and support political momentum for gender equality goals in post-2015 agenda and associated financial commitments.

Most recently, the 193 UN Member States that adopted the Sustainable Development Goals during the 70th UN General Assembly in September 2015 linked the **Achievement of Gender Equality and Empowerment of all Women and Girls (SDG 5)** with public allocations.

One of the **targets** of the **SDG 5** and its **related indicator** read as follows:

5.c. Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all level

²² United Nations, 2015.

²³ United Nations, 2015.

²⁴ <http://www.worldbank.org/en/topic/gender/gender-equality-community-of-practice-for-finance-ministers>

Indicator 5.c.1: Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment

At the **regional level**, Governments from ESCAP states emphasized on the occasion of the Asian and Pacific Conference on Gender Equality and Women's Empowerment: Beijing+20 Review that was held in Bangkok between November 17th and 20th, 2014:

*36. In order to accelerate achievement of gender equality and women's empowerment, many delegations underscored the centrality of a whole-of- Government approach, which required stronger political commitment and institutions, including national women's machineries, intragovernmental coordination and collaboration and technical capacity. Review and revision of legislation that mandated gender equality as a cross-cutting issue was also deemed essential to advancing the status of women and girls, alongside the **application of gender-responsive budgeting**.*²⁵

3.2 Definition of Gender Responsive Budgeting

The *Council of Europe* defined Gender Responsive Budgeting as follows²⁶:

Gender responsive budgeting is an application of gender mainstreaming in the budgetary process. It means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality.

A more recent and widely recognized definition of gender budgeting is “integrating a clear gender perspective within the overall context of the budgetary process through special processes and analytical tools, with a view to promoting gender-responsive policies”.²⁷ Other authors, closely linked to the *International Monetary Fund (IMF)*, define gender responsive budgeting more broadly as an approach that uses fiscal policy and public financial management instruments to promote gender equality and girls' and women's development.

What comes out very clearly from these definitions is the following:

- Gender responsive budgeting is a process that aims to mainstream a gender perspective throughout the whole budget cycle (planning, approving, executing, monitoring, auditing).
- GRB is not an objective in itself but rather a tool to promote gender equality, women's rights, and the empowerment of women.

²⁵ United Nations Economic and Social Commission for Asia and the Pacific (2004), p 22.

²⁶ The terms gender budgeting, gender sensitive budgeting, gender responsive budgeting and women's budgeting are used interchangeably in the international literature but all refer to the same approach.

²⁷ OECD, 2016

- GRB has a technical (analysis of the impact of public expenditures and revenues on women and men) and a political (reprioritization of expenditures and redefinition of how revenues shall be raised) aspect.

In addition, it is important to understand that

- Gender Responsive Budgets are not separate budgets for women.
- The objective of GRB is not to allocate equal amounts of money for women and men in each sector but rather to allocate sufficient amounts to address women's and men's priorities and needs equitably.
- In contrast to other budget initiatives, such as pro-poor budgeting, GRB explicitly accounts for the unpaid work in the so-called "care economy".
- Depending from the national and/or local context, other categories of inequality such as income, age, religious or ethnic affiliation or place of residence (urban/rural, different provinces) may also be incorporated.

3.3 Gender Responsive Budgeting in Afghanistan

Afghanistan's efforts to implement gender responsive budgeting started in **2005** with the **establishment of the Gender Budgeting Working Group in the Ministry of Finance**.²⁸ Gender Budgeting Units were also established in some pilot ministries.

Afghanistan's **gender budgeting initiative's pilot program**, led by the Ministry of Finance and Ministry of Women's Affairs, targeted from the very beginning the Ministries of Education; Public Health; Higher Education; Agriculture, Irrigation, and Livestock; Rural Rehabilitation and Development; and Women's Affairs.²⁹ In addition, the Ministry of Economics and the Ministry of Industry and Commerce were part of the pilot ministries in the early stages of GRB, but were dropped later.

Since 2008, government officials in the pilot ministries have received **training in gender budgeting** from multiple civil society and international organizations, including GIZ, Counterpart International, Equality for Peace and Development, UNDP and UN Women. With the support of UNDP and the NGO Equality for Peace and Development (EPD), excellent **training material and a handbook** on GRB for government officials were produced.

In 2010, reference to GRB was made in the **national budget document** where the Government stated that it was „firmly committed to equitable distribution of the benefits of national development among men and women”³⁰. It also pinpointed that

²⁸ See IMF 2016, p. 20

²⁹ See IMF, 2016, p. 20 with reference to Reinhard, 2010; Shah, 2010; Afghanistan Ministry of Finance, 2014

³⁰ See IMF, 2016, p. 20 with reference to Afghanistan Ministry of Finance, 2009, p. 39

gender-related goals of the former Afghanistan National Development Strategy (ANDS) were to be achieved through the gender budgeting initiative.

In 2015, the Ministry of Finance elaborated and endorsed a **Strategic Plan on GRB for the period 1394 to 1397**. It aimed at “establishing enabling processes to move forward in implementing Gender Responsive Budgeting, to advance gender equality and women’s empowerment, in line with the national development priorities for the next three years.”³¹ Gender Responsive Budgeting is also explicitly mentioned in the current Public Financial Management Roadmap II as being a part of public financial management reforms.³² The **Call Circulars BC1 and BC2 contain references to GRB and GRB guidelines are annexed to the the BC2 Circular**³³.

In 2017, UN Women Afghanistan Country Office (ACO) supported the NUG to further deepen the institutionalization of GRB at the sectoral level and, therefore, signed a Letter of Agreement with the Ministry of Finance. As part of this support, a **GRB Policy** was drafted and a **Steering Committee** as well as a **Technical Working Committee on GRB** were established. In addition, a **number of trainings and other capacity building activities** (e.g. a Training of Trainers) have taken place which included the Ministry of Finance, the Ministry of Women’s Affairs, the six pilot ministries (MoE, MoHE, MAIL, MRRD, MoPH, MoLSMED), parliamentarians and civil society.

In terms of **goals related to spending on gender equality and women’s empowerment**, in the FY 2009 the Ministry of Finance committed itself to allocate 5 million US\$ to meet “the most pressing needs within the area of gender that would otherwise not have been covered by the usual budgetary allowances.”³⁴

Much more important, the **National Action Plan for the Women of Afghanistan** encourages all ministries to spend no less than 30 percent of their development and operations budget for policies, programs, and activities for women’s advancement.³⁵ Targets were also set with regard to public employment. The 2014 National Budget Statement, for instance, mentions a hiring goal for women’s share of employees.³⁶

Most recently, the NUG has committed to allocate 250 Mio. US\$ for the implementation of the WEE-NPP.³⁷

3.4 Dimensions to analyse the budget

³¹ GRB Strategic Action Plan, 2015.

³² See Public Financial Management Roadmap II, p. 12.

³³ See for the GRB Guidelines annexed to the BC 2 Annex 1.

³⁴ See IMF, 2016, p. 20 with reference to Reinhard, 2010, p. 4

³⁵ See IMF 2016, p. 20 with reference to Afghanistan Ministry of Women's Affairs, 2005

³⁶ See IMF, 2016, p. 20

³⁷ See ANPDF.

In the present study, four different dimensions are analysed from a gender perspective that partly overlap:

- A large part of the current budget is spent on **salaries and allowances of current public employees and pensions for retired former public employees**. In order to analyse, if women and men benefit equally from public expenditures on civil servants, it is not sufficient to look at pure numbers of female and male civil servants as they often hide differences in the grade and salaries of women and men. In the present analysis, the number of female and male public employees at each grade were multiplied by the average salary of each grade to get a more precise picture.
- **Public procurement** accounts for 20% of the total expenditure in Afghanistan.³⁸ From a gender perspective, public procurement is relevant in two aspects: On the one hand, one needs to ask if **women and men benefit equally from public tenders as contracting parties**, and its resulting opportunities for **employment and income**. On the other hand one should ask if the **goods and services procured respond to both women's and men's needs (e.g. uniforms for police women and men)**.
- The most important justification of a government to raise revenues from its citizens is the states' obligation to provide **public services** (e.g. schools, health stations), infrastructure (e.g. highways, feeder roads, electricity grids, provision of clean water) and public goods (e.g. internal security, defense of outside borders). There is large evidence that women and men have different views on what is of highest priority for public spending and how public services should look like in terms of quality and accessibility. Women and men may also face different constraints to access public services that would need to be considered. In some cases, these constraints are closely interlinked with the number of women employed in public service. In many Afghan communities, it is, for instance, culturally not acceptable that a woman be treated by a male doctor, trained by a male teacher or advised by a male agricultural extension worker. Therefore, if women are not employed in these professions, other women may not have access to the respective services they would need. In fact, the lack of female professionals in key areas (namely in health, education and justice) has been identified as a major barrier for women to access services in a recent World Bank Gender Assessment.³⁹ The study concludes that „a lack of professional women has a negative downstream effect on other women. Support for increasing educated and professionally qualified women is therefore a particularly strategic investment, given its potential to have a positive multiplier effect across sectors.“⁴⁰ Therefore, one needs to analyse if women and men benefit equitably from public service provision, if they face different constraints and how these constraints could be overcome.

³⁸ ANPDF, p. 16

³⁹ World Bank, 2013

⁴⁰ World Bank, 2013, p. 18

- A further aspect to be considered is if women and men have the same entitlements to receive **transfers from the Government** in the form of pensions, social security payments, relief payments after natural disasters, etc.. In the case of Afghanistan, it may be also worth to analyse who benefits from **direct transfers as part of humanitarian assistance** provided by the international community.

3.5 Classification of expenditures

A second analytical framework that can be used for the assessment of the gender responsiveness of a sectoral budget consists of a classification system of expenditures.

A useful approach has been developed by the UN Millennium Development Task Force on Gender Equality and Education in an effort to develop a methodology to calculate the costs of achieving the MDG 3 and gender equality related objectives with regard to the other seven MDGs. For this purpose, the task force distinguished between three different kinds of expenditures:

1. Expenditures targeted at either women or men only
2. Expenditures for gender mainstreaming interventions in a specific sector
3. Expenditures that would be necessary to reduce existing gender gaps in accessing public services or infrastructure provided by the sector

Costs in the first category explicitly **aim to reduce gender inequalities and to promote women's empowerment by targeting women** (and in areas where men are in a disadvantage, by targeting men.)

The second category refers to those costs that are necessary to **mainstream a gender equality perspective in the different sectors** and to ensure that women and girls have access to services provided by these sectors. These could be, for instance, costs for the recruitment of additional female extension service workers that could help to ensure that female farmers have equal access to agricultural extension services, or the costs for gender focal points or gender trainings.

Finally, the third category refers to those expenditures that would be necessary to **reduce the existing gender gaps** in terms of access to services in the MDG/SDD sectors. E.g., if enrollment rates at secondary school for boys are 35,4% and for girls only 8,8%⁴¹, the costs that would be necessary to increase girls enrollment rates up to 35,4% would need to be calculated and would fall under this category.

⁴¹ The Human Development Report of 2016 reports, that in 2015 8,8% of the female population had at least some secondary education compared to 35,4% of the male population.

4 .Structure of the National Budget for FY 1395/2016

According to the National Budget Document 1395, the total budget for the FY 1395 was estimated to be 444,606,756.4 AFG. 62% of the budget was allocated to the operating budget, and 38% to the development budget.

The budget is structured into nine different sectors that are summarized in the following table:

Table 5: 1395 National Budget (Operating and Development)					
Sectors	AFS 000		Total		%
	Operating	Development	AFS 000	USD 000	
Security	175,583,235.3	1,573,669.6	177,156,904.9	2,644,132.9	40%
Governance	14,249,696.0	3,041,756.9	17,291,452.9	258,081.4	4%
Infrastructure	5,964,382.5	84,467,679.8	90,432,062.3	1,349,732.3	20%
Education	37,442,437.7	21,144,630.3	58,587,068.0	874,433.9	13%
Health	2,959,532.4	18,276,486.5	21,236,018.9	316,955.5	5%
Agriculture and Rural Development	2,083,101.0	27,145,459.5	29,228,560.5	436,247.2	7%
Social Protection	21,301,733.2	1,782,706.4	23,084,439.6	344,543.9	5%
Economic Governance	2,990,351.7	8,997,871.3	11,988,223.1	178,928.7	3%
Contingency Codes	13,479,426.1	2,122,600.2	15,602,026.3	232,866.1	4%
Total	276,053,895.9	168,552,860.6	444,606,756.4	6,635,921.7	

Source: National Budget Document Fiscal Year 1395, p. 7

The highest share of the budget (40%) was planned for the security sector, followed by infrastructure (20%), education (13%), and agriculture and rural development (7%).

Based on the budget codes, 60% of the operating budget for 1395 is allocated for wages and salaries (Code 21), 24% for goods and services (Code 22), 3,7% for acquisition of assets (Code 25), and 12,6% on contingency codes.

Table 6: Operating Budget by Economic Codes (1394 and 1395)				
1395 Operating Budget	000 AFS		Diff.	
	1394	1395	Figure	%
Code 21	157,506,580.87	167,099,514.86	9,592,933.99	5.7%
Code 22	84,308,287.55	67,876,857.30	(16,431,430.26)	-24.2%
Code 25	11,931,426.46	6,208,287.59	(5,723,138.87)	-92.2%
Contingency Codes*	29,740,036.33	34,869,236.13	5,129,199.80	14.7%
Total	283,486,331.21	276,053,895.87	(7,432,435.34)	-2.7%

Source: National Budget Document Fiscal Year 1395, p. 7

The distribution of the development budget by sectors differs from the overall distribution as is shown in the next table:

Table 9: 1395 Development Budget by Sectors							
Sectors	USD 000				Total		
	CF	%	New	%	USD 000	AFS 000	%
Security	7,488	0.6%	16,000	1.3%	23,488	1,573,670	0.9%
Governance	28,230	2.3%	17,169	1.4%	45,399	3,041,757	1.8%
Infrastructure	668,987	53.5%	591,724	46.8%	1,260,712	84,467,680	50.1%
Education	214,570	17.1%	101,021	8.0%	315,591	21,144,630	12.5%
Health	98,695	7.9%	174,088	13.8%	272,783	18,276,487	10.8%
Agriculture and Rural Development	154,718	12.4%	250,438	19.8%	405,156	27,145,460	16.1%
Social Protection	13,968	1.1%	12,640	1.0%	26,608	1,782,706	1.1%
Economic Governance	64,582	5.2%	69,715	5.5%	134,297	8,997,871	5.3%
Contingency Codes	-	0.0%	31,681	2.5%	31,681	2,122,600	1.3%
Total	1,251,238	100.0%	1,264,476	100.0%	2,515,714	168,552,861	100.0%

Source: National Budget Document Fiscal Year 1395, p. 12

The highest share of the development budget (50,1%) is allocated for infrastructure, followed by agriculture and rural development (16,1%) and education (12,5%). In terms of new development expenditures, the percentages slightly differ:

Table 10: 1395 New Development Budget by Sectors		
Sectors	000 USD	% share in total Discretionary
Security	16,000	3%
Governance	16,169	3%
Infrastructure	198,508	41%
Education	62,661	13%
Health	42,365	9%
Agriculture and Rural Development	83,811	17%
Social Protection	9,640	2%
Economic Governance	31,487	6%
Contingency Codes	28,881	6%
Total	489,521	100%

Source: National Budget Document Fiscal Year 1395, p. 12

The next table provides a detailed overview of the distribution of the operating and development budget estimates among the different ministries. With 20,1% of the total budget, the Ministry of Defense is the ministry with the highest share, followed by the Ministry of Interior with 15,4%.

Table 3: 1395 Core Budget

Sector - Ministry	Figures in '000' AFS						% of Total Budget
	Operating Budget		Development Budget		Total		
	AFS	USD	AFS	USD	AFS	USD	
Security							
National Security Council	360,700.00	5,383.58	-	-	360,700.00	5,383.58	0.1%
Donor Funded	-	-	-	-	-	-	0.0%
Govt Funded	360,700.00	5,383.58	-	-	360,700.00	5,383.58	0.1%
General Directorate of National Security	12,358,754.91	184,459.03	176,486.78	2,634.13	12,535,241.69	187,093.16	2.8%
President Protective Service	1,256,371.43	18,751.81	154,862.26	2,311.38	1,411,233.69	21,063.19	0.3%
Ministry of Foreign Affairs	4,111,327.36	61,363.09	675,389.21	10,080.44	4,786,716.57	71,443.53	1.1%
Ministry of Interior Affairs	68,012,059.86	1,015,105.37	566,931.35	8,461.66	68,578,991.21	1,023,567.03	15.4%
Donor Funded	56,160,527.88	838,216.83	-	-	56,160,527.88	838,216.83	12.6%
Govt Funded	11,851,531.98	176,888.54	-	-	11,851,531.98	176,888.54	2.7%
Ministry of Defence	89,484,021.74	1,335,582.41	-	-	89,484,021.74	1,335,582.41	20.1%
Donor Funded	77,621,560.71	1,158,530.76	-	-	77,621,560.71	1,158,530.76	17.5%
Govt Funded	11,862,461.03	177,051.66	-	-	11,862,461.03	177,051.66	2.7%
Total	175,583,235.30	2,620,645.30	1,573,669.60	23,487.61	177,156,904.90	2,644,132.91	39.8%
Governance, Rule of Law and Human Rights							
The High office of Oversight and Anti Corruption	117,600.00	1,755.22	84,139.27	1,255.81	201,739.27	3,011.03	0.0%
Independent Directorate of Local Governance	2,743,228.88	40,943.71	1,265,107.34	18,882.20	4,008,336.22	59,825.91	0.9%
Executive Director's Office	274,400.00	4,095.52	33,500.00	500.00	307,900.00	4,595.52	0.1%
Administrative Affairs of President's Office	2,830,097.90	42,240.27	351,904.97	5,252.31	3,182,002.87	47,492.58	0.7%
Supreme Court	3,023,500.00	45,126.87	186,687.53	2,786.38	3,210,187.53	47,913.25	0.7%
National Assembly - Meshrano Jirga	439,824.00	6,564.54	30,167.22	450.26	469,991.22	7,014.79	0.1%
National Assembly - Wolosi Jirga	1,362,700.00	20,338.81	28,327.06	422.79	1,391,027.06	20,761.60	0.3%
Attorney General	1,154,244.00	17,227.52	190,023.66	2,836.17	1,344,267.66	20,063.70	0.3%
Ministry of Haj and Religious Affairs	846,720.00	12,637.61	247,462.56	3,693.47	1,094,182.56	16,331.08	0.2%
Ministry of Parliamentary Affairs	128,500.00	1,917.91	26,097.10	389.51	154,597.10	2,307.42	0.0%
Ministry of Justice	606,620.00	9,054.03	358,726.31	5,354.12	965,346.31	14,408.15	0.2%
Independent Administrative Reforms and Civil Service Commission	338,368.52	5,050.28	175,938.92	2,625.95	514,307.44	7,676.23	0.1%
Indpendent Election Commission	173,460.00	2,588.96	-	-	173,460.00	2,588.96	0.0%
The High office of Oversight on the National Constitution	51,940.00	775.22	-	-	51,940.00	775.22	0.0%
Afghanistan Human Right Commission	40,964.00	611.40	63,674.92	950.37	104,638.92	1,561.77	0.0%

Sector - Ministry	Figures in '000' AFS						% of Total Budget
	Operating Budget		Development Budget		Total		
	AFS	USD	AFS	USD	AFS	USD	
Electoral Complaints Commission	117,528.72	1,754.16	-	-	117,528.72	1,754.16	0.0%
Total	14,249,696.02	212,682.03	3,041,756.86	45,399.36	17,291,452.88	258,081.39	3.9%
Infrastructure and Natural Resources							
Ministry of Public Works	3,022,029.34	45,104.92	35,108,614.93	524,009.18	38,130,644.27	569,114.09	8.6%
Directorate of Environment	190,365.00	2,841.27	40,780.49	608.66	231,145.49	3,449.93	0.1%
Office of Civil Aviation	386,858.00	5,774.00	4,641,369.53	69,274.17	5,028,227.53	75,048.17	1.1%
Independent New Kabul Board	-	-	107,295.41	1,601.42	107,295.41	1,601.42	0.0%
Da Afghanistan Brishna Shirkat	-	-	21,227,624.47	316,830.22	21,227,624.47	316,830.22	4.8%
Office of Geodesy and Cartography	132,000.12	1,970.15	44,412.42	662.87	176,412.54	2,633.02	0.0%
Kabul Municipality	-	-	3,810,835.25	56,878.14	3,810,835.25	56,878.14	0.9%
Canalization and Water Supply	-	-	498,770.11	7,444.33	498,770.11	7,444.33	0.1%
Ministry of Urban Development	328,300.00	4,900.00	1,341,101.28	20,016.44	1,669,401.28	24,916.44	0.4%
Ministry of Energy and Water	556,640.00	8,308.06	11,200,641.79	167,173.76	11,757,281.79	175,481.82	2.6%
Ministry of Transport	260,680.00	3,890.75	124,630.52	1,860.16	385,310.52	5,750.90	0.1%
Ministry of Communication	531,360.00	7,930.75	1,783,280.31	26,616.12	2,314,640.31	34,546.87	0.5%
Ministry of Mines and Petroleum	512,050.00	7,642.54	4,538,323.32	67,736.17	5,050,373.32	75,378.71	1.1%
High Atomic Energy Commission	44,100.00	658.21	-	-	44,100.00	658.21	0.0%
Total	5,964,382.46	89,020.63	84,467,679.83	1,260,711.64	90,432,062.29	1,349,732.27	20.3%
Education							
Ministry of Higher Education	4,835,061.61	72,165.10	4,068,688.70	60,726.70	8,903,750.31	132,891.80	2.0%
Ministry of Education	31,225,153.63	466,047.07	16,177,528.43	241,455.65	47,402,682.07	707,502.72	10.7%
Science Academy	202,541.18	3,023.00	20,215.31	301.72	222,756.49	3,324.72	0.1%
National Olympic Committee	275,075.22	4,105.60	347,299.32	5,183.57	622,374.54	9,289.17	0.1%
General Directorate of Radio Television Afghanistan	401,750.26	5,996.27	166,966.55	2,492.04	568,716.81	8,488.31	0.1%
Ministry of Information and Culture	502,855.80	7,505.31	363,931.94	5,431.82	866,787.74	12,937.13	0.2%
Total	37,442,437.71	558,842.35	21,144,630.26	315,591.50	58,587,067.97	874,433.85	13.2%
Health							
Ministry of Public Health	2,959,532.38	44,172.13	18,276,486.54	272,783.38	21,236,018.92	316,955.51	4.8%
Total	2,959,532.38	44,172.13	18,276,486.54	272,783.38	21,236,018.92	316,955.51	4.8%

Sector - Ministry	Figures in '000' AFS						% of Total Budget
	Operating Budget		Development Budget		Total		
	AFS	USD	AFS	USD	AFS	USD	
Agriculture and Rural Rehabilitation							
Independent Land Authority	270,043.22	4,030.50	261,969.80	3,910.00	532,013.02	7,940.49	0.1%
Ministry of Rural Rehabilitation	474,505.22	7,082.17	16,439,392.98	245,364.07	16,913,898.20	252,446.24	3.8%
Ministry of Agriculture, Irrigation and Livestock	1,143,732.52	17,070.63	8,727,639.92	130,263.28	9,871,372.44	147,333.92	2.2%
Ministry of Counter Narcotics	194,820.00	2,907.76	1,716,456.86	25,618.76	1,911,276.86	28,526.52	0.4%
Total	2,083,100.96	31,091.06	27,145,459.55	405,156.11	29,228,560.51	436,247.17	6.6%
Social Protection							
Office of Disaster Preparedness	108,903.56	1,625.43	4,760.08	71.05	113,663.64	1,696.47	0.0%
Directorate of Kuchies	79,258.04	1,182.96	94,820.08	1,415.23	174,078.12	2,598.18	0.0%
Ministry of Women Affairs	192,910.06	2,879.25	37,610.92	561.36	230,520.98	3,440.61	0.1%
Ministry of Border and Tribal Affairs	443,171.68	6,614.50	164,289.23	2,452.08	607,460.91	9,066.58	0.1%
Ministry of Refugee Repatriation	268,105.92	4,001.58	250,056.86	3,732.19	518,162.78	7,733.77	0.1%
Ministry of Labor and Socail Affairs, Martyrs and Disabled	20,209,383.92	301,632.60	1,231,169.22	18,375.66	21,440,553.14	320,008.26	4.8%
Total	21,301,733.18	317,936.32	1,782,706.39	26,607.56	23,084,439.57	344,543.87	5.2%
Economic Governance and Private Sector Development							
Ministry of Finance	1,859,560.78	27,754.64	4,946,480.63	73,828.07	6,806,041.41	101,582.71	1.5%
Central Statistics Office	164,852.00	2,460.48	334,243.30	4,988.71	499,095.30	7,449.18	0.1%
Micro Finance Investment support facility for afghanistan	-	-	1,608,457.54	24,006.83	1,608,457.54	24,006.83	0.4%
Afghanistan National Standardization Authority	71,467.48	1,066.68	210,664.55	3,144.25	282,132.03	4,210.93	0.1%
Control and Audit Office	127,767.50	1,906.98	694,014.34	10,358.42	821,781.84	12,265.40	0.2%
Ministry of Economy	274,391.18	4,095.39	294,402.96	4,394.07	568,794.14	8,489.46	0.1%
Ministry of Commerce	444,635.80	6,636.36	896,208.01	13,376.24	1,340,843.81	20,012.59	0.3%
National Economic Council	47,677.00	711.60	13,400.00	200.00	61,077.00	911.60	0.0%
	2,990,351.74	44,632.12	8,997,871.33	134,296.59	11,988,223.07	178,928.70	2.7%
Total - Budgetary Units	262,574,469.75	3,919,021.94	166,430,260.36	2,484,033.74	429,004,730.11	6,403,055.67	96.5%
Total - Contingency Codes	13,479,426.13	201,185.46	2,122,600.20	31,680.60	15,602,026.33	232,866.06	3.5%
Total	276,053,895.87	4,120,207.40	168,552,860.56	2,515,714.34	444,606,756.44	6,635,921.74	100.0%

5 Population structure in Afghanistan

The structure and size of the population are principal components in development planning and budget programming.

In the FY 1395, the total population of Afghanistan was estimated around 29,2 millions of which 51 percent were males and 49 percent were females.

Out of the settled population, 20,8 millions (= 75%) were living in rural areas and 6,9 millions (= 25%) in urban areas. In addition 1,5 millions were living as nomads.

12,7 millions of the population (43,5%) were under the age of 15 years in 1395 which means that nearly half of the Afghan population is very young. The proportion of under 15 years old is among the highest in the world and significantly higher than that of the neighboring countries⁴² with resulting implications for the budget in the educational sector.

Table: Settled population by sex and age groups

Age group (years)	Total	Female	% (female)	Male	% Male
0-4	5.352.641	2.725.987	50,93	2.626.653	49,07
5-9	4.135.433	2.028.985	49,06	2.106.448	50,94
10-14	3.214.745	1.525.525	47,45	1.689.221	52,55
15-19	2.620.797	1.235.157	47,13	1.385.640	52,87
20-24	2.228.290	1.078.280	48,39	1.150.010	51,61
25-29	1.837.097	921.340	50,15	915.757	49,85
30-34	1.534.453	797.885	52	736.567	48
35-39	1.352.466	703.583	52,02	648.882	47,98
40-44	1.175.416	583.303	49,63	592.113	50,37
45-49	1.026.346	489.737	47,72	536.609	52,38
50-54	871.557	400.218	45,92	471.339	54,08
55-59	706.508	316.136	44,75	390.372	55,25
60-64	548.014	242.871	44,32	305.143	55,68
65+	1.053.383	458.300	43,51	595.083	56,49
Total	27.657.145	13.507.307	48,84	14.149.838	51,16

Source: Afghanistan Statistical Yearbook 2016-17, p. 5

⁴² Afghanistan Statistical Yearbook 2016-17, p. 4

The following table provides an overview of the distribution of the population by province. With 16,36%, Kabul has the highest share of the total population, followed by Herat (6,97%) and Nangarhar (5,59%).

Table: Settled population by Province

Province	Total	% of total	Female	% (female)	Male	% Male
Kabul	4.523.718	16,36	2.186.567	48,34	2.337.151	51,66
Kapisa	448.245	1,62	222.039	49,54	226.206	50,46
Parwan	675.795	2,44	333.969	49,42	341.826	50,58
Wardak	606.077	2,19	296.757	48,96	309.320	51,04
Logar	398.535	1,44	195.786	49,13	202.749	50,87
Nangarhar	1.545.448	5,59	754.387	48,81	791.061	51,19
Laghman	452.922	1,64	220.840	48,76	232.082	51,24
Panjsher	156.001	0,56	76.232	48,87	79.769	51,13
Baghlan	926.969	3,35	451.887	48,75	475.082	51,25
Bamyan	454.633	1,64	224.206	49,32	230.427	50,68
Ghazni	1.249.376	4,52	610.976	48,90	638.400	51,10
Paktika	441.883	1,6	215.138	48,69	226.745	51,31
Paktya	561.200	2,03	274.298	48,88	286.902	51,12
Khost	584.075	2,11	285.009	48,8	299.066	51,2
Kunarha	458.130	1,66	223.617	48,81	234.513	51,19
Nooristan	150.391	0,54	73.671	48,99	76.720	51,01
Badakshan	966.789	3,5	474.211	49,05	492.578	50,95
Takhar	1.000.336	3,62	490.146	49	510.190	51
Kunduz	1.029.473	3,72	505.499	49,10	523.974	50,9
Samangan	394.487	1,43	192.548	48,81	201.939	51,19
Balkh	1.353.626	4,89	661.190	48,85	692.436	51,15
Sar-e-Pul	569.043	2,06	277.696	48,80	291.347	51,2
Ghor	701.653	2,54	343.259	48,92	358.394	51,08
Daykundi	468.178	1,69	227.742	48,64	240.436	51,36
Urozgan	356.364	1,29	172.866	48,51	183.498	51,49
Zabul	309.192	1,12	150.616	48,71	158.576	51,29
Kandahar	1.252.786	4,53	610.144	48,70	642.642	51,30
Jawzjan	549.900	1,99	270.055	49,11	279.845	50,89
Faryab	1.015.335	3,67	497.157	48,96	518.178	51,04
Helmand	940.237	3,4	457.514	48,66	482.723	51,34
Badghis	504.185	1,82	246.466	48,88	257.719	51,12
Herat	1.928.327	6,97	951.449	49,34	976.878	50,66
Farah	515.973	1,87	251.349	48,71	264.624	51,29
Nimroz	167.863	0,61	82.021	48,86	85.842	51,14
Urban	6.919.560	25,02	3.355.990	48,50	3.563.570	51,5
Rural	20.737.585	74,98	10.151.317	48,95	10.586.268	51,05
Total	27.657.145	100	13.507.307	48,84	14.149.838	51,16

Source: Afghanistan Statistical Yearbook 2016-17, p. 6-8

Unfortunately, the Statistical Yearbook does not provide sex-disaggregated information about the age patterns of the population in each province. This information would be necessary for, e.g., the calculation of the required educational budget in each province for which one would need to know how many girls and boys are of school age.

6 Public employment

As mentioned in chapter 4, the highest share (60%) of the operating budget for 1395 is allocated for wages and salaries (Code 21). The estimated AFS 167.1 billion are projected to form about 12 percent of GDP.⁴³ From a GRB perspective, it is therefore worth to examine to which extent women and men benefit from these expenditures. For the purpose of the present study, data on civil servants were compiled from the Afghanistan Statistical Yearbook.

According to the Civil Servant Law (2008), the employment category of civil servants “consists of civil employees and civil service contractual workers.” The law is applicable to civil servants of ministries, the Office of the Attorney General, independent agencies and independent commissions, state owned enterprises, administrative affairs units of both Houses of the National Assembly and administrative affairs units of judiciary. Military personnel of ministries, military personnel of independent agencies, judges and lecturers of higher education institutions are not included.

In its Article 7, the Civil Servant Law also defines who is eligible to be employed as a civil servant as follows:

„(1) A Person fulfilling the following conditions may be appointed as a Civil Employee:

1. Shall have Afghanistan’s citizenship.
2. Shall not be aged less than 18 and over 64 years.
3. Shall have obtained health certification from the related authorities of the Public Health Ministry.
4. Shall have obtained at least a high school graduation certificate from an officially recognized domestic or foreign educational institution.
5. Has not been sentenced by a competent court for felony.”⁴⁴

All civil servants are classified according to a system of eight grades/ranks. The following table links each grade/rank with its respective job title:

Grade/Rank	Title
One	Director General
Two	Director

⁴³ Ministry of Finance, 1395, p. 9.

⁴⁴ Civil Servants Law, Islamic Republic of Afghanistan, 2008

Three	Sub-Director
Four	General Manager
Five	Manager
Six	Officer
Seven	Housekeeper and support Staff
Eight	Drivers and Cleaners, support staff

In addition to the eight grades being part of the civil service law, there are three additional grades that are designated for senior government officials for instance, the ministers and deputy ministers. These grades are not covered by the civil service law.

Grade	Title
Out of rank	Ministers
Above over-rank	Experienced and well qualified deputy ministers, senior technical advisors
Over rank	Less experienced deputy ministers and technical senior advisors

According to the Central Statistics Organization, in 2016 a total of 399.574 people were employed in the national civil service, including officials, service personnel and workers, but excluding police and the Afghanistan National Army. Out of the total, 309,752 (77,5%) of all civil service employees were men and 89,822 (22,5%) were women in 2016⁴⁵.

There are, however, large differences between the Ministries: Of the 56 ministries and government bodies covered in the Statistical Yearbook, the Ministry of Frontiers, Ethnicity and Tribes Affairs had the highest proportion of female staff with 92,65%, followed by the Ministry of Labour, Social Affairs, Martyrs, and the Disabled with 58.26%, the Ministry of Women's Affairs with 56,57%, the Ministry of Education with 27,34% and the Ministry of Public Health with 24,67%. 81,41% of all female civil servants are employed by the Ministry of Education that accounts for 65,75% of total public employment.

29 ministries and government bodies report less than 10% participation by women, with the Ministry of Interior Affairs ranking last with 0,77% followed by the Ministry of Hajj and Religious Affairs with 0,8%, the Independent Directorate of Local Governance (2,28%), the Ministry of Agriculture, Irrigation and Livestock (3,58%), the National Disaster Management Authority with 3,65%, and the Ministry of Transport (3,96%). Hence, only three ministries have achieved the objective of at least 30 percent female labour force: the Ministry of Frontiers, Ethnicity and Tribes Affairs, the Ministry of Labour, Social Affairs, Martyrs, and the Disabled, and the Ministry of Women's Affairs.

⁴⁵ Afghanistan Statistical Yearbook 2016-17, p. 19.

Ministry/Department	Total	% of total employment	Women	% women in Ministry	% women of total women	Men	% men in Ministry	% men of total men
Total	399.574		89.822 (22,5%)			309.752 (77,5%)		
Administrative Office of president	1.210	0,3	107	8,84	0,12	1.103	91,16	0,36
Ministry of Economy	860	0,22	105	12,21	0,12	755	87,79	0,24
Ministry of Foreign Affairs	1.453	0,36	113	7,78	0,13	1.340	92,22	0,43
Ministry of Justice	2.728	0,68	217	7,95	0,24	2.511	92,05	0,81
Ministry of Finance	7.777	1,95	560	7,20	0,62	7.217	92,8	2,33
Ministry of Frontiers, Ethnic and Tribes Affairs	1.183	0,3	1.096	92,65	1,22	87	7,35	0,03
Ministry of Transport	2.018	0,51	80	3,96	0,09	1.938	96,04	0,63
Ministry of Water and Power	2.631	0,66	190	7,22	0,21	2.441	92,78	0,79
Ministry of Mines and Petroleum	2.255	0,56	270	11,97	0,30	1.985	88,03	0,64
Ministry of Agriculture, Irrigation and Livestock	7.628	1,91	273	3,58	0,30	7.355	96,42	2,37
Ministry of Higher Education	12.073	3,02	1.769	14,65	1,97	10.302	85,33	3,33
Ministry of Public Works	2.970	0,74	149	5,02	0,17	2.821	94,98	0,91
Ministry of Commerce and Industries	3.678	0,92	280	7,61	0,31	3.398	92,39	1,1
Ministry of Public Health	13.391	3,35	3.304	24,67	3,68	10.187	76,07	3,29
Ministry of Communication and	2.444	0,61	285	11,66	0,32	2.159	88,34	0,7

Information Technology								
Ministry of Religious Affairs and Haj	8.275	2,07	66	0,8	0,07	8.209	99,2	2,65
Ministry of Education	262.702	65,75	73.122	27,34	81,41	189.580	72,16	61,20
Ministry of Labour and Social Affairs, Martyrs and Disabled	6.897	1,73	4.018	58,26	4,47	2.879	41,74	0,93
Ministry of Information and Culture	1.923	0,48	254	13,21	0,28	1.669	86,79	0,54
Ministry of Repatriation and Refugees Affairs	1.120	0,28	113	10,09	0,13	1.007	89,91	0,33
Ministry of Urban Development Affairs	1.277	0,32	149	11,67	0,17	1.128	88,33	0,36
Ministry of Women Affairs	875	0,22	495	56,57	0,55	380	43,43	0,12
Ministry of Rural Rehabilitation and Development	1.914	0,48	134	7,00	0,15	1.780	93,00	0,57
Ministry of National Defence	539	0,13	46	8,53	0,05	493	91,47	0,16
Ministry of Interior Affairs	6.258	1,57	48	0,77	0,05	6.210	99,23	2,0
Ministry of Counter Narcotics	457	0,11	28	6,13	0,03	429	93,87	0,14
Ministry of Parliamentary Affairs	280	0,07	38	13,57	0,04	242	86,43	0,08
Academy of Science	427	0,11	78	18,27	0,09	349	81,73	0,11
Geodesy and Cartography Head Office	494	0,12	71	14,37	0,08	423	85,63	0,14
Attorney General	4.066	1,02	434	10,67	0,48	3.632	89,33	1,17
Central Statistics	632	0,16	78	12,34	0,09	554	87,66	0,18

Organization								
High Office of Anti Corruption	353	0,09	36	10,2	0,04	317	89,8	0,1
I.A. Reform and Civil Service Commission	720	0,18	117	16,25	0,13	603	83,75	0,19
National Disaster Management Authority	384	0,1	14	3,65	0,02	370	96,35	0,12
High Organization of Audit	423	0,11	35	8,27	0,04	388	91,73	0,13
National Environmental Protection Agency	774	0,19	65	8,4	0,07	709	91,6	0,23
National Olympic Department	506	0,13	40	7,91	0,04	466	92,9	0,15
Banks (Government)	3.389	0,85	391	11,54	0,44	2.998	88,46	0,97
Kabul Municipality	8.279	2,07	445	5,38	0,5	7.834	94,62	2,53
Afghan Red Crescent Society	1.796	0,45	142	7,91	0,16	1.654	92,09	0,53
High Court	6.229	1,56	498	7,99	0,55	5.731	92,01	1,85
Independent Directorate of Local Governance	6.175	1,55	141	2,28	0,16	6.034	97,72	1,95
Afghan National Standards Authority	266	0,07	13	4,89	0,01	253	95,11	0,08
Wulus – e- Jirga	674	0,17	99	14,69	0,11	575	85,32	0,19
Meshrano Jirga	415	0,10	56	13,49	0,06	359	86,51	0,12
Independent General Directorate of Nomads	46	0,01	4	8,7	0,004	42	91,3	0,01
Independent Election Commission	338	0,08	19	5,62	0,02	319	94,38	0,10
LC For Overseeing the Implementation of Constitution	105	0,03	6	5,71	0,006	99	94,29	0,03
Atomic Energy High	105	0,03	18	17,14	0,02	87	82,86	0,03

Commission								
National Radio Television Department	2.052	0,51	340	16,57	0,38	1.712	83,43	0,55
Independent Civil Aviation Authority	1.091	0,27	115	10,54	0,13	976	89,46	0,32
Ariana Afghan Airlines	539	0,13	71	13,17	0,08	468	86,83	0,15
Independent Election Complaints Commission	117	0,03	7	5,98	0,007	110	94,02	0,04
Afghanistan Independent Human Rights Commission	464	0,12	97	20,91	0,11	367	79,09	0,12
Afghanistan Independent Land Authority (Arazi)	1.612	0,40	83	5,15	0,09	1.529	94,85	0,49
Office of National Security Council	189	0,05	9	4,76	0,01	180	95,24	0,06

Source: Afghanistan Statistical Yearbook

In order to calculate the share of expenditures covered by Code 21 that is benefiting women and men, respectively, the number of women and men currently employed at each rank/grade were multiplied with the average salary for each position. The remuneration system in Afghan Civil Service consists of five steps in each rank/grade.⁴⁶ As data on the numbers of public employees is not available at the level of each different step, but only aggregated at the level of each rank/grade, the salary of step 3 of each rank/grade was used as a proxy average salary. The following table shows the results of this calculation for all public servants. A similar calculation of public employment in the six pilot ministries is being part of the sector-specific chapters below.

Table: Number of Official Civil Service Employees by Rank and grade 2016-2017

Rank/Grade	Average salary for each position (AFN)	Number of women currently employed at each rank	Total basic salary spent on women	Number of men currently employed at each rank	Total basic salary spent on men
Rank 1	29,800	18	536,400	264	7,867,200
Rank 2	20,400	154	3,141,600	2.118	43,207,200
Rank 3	14,500	425	6,162,500	5.132	74,414,000
Rank 4	10,900	1.909	20,808,100	18.516	201,824,400
Rank 5	8.600	4.939	42,475,400	22.899	196,931,400
Rank 6	7,000	3.733	26,131,000	14.158	99,106,000
Grade 7	5,900	646	3,811,400	13.359	78,818,100
Grade 8	5,200	2.678	13,925,600	13.621	70,829,200
Over rank	180,000	7	1,260,000	92	16,560,000
Above rank	190,000	9	1,710,000	87	16,530,000
Out of rank	200,000	14	2,800,000	57	11,400,000
Total reported		14.532	122,762,000	90.303	817,487,500
Share in %		13,86	13,05	86,14	86,94

⁴⁶ See Annex 1.

Not reported (ranks)		70.698		164.910	
Not reported (grades)		4.592		54.539	
Total not reported		75.290		219.449	
Total all		89.822		309.752	
% of the total		22,48		77,52	

The results of the table are incomplete in different aspects. First of all, ranks and grades were reported for only 14,532 (16,18%) of all female civil servants compared to 90,303 (29,15%) of all male civil servants. Hence, the calculation covers less than one third of all public employees, and disproportionately less female civil servants than male civil servants. The result shows a statistically insignificant difference between women's share among civil servants (13,86% for reported positions) compared to women's share in salaries (13,05%). But given that for the majority of civil servants the respective rank/grade is not being reported, one cannot draw the conclusion that this difference is statistically insignificant for all public employees.

In addition to these limitations with regard to the salaries, other important elements in remuneration are not covered in the table. Remuneration of civil servants does not only consist of salaries, but also of different kinds of allowances (e.g. professional and cadre allowance, interim additional allowance, hazard and regional pay, bonus, food allowance etc.). Data on the total amount of the different allowances is provided in the budget form A 3 of each line ministry, but it does not allow for a calculation of the allowances per employee, not to speak of the calculation of the allowance per female employee compared to a male employee.

However, even if it is not possible to calculate the share of spending on public employment that benefit women compared to men in Afghanistan for the FY 1395, employment data reveal that women's representation in civil service lacks behind of political commitments because the **attainment of a thirty percent representation of women** in elected and appointed bodies at all levels of government by

2020 was one of the targets of the Afghanistan Millennium Development Goals (MDGs). This target is based on a recommendation of the United Nations Economic and Social Council who defined a representation of 30% of women in positions at decision making levels as a minimum critical mass for women to be capable to change the status quo in a given context.

The **attainment of the 30% representation of women is also an important objective of NAPWA** where it is said:

*Considering that women's leadership is a necessary input to the promotion of women's advancement, we will fast track the attainment of thirty percent representation of women in the civil service, preferably within the next ten years. This will be done by adopting and implementing an affirmative action policy by the Civil Service Commission (CSC) within the framework of the Priority Reform and Restructuring (PRR) program of government. It will be implemented by the national appointments mechanism for senior level appointments to the government which is a high level benchmark of the Afghanistan Compact. The same will be done in other priority sectors like commerce, justice, finance, public administration, foreign relations, and agriculture.*⁴⁷

More recently and more ambitiously, the ANPDF states that „Afghanistan must establish a civil service that is responsive to national development needs and promotes the **balanced participation of Afghan men and women**.“⁴⁸

In line with these political commitments, the Independent Administrative Reform and Civil Service Commission (IARCSC) **set a target of 30% women for the civil service**. In close cooperation with the MoWA, it also developed a Gender Equality Policy for civil service and conducted gender awareness trainings.⁴⁹

However, in 2016, as was shown above, 77,5% of all civil service employees were men and 22,5% were women⁵⁰ which means **that the 30% target has not yet been met**.

The following graph shows data for the years 2013 to 2015. It reveals that compared to 2015, women's representation has slightly increased from 21,9% (2015) to 22,5% (2016), but remains lower than in 2013 when the proportion of women was 24,1%.

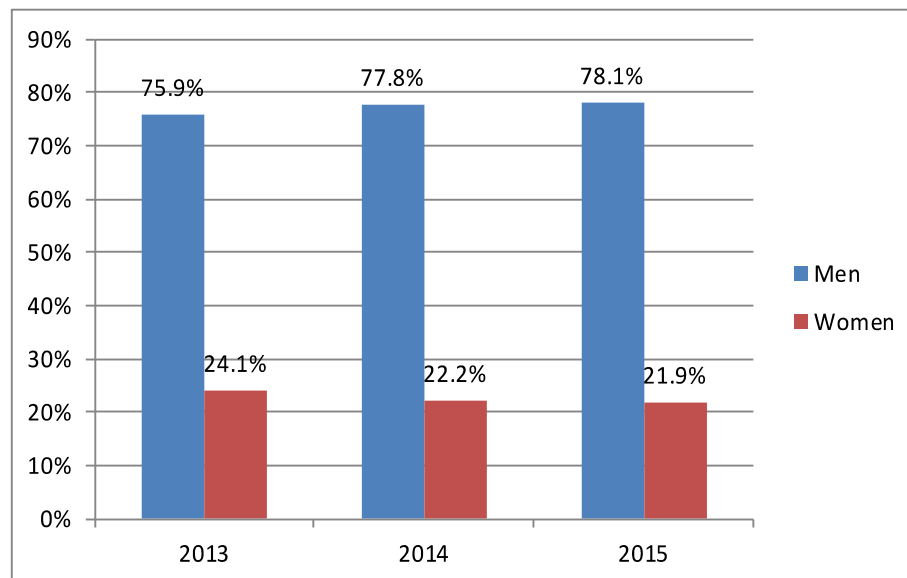
⁴⁷ NAPWA, p.16.

⁴⁸ ANPDF, p. 15.

⁴⁹ World Bank, 2013, p. 26.

⁵⁰ Afghanistan Statistical Yearbook 2016-17, p. 19.

Figure 3.3: Civil service employment by gender (2013–2015)



Source: Statistical Yearbooks, 2013–2015.

Source: Central Statistics Organization, Women and Men in Afghanistan, 2015, p. 11 and Afghanistan Statistical Yearbook 2016-17

7 Direct transfers to private households

As mentioned in point 3.4. above, a further aspect that should be analysed from a GRB perspective is related to direct transfers to private households. The World Bank Gender Statistics Database provides some indication that women in Afghanistan benefit less from transfers than men. In 2014, only 2,2%⁵¹ of all female respondents reported that they had personally received any financial support

⁵¹ http://databank.worldbank.org/data/reports.aspx?Code=undefined&id=2ddc971b&report_name=Gender_Indicators_Report&populartype=series

from the government⁵² in the past 12 months compared to 4,1% of male respondents. However, the database does not provide information about the total amount transferred to women and men.

Although Afghanistan cannot yet afford large-scale national safety nets or tax-based transfer programmes, the Government has launched a few programmes⁵³ to improve the living situation of the most vulnerable population groups, such as disabled, widowed and elderly citizens.⁵⁴

A recent study on social protection commissioned by the Asian Development Bank found that in 2009, Afghanistan's social protection expenditures⁵⁵ were valued at 12,5 billion Afs which was about 2,0% of the total 627 billion GDP. The expenditures on social assistance made up the largest share with 75,4% of the total expenditures with child protection programmes having the biggest portion. Labour Market Programmes also showed a significant share in the expenditures at 23,5% while social insurance programmes got the least share with 1,1% of the total social protection expenditures.

The authors of the ADB study calculated the Social Protection Index (SPI) for Afghanistan. In 2009, the Social Protection Index had a value of 0.046 which means that the average per capita expenditure on social protection was about 4,6% of the poverty line expenditure (set at 25% of the GDP per capita). A disaggregation by sex revealed that the SPI for men was higher with 0,029 than the SPI for women which was valued 0,018. These values allow for the conclusion that expenditures on social protection programmes in Afghanistan benefited men more than women, with each female beneficiary receiving only 1.8% of the regional poverty line.⁵⁶

Disaggregation by Gender

	Women	Men
SP Expenditure (Million Afs)	4,811	7,710
Reference Pop (000s)	43,943	43,943
25% of GDP per capita	6,128	6,128

⁵² This includes payments for educational or medical expenses, unemployment benefits, subsidy payments, or any kind of social benefits. It does not include wages or any payments related to work (female, % age 15+).

⁵³ E.g. the Jobs for Peace program

⁵⁴ ANDPF, p. 27.

⁵⁵ Social protection comprises social insurance, social assistance and labor market programs.

⁵⁶ Abdul Majeed Labib, 2012, p. 17/18.

SPI	0.018	0.029
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Source: Consultant estimate, ADB

8 Public procurement

According to Transparency International, public procurement of goods and services accounts for 13-20% of countries' gross domestic product worldwide.

However, data from UN Women show that globally, women-owned businesses secure a mere 1% of government contracts, suggesting systematic gender disparities within procurement systems. Procuring entities, corporations and investors often lack the information necessary to analyse the gender impact of their decisions and to identify women-owned suppliers.

For Afghanistan, it is estimated that procurement accounts for nearly 20% of total expenditures of the Afghan national budget.⁵⁷ Public procurement opens up good opportunities to strengthen gender equality and women's (economic) empowerment in two ways:

- Rules and procedures should be formulated in a way that goods and services purchased through public procurement address both women's and men's needs (e.g. school or police uniforms for both women and men)
- Women-owned businesses should have equal opportunities to benefit from public tenders.

The NUG has started to reform public procurement systems in Afghanistan. In 2014, it established the National Procurement Agency (NPA) to increase transparency and improve the procurement system. The NPA assimilated three ministerial procurement entities, namely the Procurement Policy Unit of the Ministry of Finance, the Ministry of Economy's Afghanistan Reconstruction and Development Services, and the Contract Management Office of the Ministry of Finance. The mission of the new agency is to reform procurement for all 64 ministries and procurement entities across Afghanistan with the aim of producing an effective, efficient and transparent procurement system.⁵⁸

⁵⁷ Special Inspector General for Afghanistan Reconstruction, 2017, p. 5; ANPDF, p. 16.

⁵⁸ Special Inspector General for Afghanistan's Reconstruction, 2017, p. 9-10.

Unfortunately, no information could be received from the NPA about the percentage of women-owned businesses benefiting from public tenders, nor about the gender-responsiveness of goods and services purchased through public procurement, therefore, nothing can be concluded about the effect of public procurement on gender equality and women's empowerment.

However, the NUG has recognized the potential of public procurement and emphasized the "stimulus role" that government procurement can play in terms of pro-women purchasing policies.⁵⁹

9 Education and Higher Education

9.1 Situation analysis

In 2016/1395, 8,395,836 children were enrolled in government general education schools, out of which nearly 40% were girls and 60% were boys. Behind these numbers hide huge differences between the provinces. In some provinces, enrollment rates of girls and boys are close to equal, e.g. in Bamyan where 47,2% of all enrolled children are girls, in Badakshan (46,33% of all enrolled children are girls), Daykundi (46,32%) and Kabul City (46,27%), in other provinces the representation of girls is under 20%, e.g. in Paktika (19%) and Urozgan (15,44%).

Table: Number of students enrolled in Government General Education Schools in 1395

	Total number of students	Girls	% girls of total	Boys	% boys of total
Kabul City	1.037.065	479.865	46,27	557.200	53,73
Kapisa	126.588	42.696	33,73	83.892	66,27
Parwan	186.979	70.717	37,82	116.262	52,18
Maidan	150.099	42.461	28,29	107.638	71,71

⁵⁹ NPP-WEE, p. 3.

wardak					
Logar	118.903	33.284	27,99	85.619	72,01
Nangarhar	647.924	236.103	36,44	411.821	63,56
Laghman	176.826	74.485	42,12	102.341	57,88
Panjsher	35.819	16.280	45,45	19.539	54,55
Baghlan	295.603	113.067	38,25	182.536	61,75
Bamyan	134.070	63.284	47,2	70.786	52,8
Ghazni	360.729	120.438	33,39	240.291	66,61
Paktika	151.880	28.854	19,0	123.026	81,0
Paktya	165.041	46.407	28,12	118.634	71,88
Khost	277.319	87.959	31,72	189.360	68,28
Kunarha	159.276	59.483	37,35	99.793	62,65
Nooristan	38.374	16.972	44,23	21.402	55,77
Badakshan	332.077	153.866	46,33	178.211	53,67
Takhar	344.199	151.066	43,89	193.133	56,11
Kundoz	310.509	119.044	38,34	191.465	61,66
Samangan	113.447	47.606	41,96	65.841	58,04
Balkh	506.485	227.338	44,89	279.147	55,11
Sar-e-pul	151.213	65.855	43,55	85.358	56,45
Ghor	197.157	78.336	39,73	118.821	60,27
Daykundi	164.429	76.166	46,32	88.263	53,68
Urozgan	59.526	9.191	15,44	50.335	84,56
Zabul	41.955	9.400	22,4	32.555	77,6
Kandahar	192.239	53.766	27,97	138.473	72,03
Jawzjan	177.257	72.065	40,66	105.192	59,34
Faryab	276.533	120.855	43,7	155.678	56,3
Helmand	167.663	37.050	22,1	130.613	77,9
Badghis	124.241	35.571	28,63	88.670	71,37
Herat	709.202	332.625	46,9	376.577	53,1
Farah	103.808	36.099	34,77	67.709	65,23

Nimroz	65.206	28.676	43,98	36.530	56,02
Total	8.395.836	3.296.689	39,27	5.099.147	60,73

Source: Afghanistan Statistical Yearbook, 2015/16, p. 104/105

The above figures cover all grades from primary to upper secondary school. However, in some cases, a different picture emerges when data is being analysed by grade or level of education as is emphasized in the World Bank Gender Assessment. For Panshjir, for instance, the assessment finds that girls have a higher enrollment rate in primary school than boys (51%), while the proportion of girls in secondary school declines to 33%. Another pattern was observed in Nimroz where girls were maintained with a rate of 44% in secondary and 36% in upper secondary school despite of being a remote province.⁶⁰

Overall, girls enrollment rates are higher in primary school than in secondary school which indicates that retention rates of girls are low and drop out rates are high.

The reasons for lower enrollment rates of girls especially at secondary level compared to boys/high drop out rates of girls are manifold and vary from one local context to the other. Among the interconnected factors are the following⁶¹:

- Early marriage and early motherhood
- Cultural perceptions of appropriate activities for pubescent girls
- Mobility constraints coupled with a lack of secondary facilities in close proximity to home
- Inadequate school buildings (lack of sanitation facilities, unsafe drinking water, insufficient books and supplies)
- Lack of female teachers
- Perception of education having low value and low return on investment, particularly for girls

⁶⁰ World Bank, 2013, p. 67.

⁶¹ See World Bank, 2013, p. 68.

- Perception of the quality of education
- Lack of job opportunities for women
- Poverty
- Mothers low educational attainment and literacy

The NRVA 2007/2008 noted that distance from school is the single most significant barrier nationwide to children attending school. It is far more important for girls than for boys due to girls reduced mobility and it contributes strongly to girls' drop-out rates, particularly in lower secondary and above.⁶² One study has shown that every mile a school is away from home, girls' enrollment decreases by 19%.⁶³

The model of community-based education, promoted by the MoE seems to have the potential to overcome some of the main barriers to girls enrollment and retention in school, namely the barriers of distance, mobility, safety, and time involved when government schools are too far from home.⁶⁴ According to the World Bank, community-based education is the only type of education where higher enrollment rates for girls than for boys can be observed. Also, in adult literacy schools, the gap between women and men is considerably narrower than in other forms of education.⁶⁵

In order to assess, if the budget in the educational sector in each province is sufficient to ensure equal access to education of each girl and boy, one would need to relate the numbers included in the table with the total number of girls and boys in school age in each province. Unfortunately, these data were not accessible for the present report, as already mentioned earlier.

⁶² See World Bank, 2013, p. 74.

⁶³ Cited in World Bank, 2013, p.72.

⁶⁴ See World Bank, 2013, p. 84.

⁶⁵ For more details see World Bank, 2013, p. 66.

The gap between girls and boys education increases at higher school levels, which indicates early-drop-out rates for girls.⁶⁶

In some provinces, girls' enrollment and retention rates, especially in secondary school, are strongly correlated with the proportion of female teachers among the faculty. As can be seen from the next table, there are large differences between the provinces in terms of the proportion of female teachers. While in Kabul, Nimroz, Balkh and Herat the majority (73,84%) of all teachers are women (73,84% in Kabul, 60,39% in Nimroz, 56,41% in Balkh and 53,14% in Herat), in other provinces, the proportion of women among the faculty is less than 10% with the lowest share in women's share in Paktika (1,38%) followed by Urozgan (3,48%) and Khost (4,55%).

Table: Number of teachers in Government General Education Schools by Province in 1395

	Total number of teachers	Women	% women of total	Men	% men of total
Kabul City	24.904	18.391	73,84	6.513	26,16
Kapisa	3.045	541	17,77	2.504	82,23
Parwan	5.674	928	16,36	4.746	83,64
Maidan wardak	4.141	243	5,87	3.898	94,13
Logar	3.018	412	13,65	2.606	86,35
Nangarhar	13.037	1.505	11,54	11.532	88,46
Laghman	3.804	291	7,65	3.513	92,35
Panjsher	1.162	265	22,80	897	77,2
Baghlan	8.678	2.347	27,05	6.331	72,95
Bamyan	3.155	771	24,44	2.384	75,56
Ghazni	6.371	1.646	25,84	4.725	74,16
Paktika	3.339	46	1,38	3.293	98,62
Paktya	2.788	142	5,09	2.646	94,91
Khost	3.799	173	4,55	3.626	95,44
Kunarha	3.576	191	5,34	3.385	94,66

⁶⁶ World Bank, 2013, p. 64.

Nooristan	1.278	160	12,52	1.118	87,48
Badakshan	10.016	3.378	33,73	6.638	66,27
Takhar	7.932	2.667	33,62	5.265	66,38
Kunduz	6.335	1.879	29,66	4.456	70,34
Samangan	2.275	702	30,86	1.573	69,14
Balkh	11.303	6.376	56,41	4.927	43,59
Sar-e-pul	2.928	976	33,33	1.952	66,67
Ghor	4.239	454	10,71	3.785	89,29
Daykundi	3.004	1.057	35,19	1.947	64,81
Urozgan	1.064	37	3,48	1.027	96,52
Zabul	723	71	9,82	652	90,18
Kandahar	4.194	667	15,9	3.527	84,1
Jawzjan	4.260	1.895	44,48	2.365	55,52
Faryab	5.131	1.947	37,95	3.184	62,05
Helmand	2.472	454	18,37	2.018	81,63
Badghis	2.418	425	17,58	1.993	82,42
Herat	15.274	8.116	53,14	7.158	46,86
Farah	2.524	976	38,67	1.548	61,33
Nimroz	1.429	863	60,39	566	39,61
Total	184.541	62.691	33,97	121.850	66,03

Source: Afghanistan Statistical Yearbook, 2015/16, p. 106/107

Although a continuous increase of the share of women among teaching staff can be observed (in 2005, only 28% of all teachers were women), the supply of female teachers has not kept pace with the increasing demand for girls's education. In addition, the existing

female teachers are not evenly distributed. The World Bank Gender Assessment refers to data of the MoE that reveals that 235 out of 412 urban and rural districts did not have a single qualified female teacher in 2013.⁶⁷

In addition to the number of female teachers and their share of teaching staff, qualitative challenges also contribute to low enrollment and retention rates. According to the World Bank Gender Assessment, many of the teachers lack pedagogical capacity and are not certified. When parents have doubts about the quality of education, they tend to withdraw their daughters from school more often than their sons.⁶⁸ The lack of female teachers is especially acute in secondary and tertiary education.

In addition to universities, there are many technical and vocational education/training providers in Afghanistan, either private, offered through NGOs, or offered by several branches of the Government. In order to ensure that young people are trained in skills relevant to the Afghan labor market, MoE and the Ministry of Labour and Social Affairs, Martyrs, and the Disabled (MoLSAMD) aim to increase the number of TVET institutions across the country and to increase the enrollment of girls to 30%. TVET centers are an important part of reconstruction and development efforts in Afghanistan as they help to build a capable, responsive workforce that will contribute to economic growth.⁶⁹

Table: Total Professional and Vocational High Schools

	Total number	Total number of women	% of women	Total number of men	% of men
Number of Professional and Vocational High Schools	141	2 (schools for girls)		139 (school for boys)	

⁶⁷ See World Bank, 2013, p. 76.

⁶⁸ See World Bank, 2013, p. 74.

⁶⁹ See World Bank, 2013, p. 87.

Number of students	21.565	1.641	7,61	19.924	92,39
New students	4.618	480	10,39	4.138	89,61
Graduates	3.152	327	10,37	2.825	89,63
Number of teachers	974	32	3,29	942	96,71

Source: Ministry of Education, in Afghanistan Statistical Yearbook, 2015/16, p. 103

Higher education

The total number of government and private universities and higher education institutes was 145 in 2015/16 and the total number of faculties was 601 all over the country. Women made up 21% of all students, which is a 3% increase since 2011/2012, when the CSO reported that 19% of all students were women.⁷⁰ With 11,92%, the share of female teachers among faculty staff is, however, very low which may create a barrier for more girls to be enrolled in universities.

There was an increase of 24,2% in female students in 2015/16 compared to the previous year. The total number of teachers were 13.836 in 2015/16, out of which 1.732 teachers were women.

Table: Number of students and teachers in universities and higher educational institutions

	Total number	Total number of women	% of women	Total number of men	% of men
Number of universities and	145				

⁷⁰ See World Bank, 2013, p. 85.

institutions					
Number of students	300.344	63.974	21,3	236.370	78,7
Government students	171.609	36.362	21,19	135.247	78,81
Private students	128.735	27.612	21,45	101.123	78,55
Number of teachers	13.544	1.614	11,92	11.930	88,08
Government teachers	5.522	766	13,87	4.756	86,13
Private teachers	8.022	848	10,57	7.174	89,43

Source: Ministry of Higher Education, in Afghanistan Statistical Yearbook, 2015/16, p. 51

Table: Number of students in different government universities at the beginning of educational year

	Total	Women	% of women	Men	% of men
Kabul university	22.469	5.342	23,77	17.127	76,23
Kabul Polytechnic University	3.512	329	9,37	3.183	90,63
Shahid Professor Borhanuddin Rabani Education	7.882	3.083	39,11	4.799	60,89

University					
Kabul Medical University	2.647	1.028	38,84	1.619	61,16
Herat University	14.293	5.623	39,34	8.670	60,66
Albironi Kapisa University	6.028	937	15,54	5.091	84,46
Abdullah Ebni Masoud Takhar University	5.609	1.456	25,96	4.153	74,04
Nangarhar University	14.021	1.088	7,76	12.933	92,24
Kandahar University	5.493	180	3,28	5.313	96,72
Balkh University	18.326	6.809	37,15	11.517	62,85
Badakhshan University	4.138	856	20,69	3.282	79,31
Kundoz University	5.074	962	18,96	4.112	81,04
Parwan University	5.354	680	12,7	4.674	87,3
Jawzjan University	5.806	1.576	27,14	4.230	72,86
Faryab University	6.283	2.370	37,72	3.913	62,28
Shekh Zahed	7.730	120	1,55	7.610	98,45

Khost University					
Baghlan University	5.363	749	13,97	4.614	86,03
Bamyan University	6.223	1.096	17,61	5.127	82,39
Paktia University	5.439	124	2,28	5.315	97,72
Ghazni University	3.797	614	16,17	3.183	83,83
Samangan Higher Education	2.265	489	21,59	1.776	78,41
Helmand Higher Education	1.792	61	3,4	1.731	96,6
Kumarha University	3.035	40	1,32	2.995	98,68
Badghis Higher Education	758	80	10,55	678	89,45
Laghman University	2.054	28	1,36	2.026	98,64
Panjshir Higher Education	1.164	179	15,38	985	84,62
Paktika Higher Education	1.026	0	0	1.026	100
Urozgan	780	0	0	780	100

Higher Education					
Farah Higher Education	1.158	68	5,87	1.090	94,13
Ghor Higher Education	595	80	13,45	515	86,55
Sar-e pul Higher Education	842	205	24,35	637	75,65
Logar Higher Education	99	23	23,23	76	76,77
Maidan Wardak Higher Education	71	0	0	71	100
Dayundi Higher Education	170	56	32,94	114	67,06
Afghanistan Agriculture Sciences National University	48	20	41,67	28	58,33
Ghazni Technical University	265	11	4,15	254	95,85
Total	171.609	36.362	21,19	135.247	78,81

Source: Afghanistan Statistical Yearbook, 2015/16, p. 54/55

Table: Government Graduates by University and Higher Education Institutions

	Total	Women	% of women	Men	% of men
Kabul University	4.345	1.202	27,66	3.143	72,34
Kabul Polytechnic University	541	42	7,76	499	92,24
Shahid Professor Borhanuldin Rabani Education University	1.804	855	47,39	949	52,61
Kabul Medical University	481	206	42,83	275	57,17
Herat University	2.873	1.078	37,52	1.795	62,48
Albironi Kapisa University	1.141	196	17,18	945	82,82
Abdullah Ebni Masoud Takhar University	1.023	249	24,34	784	76,64
Nangarhar University	2.332	172	7,38	2.160	92,62

Kandahar University	959	12	1,25	947	98,75
Balkh University	3.070	1.124	36,61	1.946	63,39
Badakhshan University	1.015	284	27,98	731	72,02
Kundoz University	952	171	17,96	781	82,04
Parwan University	1.364	181	13,27	1.183	86,73
Jawzjan University	757	154	20,34	603	79,66
Faryab University	1.365	493	36,12	872	63,88
Shekh Zahed Khost University	1.944	41	2,11	1.903	97,89
Baghlan University	1.214	144	11,86	1.070	88,14
Bamyan University	1.213	261	21,52	952	78,48
Paktia University	949	27	2,85	922	97,15
Ghazni University	672	97	14,43	575	85,57
Samangan Higher Education	527	110	20,87	417	79,13
Helmand Higher	324	8	2,47	316	97,53

Education					
Kumarha University	668	5	0,75	663	99,25
Badghis Higher Education	141	17	12,06	124	87,94
Laghman University	191	0	0	191	100
Panjshir Higher Education	205	33	16,1	172	83,9
Paktika Higher Education	167	0	0	167	100
Urozgan Higher Education	246	0	0	246	100
Farah Higher Education	n.a.	n.a.	n.a.	n.a.	n.a.
Ghor Higher Education	107	12	11,21	95	88,79
Sar-e pul Higher Education	144	39	27,08	105	72,92
Logar Higher Education	n.a.	n.a.	n.a.	n.a.	n.a.
Maidan Wardak Higher Education	n.a.	n.a.	n.a.	n.a.	n.a.

Dayundi Higher Education	n.a.	n.a.	n.a.	n.a.	n.a.
Afghanistan Agriculture Sciences National University	n.a.	n.a.	n.a.	n.a.	n.a.
Ghazni Technical University	n.a.	n.a.	n.a.	n.a.	n.a.
Total	32.769	7.218	22,03	25.551	77,97

Source: Afghanistan Statistical Yearbook, 2015/16, p. 74/75

The proportion of women among faculty staff in universities and higher education institutions is much lower (14,14%) as the proportion of women in primary and secondary education. The following table provides an overview of female and male staff in all universities of the country. Huge regional differences can be observed again, with some universities having nearly a 30% representation of women, while others having no female teacher at all.

Table: Number of teachers in Government universities and Higher Education Institutions

	Total	Women	% of women	Men	% of men
Kabul university	835	190	22,75	645	77,25
Kabul Polytechnic University	258	37	14,34	221	85,66

Shahid Professor Borhanuldin Rabani Education University	269	77	28,62	192	71,38
Kabul Medical University	300	67	22,33	233	77,67
Herat University	410	108	26,34	302	73,66
Albironi Kapisa University	168	13	7,74	155	92,26
Abdullah Ebni Masoud Takhar University	142	13	9,15	129	90,85
Nangarhar University	449	16	3,56	433	96,44
Kandahar University	223	2	0,9	221	99,1
Balkh University	425	95	22,35	330	77,65
Badakhshan University	108	11	10,19	97	89,81
Kundoz University	131	10	7,63	121	92,37
Parwan University	140	8	5,71	132	94,29

Jawzjan University	170	52	30,59	118	69,41
Faryab University	142	31	21,83	111	78,17
Shekh Zahed Khost University	225	1	0,44	224	99,56
Baghlan University	137	15	10,95	122	89,05
Bamyan University	143	9	6,29	134	93,71
Paktia University	175	2	1,14	173	98,86
Ghazni University	79	1	1,27	78	98,73
Samangan Higher Education	55	2	3,64	53	96,36
Helmand Higher Education	68	0	0	68	100
Kunarha University	80	0	0	80	100
Badghis Higher Education	47	5	10,64	42	89,36
Laghman University	54	1	1,85	53	98,15
Panjshir Higher	42	0	0	42	100

Education					
Paktika Higher Education	33	0	0	33	100
Urozgan Higher Education	18	0	0	18	100
Farah Higher Education	41	5	12,2	36	87,8
Ghor Higher Education	29	0	0	29	100
Sar-e pul Higher Education	26	3	11,54	23	88,46
Logar Higher Education	9	0	0	9	100
Maidan Wardak Higher Education	6	0	0	6	100
Dayundi Higher Education	12	0	0	12	100
Afghanistan Agriculture Sciences National University	18	0	0	18	100
Ghazni Technical	7	0	0	7	100

University					
Total	5.474	774	14,14	4.700	85,86

Source: Afghanistan Statistical Yearbook, 2015/16, p. 78/79

Another important precondition for girls enrollment in universities is the existence of dormitories for girls. The following table provides information about the proportion of girls living in government universities' dormitories. It reveals that on average slightly less than 10% of all inmates are women.

Table: Inmates of Government Universities Dormitories by University

	Total	Women	% of women	Men	% of men
Kabul University	3.462	515	14,88	2.947	85,12
Kabul Polytechnic University	1.764	61	3,46	1.703	96,54
Shahid Professor Borhanuddin Rabani Education University	n.a.	n.a.	n.a.	n.a.	n.a.
Kabul Medical University	829	242	29,19	587	70,81
Herat	2.803	192	6,85	2.611	93,15

University					
Albironi Kapisa University	2.294	302	13,16	1.992	86,84
Abdullah Ebni Masoud Takhar University	2.294	311	13,56	1.983	86,44
Nangarhar University	6.445	198	3,07	6.247	96,93
Kandahar University	2.696	28	1,04	2.668	98,96
Balkh University	4.663	905	19,41	3.758	80,59
Badakhshan University	2.651	471	17,77	2.180	82,23
Kundoz University	1.537	145	9,43	1.392	90,57
Parwan University	1.770	43	2,43	1.727	97,57
Jawzjan University	3.606	333	9,23	3.273	90,77
Faryab University	2.356	355	15,07	2.001	84,93
Shekh Zahed Khost University	3.100	86	2,77	3.014	97,23
Baghlan University	2.153	76	3,53	2.077	96,47
Bamyan	4.355	858	19,7	3.497	80,3

University					
Paktia University	3.413	48	1,41	3.365	98,59
Ghazni University	1.355	155	11,44	1.200	88,56
Samangan Higher Education	1.181	93	7,87	1.088	92,13
Helmand Higher Education	870	20	2,3	850	97,7
Kumarha University	2.303	11	0,48	2.292	99,52
Badghis Higher Education	516	8	1,55	508	98,45
Laghman University	1.387	4	0,29	1.383	99,71
Panjshir Higher Education	762	88	11,55	674	88,45
Paktika Higher Education	1.093	0	0	1.093	100
Urozgan Higher Education	400	0	0	400	100
Farah Higher Education	383	4	1,04	379	98,96
Ghor Higher	458	65	14,19	393	85,81

Education					
Sar-e pul Higher Education	180	7	3,89	173	96,11
Logar Higher Education	26	26	100	0	0
Maidan Wardak Higher Education	55	0	0	55	100
Dayundi Higher Education	238	85	35,71	153	64,29
Afghanistan Agriculture Sciences National University	n.a.	n.a.	n.a.	n.a.	n.a.
Ghazni Technical University	343	12	3,5	331	96,5
Total	65.350	6.017	9,21	59.333	90,79

Source: Afghanistan Statistical Yearbook, 2015/16, p. 80/81

9.2 Budget allocations

Expenditures allocated to the education sector make up about 13 percent of the total budget which is below the minimum target of 20% of the budget which was set by the Global Partnership for Education.⁷¹ Among the six institutions that are part of the education sector, the Ministry of Education received the highest share with 81%, followed by the Ministry of Higher Education with 15% as the following table shows. Most of the education budget is spent on salaries of the school teacher's and lecturers of the higher education sector, development of the educational curriculums and establishment of infrastructures and building for education and higher education facilities.⁷²

Education	USD 000			% Share in Sector Budget
	Operating	Development	Total	
Ministry of Higher Education	72,165.10	60,726.70	132,891.80	15%
Ministry of Education	466,047.07	241,455.65	707,502.72	81%
Science Academy	3,023.00	301.72	3,324.72	0%
National Olympic Committee	4,105.60	5,183.57	9,289.17	1%
General Directorate of Radio Television Afghanistan	5,996.27	2,492.04	8,488.31	1%
Ministry of Information and Culture	7,505.31	5,431.82	12,937.13	1%
Total	558,842.35	315,591.50	874,433.85	100%

The Ministry of Education is an essential element of this assessment as it has the highest budget and is the biggest public employer of the country. Moreover, it has also been selected as a pilot to implement program and provincial budgeting.

A Public Expenditure Tracking Survey in the education sector, published in 2011 by the World Bank, estimates that the cost of education of one student in Afghanistan stands at 57 USD per year (in 2011).⁷³ The survey does not distinguish between girls and boys, but if this unit cost of schooling is still about right, the necessary total budget for all children (boys and girls) in the age of 25 or below (in total

⁷¹ <https://www.globalpartnership.org/blog/partners-call-african-leaders-commit-20-their-budgets-education>

⁷² Ministry of Finance, 1395, p. 7

⁷³ Altai Consulting, 2011, p. 18.

17.551.906 persons) would be 1,000,458,642 US\$. Compared with the planned budget of 707,502,000 US\$ one can conclude that the financing gap in the education sector is 292,956,642 US\$ which is an average of 16,69 US\$ per person.

The budget of the education sector is divided into five programmes: 1. Islamic and general education, 2. Curriculum Development and Teacher Education, 3. Technical and Vocational Education Trainings, 4. Literacy, 5. Education Management. The largest share of the budget (73,86%) is allocated to the Programme Islamic and general education.

Table: Budget of the Ministry of Education based on programmes

	1395 Budget			
	Operating Budget	Development Budget	Total	% of total
Islamic and general education	26,502,897	8,510,528	35,013,425	73,86
Curriculum Development and Teacher Education	1,183,136	2,848,302	4,031,438	8,5
Technical and Vocational Education and Trainings	1,325,403	2,920,661	4,246,065	8,96
Literacy	672,541	708,584	1,381,126	2,91
Education Management	1,541,177	1,189,453	2,730,630	5,76
Total	31,225,154	16,177,528	47,402,682	100

24,33% of the total budget is allocated to the Central Ministry while the rest is divided between the provinces, with Kabul Province receiving the highest share (7,83%). In terms of budget per capita, Noristan receives the highest amount with 3.102 AFS, followed by Nemroz (2.723) and Panjsher (2.383) while Kandahar and Helmand receive the lowest amounts with 782 and 646 respectively.

Table: Distribution of the budget of the Ministry of Education by provinces

	Operating Budget	Development Budget	Total	Share of total budget	Budget per capita
Central Ministry	3,327,150	8,206,463	11,533,614	24,33	
Kabul City	882,566	240,085	1,122,651	2,37	
Kabul Province	3,548,341	161,857	3,710,198	7,83	
Parwan	984,465	223,788	1,208,253	2,55	1.787
Wardak	678,533	517,048	1,195,581	2,52	1.972
Logar	471,652	203,762	675,414	1,42	1.694
Ghazni	943,680	251,383	1,195,063	2,52	956
Paktia	419,039	232,049	651,088	1,37	1.154
Paktika	409,610	228,498	638,108	1,35	1.444
Khost	677,131	226,227	903,358	1,91	1.546
Samungan	359,442	160,906	520,348	1,1	1.319
Balkh	1,659,341	162,196	1,821,537	3,84	1.345
Jowzjan	665,764	192,668	858,431	1,81	1.561
Faryab	903,904	147,484	1,051,388	2,22	1.035
Bamyan	462,335	240,286	702,620	1,48	1.545
Sar-e-Pul	451,263	42,647	493,909	1,04	868
Kapisa	595,728	183,546	779,274	1,64	1.738
Nangarhar	1,994,386	287,540	2,281,926	4,81	1.477
Laghman	631,427	186,899	818,326	1,73	1.806
Kunar	650,168	219,879	870,047	1,84	1.899
Noristan	205,153	261,377	466,530	0,98	3.102
Nemroz	216,227	240,847	457,073	0,97	2.723
Helmand	377,516	230,166	607,681	1,28	646
Kandahar	682,410	298,236	980,646	2,07	782
Zabul	218,098	183,263	401,361	0,85	1.298
Uruzghan	200,543	188,879	389,422	0,82	1.092
Badakhshan	1,312,700	239,640	1,552,341	3,27	1.606
Takhar	1,068,238	284,681	1,352,919	2,85	1.352
Baghlan	1,195,920	211,768	1,407,688	2,97	1.519

Kunduz	899,132	198,443	1,097,575	2,32	1.066
Badghes	339,663	284,354	624,017	1,32	1.237
Herat	2,094,357	208,494	2,302,852	4,86	1.194
Farah	393,910	219,301	613,211	1,29	1.188
Ghor	638,056	394,218	1,032,274	2,18	1.471
Panjsher	253,337	118,360	371,697	0,78	2.383
Daikundi	413,966	300,293	714,259	1,51	1.526
Total for all Provinces	31,225,154	16,177,528	47,402,682	100	1.714

Interestingly, if one compares the budget per capita with enrollment rates of girls per province, one finds out that there is no direct correlation between the two variables. Paktika and Urozgan, the two provinces with the lowest girls' enrollment rates, for instance, do not receive the lowest budget per capita. This indicates that other factors than the mere amount come into play and that besides the need for higher budgets the existing financial resources may need to be spent differently, e.g. on campaigns to raise awareness of parents for the importance of girls' education, on sensitization of religious leaders, on transport, scholarships for girls etc.

The budget of the Ministry of Higher Education is divided into two programmes: 1. Providing higher education services and 2. Lead and Manage system of Higher Education. 54% of the total budget was allocated to the programme Lead and Manage system of Higher Education and the remaining 46% to the Programme Providing higher education services.

Table: Budget of the Ministry of Higher Education based on programmes

	1395 Budget			
	Operating Budget	Development Budget	Total	% of total
Providing higher education services	33,561	4,068,688	4,102,249	46
Lead and Manage system of Higher Education	4,801,501	0	4,801,501	54
Total	4,835,062	4,068,688	8,903,750	100

The largest share of the budget (44,26%) of the Ministry of Higher Education is allocated to Kabul City, most likely because of the most important universities of the country being located in the capital. The budget per capita with 871 AFS is also the highest in Kabul, followed by Khost (447 AFS) and Nangahar with 420 AFS. Ghor with 22 AFS and Sar-e-Pul with 26 AFS receive the lowest budget per capita.

Table: Distribution of the budget of the Ministry of Higher Education by provinces

	Operating Budget	Development Budget	Total	Share of total budget	Budget per capita ⁷⁴
Central Ministry	872,277	-	872,277	9,8	
Kabul City	1,302,500	2,637,918	3,940,418	44,26	871
Kabul Province	-	-	-		
Parwan	89,000	16,750	105,750	1,19	156
Wardak	6,000	33,500	39,500	0,44	65
Logar	6,000	87,100	93,100	1,05	234
Ghazni	76,000	26,800	102,800	1,15	82
Paktia	112,000	58,387	170,387	1,91	304
Paktika	20,500	94,804	115,304	1,3	261
Khost	170,000	91,200	261,200	2,93	447
Samungan	33,100	-	33,100	0,37	84
Balkh	279,000	20,703	299,703	3,37	221
Jowzjan	118,000	8,189	126,189	1,42	229
Faryab	122,000	122,035	244,035	2,74	240
Bamyan	117,000	16,750	133,750	1,5	294
Sar-e-Pul	15,000	-	15,000	0,17	26
Kapisa	123,100	53,600	176,700	1,98	394
Nangarhar	355,500	293,152	648,652	7,29	420
Laghman	28,000	43,291	71,291	0,8	157

⁷⁴ Own calculation

Kunar	59,500	16,105	75,605	0,85	165
Noristan	-	-	-		
Nemroz	-	-	-		
Helmand	40,000	-	40,000	0,45	43
Kandahar	170,500	100,500	271,000	3,04	216
Zabul	-	-	-		
Uruzghan	17,000	33,500	50,500	0,57	142
Badakhshan	86,500	33,500	120,000	1,35	124
Takhar	96,200	33,500	129,700	1,46	130
Baghlan	85,000	23,731	108,731	1,22	117
Kunduz	86,000	30,176	116,176	1,3	113
Badghes	21,000	-	21,000	0,24	42
Herat	238,000	27,470	265,470	2,98	138
Farah	22,000	53,600	75,600	0,85	147
Ghor	15,500	-	15,500	0,17	22
Panjsher	46,345	-	46,345	0,52	297
Daikundi	6,540	112,425	118,965	1,34	254
Total for all Provinces	4,835,062	4,068,686	8,903,748	100	322

Compared to the distribution of the total budget among provinces of the Ministry of Education, one can conclude from the above table that differences between the Provinces in terms of the budget per capita are much more pronounced in Higher Education than in Education which gives an indication that access to tertiary education is very unequally distributed among the Provinces.

The outcomes, outputs and indicators of the Ministry of Education that are presented in the National Budget document for the FY 1395 are not explicitly related to gender gaps, but women and men are separately mentioned in the outcome „providing quality technical and professional training to the Afghan men and women“ and „Increase the literacy rate for women and men 15 years and older“. Gender differences in these areas would need to be accounted for in the targets for the related indicators.

Outcomes, outputs and indicators of the Ministry of Education

Ministry of Education					
General & Islamic Education	Key Outcomes	Outcome indicator			
	Number of students having equitable access to the general and islamic education	Percentage of successful students	1394	80%	83%
	Key Outputs	Output Indicator			
	Increase students access to the quality general education	No of Students	1394	9220700	9681735
	Increase students access to the quality general education	No of Students	1394	344760	396474
Curriculum development & teacher training	Key Outcomes	Outcome indicator			
	National curriculum for elementary schools and secondary based on Islamic principles in accordance	Percentage of Students having access to standard curriculum and books	1394	98%	100%
	Teachers national cadre for the schools developed in order to improve the development of the students	No of teachers obtaining technical education	1394	43%	45%
	Key Outputs	Output Indicator			
	Curriculum printed and distributed	No of Books	1394	20.000.000	50.000.000
	Teachers having equitable access to the teachers training program	No of teachers	1394	58614	61545
Technical and vocational training program	Key Outcomes	Outcome indicator			
	Providing quality technical and professional to the	Percentage of graduates	1394	1%	2%

	Afghan men and women so that they are accumulated in the labor market of the country '.				
	Key Outputs	Output Indicator			
	Increase in the access to the technical and vocational education	No of students	1394	107099	141906
Literacy and Informal Education	Key Outcomes	Outcome indicator			
	Increase the literacy rate for women and men 15 years and older	Percentage of literacy for age 15 and above	1394	40%	43%
	Key Outputs	Output Indicator			
	increased the Access to quality literacy	No of students	1394	548811	603692
Education management	Key Outcomes	Outcome indicator			
	Providing facilities and services in a cost effective and transparent manner inorder to facilitate the sucessfull implemenation of MoE programs	No of programs and subprograms	1394	13	13
	Key Outputs	Output Indicator			
	Enhancing the effectiveness of accountability and transparency in the Ministry of Education	Number of employees trained in center and provinces	1394	31000	38500
	Operational Plans developed	No of operational plans	1394	428	428

Source: National Budget document, FY 1395, p. 50/51

An assessment of the programmes of the Ministry of Higher Education reveals that the gender gaps in higher education are addressed by one key outcome, namely level of female admissions in the higher education institution and its related indicator „% of female admissions“.

Outcomes, outputs and indicators of the Ministry of Higher Education

Ministry of Higher Education					
Educate and Train Skilled Graduates	Key Outcomes	Outcome indicator			
	Increase access to higher education	Percentage of access to higher education promoted	1393	70%	80%
	Output	Output indicator			
	Teachers sent for the masters & doctoral scholarships abroad	Number of teachers sent for the masters and doctoral scholarship programs abroad	1393	1250	1300
	Universities curriculum revised and updated	Number of universities which their curricula revised and updated	1393	40	45
	Required infrastructure for the universities constructed	Number of building constructed	1393	20	25
	Research / Master / PHD programs developed for the universities	Number of research programs developed for the universities	1393	84	65
Leadership & Management of Higher Education System	Key Outcomes	Outcome indicator			
	Level of female admissions in the higher education institution	Percentage of female admissions in the higher	1393	25%	30%
	Output	Output indicator			
	Universities' academic & administrative documents scrutinized / evaluated	No of universities which academic & Administrative documents scrutinized / evaluated	1393	34	35
	Licenses for Private higher education institutes issued	Number of licences issued for private higher education institutes	1393	91	117
	Taking conquer exam	No of bachelorettes participated in conquer exam	1393	252559	270000

Source: National Budget document, FY 1395, p. 50/51

The BC 2 format that needs to be submitted by the line ministries as part of the programme-based budgeting reforms provides more detailed information about the objectives of the different programmes, their key achievements and the impact of each programme on gender equality⁷⁵:

⁷⁵ Translation from Dari by Haroon Amiri

Table: BC 2 of the Ministry of Education for FY 1395

Programme	Objective	Key achievements	Impact on gender
General and Islamic Education	All school aged children, without any discrimination will have balanced access to quality education; will have the required expertise for sound and successful living at individual, family and societal level that enable them acquire their higher education. The Islamic education system is developing and improving, to train workforce with relevant skills for teaching, preaching, Imamat(religious leadership), serving government institution, NGOs, private sector and continuing higher education..	<ol style="list-style-type: none"> 1. Enrollment of 9.5 million new students in the general education system, of which 40% are girls. 2. Construction of 115 additional general education schools. 3. Recruitment of new general education teachers for the year 1394 were delayed 4. Opening of 5 new Madrasas. 5. Enrollment of 344,760 new students in the Islamic education system. 	40% of new enrolled students are girls.
Curriculum Development and Teacher Education	Provision of text books, learning materials in accordance with new curriculum, based on Islamic principles and national values, in compliance with modern scientific standards and current and future requirements of the society; promotion of the basic capacities of male and female	<p>Printing and distribution of 2.26 million text books for General and Islamic education systems.</p> <p>Enroll new students to the teacher education students program (on duty) 5,369 and 23,190 pre-service training of which 51.6% are women).</p>	51.6% of newly enrolled students in teacher education are women

	teachers in order to improve the teaching quality in general schools and religious madrasas		
Vocational & Professional Education Program	Providing appropriate and quality based vocational and professional education to male and female students in order to obtain the required professional skills according to job market demands and make them capable to contribute to the development of the country.	Number of students admitted in vocational and professional education schools were 107,099 Established 1 multi-discipline institute and promoting technical schools to institutes (Agriculture, Technical and Vocational Institute).	17% of all students enrolled in vocational education are women.
Non Formal Basic Education/Literacy Program	Providing in-formal/literacy education facilities for men and women who are above age of 15 years in order to build their knowledge and make them capable to play an active role in the development of society.	Number of informal education students admitted were 339,805 (52% female) Number informal education courses established were 15,492	52% of informal education students are female

Management of Education Program	Improve effectiveness, efficiency and accountability in the Ministry of Education at strategic level and	Recording data, statistics and monitoring the EMIS(Educational Management	No information available on the potential impact ⁷⁶
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⁷⁶ The Budget Circular II of Ministry of Education for FY 1395 has provided no information on the potential impact of this program on women .

	according to national law and international commitment, providing facilities and efficient support services for successful execution of educational programs across the country.	Information System) in the provinces, the so called(Decentralization), Revision of third strategic plan of Ministry of Education, Moreover a total of 555 civil servants of the Ministry of Education were trained on various topics.	
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While the „gender information“ in the BC 2 of the Ministry of Education is limited to setting targets for women’s enrollment (e.g. „17% of all students enrolled in vocational education are women“), the BC 2 of the Ministry of Higher Education provides some more detailed information about gender-equality impacts: „With implementation of this project a number of female/male will be educated and with their graduation they get better job and can be benefited equally“ (see table below).

Table: BC 2 of the Ministry of Higher Education for FY 1395

Programme	Objective	Key achievements	Impact on gender
Providing higher education services	Educate and train skilled graduates to meet the socio-economic development needs of Afghanistan, enhance teaching, research and learning, and encourage the delivery of services to the community.	Creation of credit system in higher education, establishing infrastructure for higher education institutions including teaching/student buildings, dorms etc... revising the curriculum and improving it as per accepted standards, providing support to the bookstore, publishing academic journals, provision of overseas scholarships for teachers, provision of IT equipment and internet to universities, creating links with foreign universities and establishing research committee.	With implementation of this project an large number of female and male graduates will be trained in order to get better jobs and benefit equally.
Lead and manage system of Higher Education	Lead and manage a coordinated system of higher education comprising universities, institutes and community colleges dedicated to providing high quality tertiary education	Establishment of a computer science faculty at Herat University. Providing IT facilities to all universities throughout Afghanistan Enrollment of female students in universities and higher education	30% of university students are women

		institutes and increasing the enrollment status of female students in dormitories from 300 to 800. Drafting the final proposal for Priority Restructuring Reform Designing Higher Education Management Information System (HEMIS) IT Networks and implementing it in four universities of Kabul	
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9.3 Public employment

The following tables show the representation of women in public employment in the Ministries of Education and Higher Education. In the Ministry of Education, 27,8% of all employees are women. Due to the lack of data of the distribution of staff according to the different ranks and grades, the share of spending on public employment in the Ministry of Education could not be calculated. The only conclusion one can draw from the following table is that on average, women's representation among civil service employees of the Ministry of Education is 27,83%, thus less than the 30% benchmark envisaged by the Government.

Table: Ministry of Education: Number of Official Civil Service Employees by Rank 2016-2017

Rank	Average salary for each position	Number of women currently employed at each rank	Total basic salary spent on women	Number of men currently employed at each rank	Total basic salary spent on men
Rank 1	29,800				
Rank 2	20,400				
Rank 3	14,500				
Rank 4	10,900				
Rank 5	8,600				
Rank 6	7,000				
Grade 7	5,900				

Grade 8	5,200				
Over rank	180,000				
Above rank	190,000				
Out of rank	200,000				
Not reported (ranks)		69.173		153.670	
Not reported (grades)		3.949		35.910	
Total		73.122		189.580	
Share in %		27,83		72,17	

In the Ministry of Higher Education, the share of women is lower as in the Ministry of Education. Women make up only 14,65% of all civil servants employed by the Ministry of Higher Education. The share of women of total basic salary expenditures is only slightly lower with 14,53%.

Table: Ministry of Higher Education: Number of Official Civil Service Employees by Rank 2016-2017

Rank	Average salary for each position	Number of women currently employed at each rank	Total basic salary spent on women	Number of men currently employed at each rank	Total basic salary spent on men
Rank 1	29,800	---	0	14	417,200
Rank 2	20,400	26	530,400	247	5,038,800
Rank 3	14,500	65	942,500	531	7,699,500
Rank 4	10,900	429	4,676,100	2.304	25,113,600
Rank 5	8.600	815	7,009,000	4.287	36,868,200
Rank 6	7,000	51	357,000	153	1,071,000
Grade 7	5,900	64	377.600	1.243	7,333,700
Grade 8	5,200	319	1,658,800	1.523	7,919,600
Over rank	180,000	---	0	---	0
Above rank	190,000	---	0	---	0
Out of rank	200,000	---	0	---	0
Not reported		---		---	
Total		1.769	15,551,400	10.302	91,461,600
Share in %		14,65	14,53	85,35	85,47

9.4 Summary and sector-specific recommendations

Although over the last decade much progress has been made in terms of education in general, and education for girls in particular, enrollment rates of girls still lag behind enrollment rates of boys, and the gaps widens with age. There are also huge differences between the provinces which are – as has been shown - not necessarily correlated with financial resources. In order to

achieve the **Sustainable Development Goal 4: *Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all*** the share of the educational budget needs to be increased to the internationally agreed upon benchmarks. The Education 2030 Framework for Action (2015) recalls international commitments of the Addis Ababa Action Agenda and the Incheon Declaration:

“The Addis Ababa Action Agenda encourages countries to set nationally appropriate spending targets for education. National contexts are diverse, but the following international and regional benchmarks are crucial reference points:

- allocating at least 4% to 6% of gross domestic product (GDP) to education; and/or
- allocating at least 15% to 20% of public expenditure to education.

The Incheon Declaration urged adherence to these benchmarks and expressed determination to increase public spending on education in accordance with country contexts. Least developed countries need to reach or exceed the upper end of these benchmarks if they are to achieve the targets laid out in this framework.”⁷⁷

Distance from school has been identified as the single most significant barrier nationwide to children, and especially girls attending school. Therefore, more investments are needed in the **establishment of schools close to the communities**. Schools need to have boundary walls, clean water supply and separate latrines for girls. In areas, where mixed schools are not accepted, more schools for girls need to be build and equipped.

Investments in the **reduction of drop-out-rates of girls** may comprise awareness raising campaigns for girls and parents alike, but also sensitization programmes of religious and community leaders.

The Ministry of Education is the largest public employer, however, women’s share among civil servants is only 33,97%. The **availability of female teachers** seems to be a major factor in ensuring that girls can continue education after the first years in primary school. Besides the general lack of female teachers in terms of quantity, female teachers are especially missing in remote and rural areas.

Therefore, more efforts need to be made to **train women as teachers and to create incentive systems for female teachers** to – at least temporarily – move to underserved areas (e.g. by investments in women-friendly infrastructure, child care facilities etc.).

Community based education seems to be a promising model for keeping girls in school and should be expanded.

⁷⁷ Education 2030 Framework for Action (2015)

To increase **women's access to higher education institutions, vocational training, and other education facilities**, which are unequally distributed in the country and mainly situated in urban areas, more dormitory facilities for female students need to be built.

Specific scholarships for girls may also create necessary incentive systems to encourage girls to pursue higher education and help them to gain acceptance from their families.

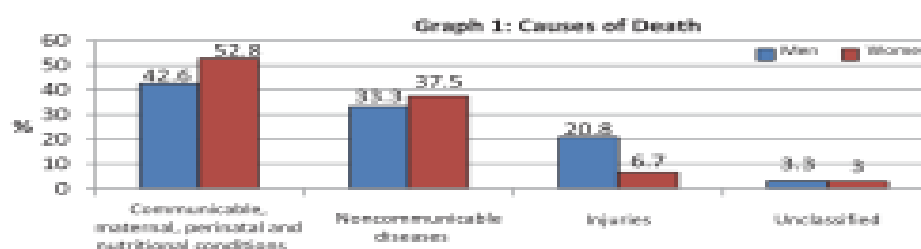
Given that education plays a very powerful role in reproducing – often harmful and discriminatory - **gender stereotypes** rooted in social and cultural attitudes and practices, **textbooks and curricula should be critically reviewed and revised with the aim to convey values of dignity and human rights, non-discrimination, and non-violent conflict resolution and peace.**

10 Public Health

10.1 *Situation analysis*

Since 2001, much progress has been made in the health sector. Between 2001 and 2015, life expectancy has increased for both women and men by around ten years and was reported at 64,6 years for women and 62 years for men in 2015.⁷⁸

The Afghan Mortality Survey (AMS) of 2010, the first nationwide health survey ever, provides some information about major causes of deaths for women and men:



(Source: AMS 2010)

Source: World Bank, 2013, p. 37

⁷⁸ World Bank Gender Statistics

The largest proportion of deaths in Afghanistan is due to communicable diseases, maternal/perinatal conditions, and nutrition-related diseases. For women, the most common causes of death are infections and parasitic diseases (18%), cardiovascular diseases (18%), respiratory infections (15%) and maternal/perinatal conditions (17%). Maternal conditions account for 1 in 5 deaths among women in the age of 15 to 59 years.⁷⁹

According to the UNDP Human Development Report of 2016, the maternal mortality ratio is 396 per 100,000 live births.⁸⁰ Although this ratio was much higher in 2001, and much progress has been made since then, maternal mortality in Afghanistan is still very high compared with other countries in the region.⁸¹ The maternal mortality ratio in Afghanistan is especially high in the age group of adolescent girls (aged 15-19). Due to high rates of early marriages, especially in some particular regions (West, South and Central Highlands), around 14% of girls in this age group have begun childbearing, with an additional 2% of girls under the age of 15.

Among the most important causes of high maternal mortality and other complications such as prolonged labor or obstructed labor which do not result in the death of the mother but can cause longer-term health problems for women (e.g. obstetric fistula) are low levels of antenatal care and unattended deliveries.

According to the Afghanistan Demographic and Health Survey of 2015, approximately 38% of all pregnant women did not receive any prenatal care through the public healthcare system, and only 18% had at least 4 antenatal visits, which is the minimum to provide adequate screening for pregnancy complications. Still according to the AMS, only 49% of all children were delivered in a health facility, while 51% of births occurred at home. There are stark differences between urban and rural areas in this regard: In urban areas, 76% of all births take place in health facilities against 40% in rural areas. The lowest percentage is reported for Nangarhar with just 1% of births in health facilities and the highest percentage with 82% for Kabul. Differences are also being reported between the wealthiest households (83% of birth take place in health facilities) and the poorest households (22%). 50% of all births were attended by a skilled professional. This percentage increase with the level of education of women: Nearly all (97%) of women with at least secondary education delivered in the presence of a skilled professional.⁸²

The latest value for Incidence of tuberculosis (per 100,000 people) in Afghanistan was 189.00 as of 2016. According to WHO data, males in all age groups seem to be slightly more affected by TB, however, it is not sure how reliable these data is. The 2015 Afghanistan Demographic and Health Survey reports that „seven percent of women and 5% of men who have heard of TB have been told by a doctor or nurse that they have TB.“⁸³

No reliable data is available about the incidence of mental health problems. The Gender Assessment of the World Bank (2013) reports of rising numbers of female self-immolation and

⁷⁹ See World Bank, 2013, p. 38.

⁸⁰ UNDP Human Development Report 2016, Country Profile Afghanistan

⁸¹ In Pakistan, the ration was 260/100,000 in 2013, in Iran it was 21/100,000. See: World Bank, 2013, p. 39.

⁸² See 2015 Afghanistan Demographic and Health Survey, p. 8.

⁸³ 2015 Afghanistan Demographic and Health Survey, p. 15.

the likelihood that women suffer from a high prevalence of depression, anxiety, and post-traumatic stress disorders which can be partly linked to harmful traditional practices such as forced marriages and child marriages as well as to domestic violence.⁸⁴

The situation in the health sector is influenced by factors at both the supply side (existence of hospitals and health units, availability of qualified staff such as doctors, nurses and birth attendants) and the demand side (health seeking behaviour). Both are briefly illustrated in the following.

Supply side

The Basic Package of Health Services programme of the Ministry of Public Health includes the following levels of health facilities with related benchmarks:

Level	Main tasks	Target population to be covered
Health Post	They should be staffed with Community Health Workers (CHW) who offer outreach care for common maladies, and dispense contraception and deliveries and micronutrient supplementation. Female CHW help with pregnancies, deliveries and referrals for complicated issues.	1.000 – 1.500 people
Health Sub-Center	The should provide health education, immunization, antenatal care, and family planning, and treat common infectious diseases.	3.000 – 7.000
Basic Health Center	The should offer the same level of care as Health Posts and Health Sub-Centers, but with more complexe outpatient care, including: antenatal delivery and postpartum care, family planning, routine immunizations, and	15.000 – 30.000

⁸⁴ World Bank, 2013, p. 57

	identification, referral and follow-up care for mental health patients and disabled persons.	
Comprehensive Health Center	They should be able to handle grave cases of childhood illnesses, treatment of complicated cases of malaria and mental health issues. They should also have limited inpatient care facilities and a laboratory.	30.000 – 60.000
District Hospital	They should be able to deal with all kinds of health problems, including major surgery, x-rays and emergency obstetric care. They should have comprehensive inpatient and outpatient facilities.	100.000 – 300.000

Adopted from: World Bank, 2013, p. 47

However, as is concluded in the World Bank Gender Assessment, the above system so far is rather a theoretical design than achieved reality. In 2016/2017, the Ministry of Public Health funded 145 hospitals with 13.554 beds. Across all levels (district hospitals and below), a total of 1.844 government medical facilities at district hospital level or below were reported in 2013.⁸⁵ The following table contains information about the number of hospitals and beds by province:

Table: Health Facilities of Ministry of Public Health by Province

Province	Number of hospitals	Number of beds	Number of inhabitants per bed ⁸⁶
Kabul	36	3.669	1.233
Kapisa	2	160	2.801
Parwan	2	236	2.863
Maidan Wardak	4	230	2.635
Logar	3	216	1.845
Nangarhar	7	1.100	1.405
Laghman	1	276	1.641

⁸⁵ World Bank, 2013, p.46.

⁸⁶ Own calculation

Panjsher	2	174	896
Baghlan	3	350	2.648
Bamyan	4	232	1.960
Ghazni	4	410	3.047
Paktika	3	141	3.134
Paktya	3	179	3.135
Khost	2	148	3.946
Kunarha	3	300	1.527
Nooristan	3	78	1.928
Badakhshan	3	262	3.690
Takhar	4	262	3.818
Kundoz	3	376	2.738
Samangan	4	171	2.307
Balkh	9	1.010	1.340
Sar-e-pul	4	146	3.898
Ghor	3	191	3.674
Daykundi	4	211	2.219
Urozgan	2	157	2.270
Zabul	2	132	2.342
Kandahar	2	713	1.757
Jawzjan	4	367	1.498
Faryab	3	316	3.213
Helmand	6	114	8.248
Badghis	2	155	3.253
Herat	5	787	2.450
Farah	2	170	3.035
Nimroz	1	115	1.460
Total	145	13.554	2.041

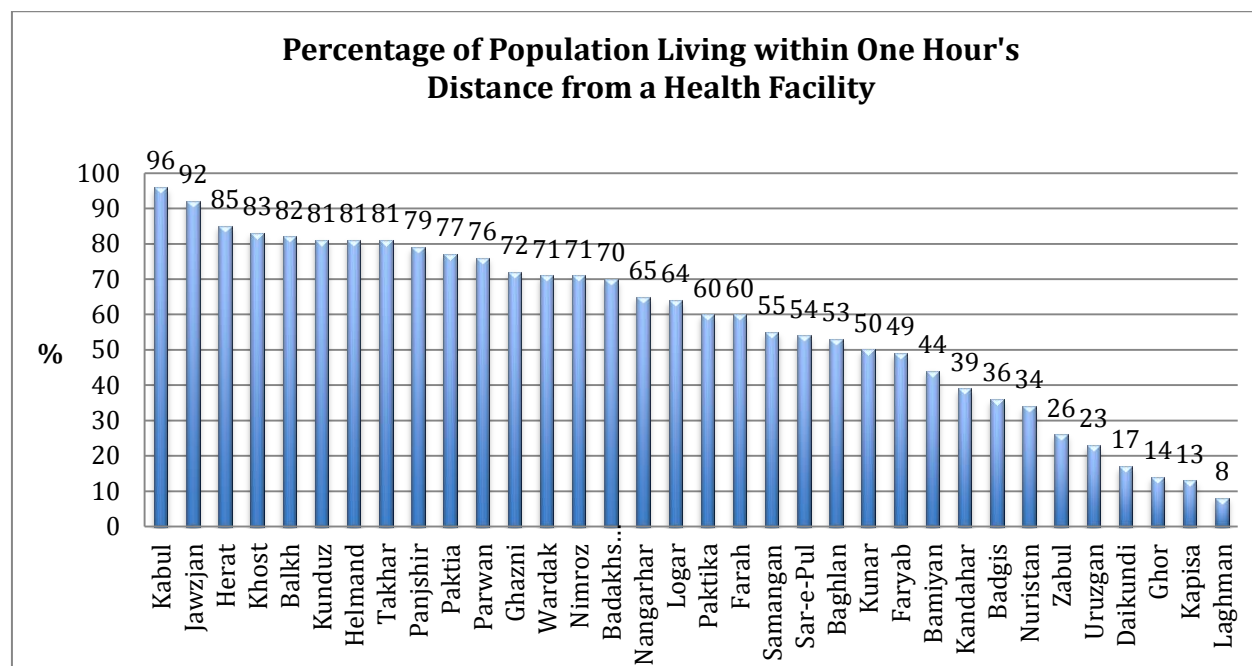
Source: Ministry of Public Health, in: Afghanistan Statistical Yearbook, 2016-17, p. 149

The average number of inhabitants per bed is 2.041. The above table reveals, however, that coverage of health facilities is very unevenly distributed by regions. The worst situation can be observed in Helmand where 8.248 persons come on one bed, while the situation is best in Panjsher with only 896 persons per bed. A slightly different situation in terms of provincial differences can be observed when the percentage of the population within 1 hour's walking distance is taken as the benchmark.

According to the National Risk and Vulnerability Assessment 2007/2008, only 57,4% of the population had access to a health facility within 1 hour's walking distance.⁸⁷ Behind this aggregated figure also hide huge provincial differences: The lowest percentage of the population living within one hour's distance from a health facility is reported from Laghman with only 8% of the population, followed by Kapisa with 13% and Ghor with 14%. Not astonishingly, Kabul is best served, followed by Jawzjan and Herat. In terms of this indicator,

⁸⁷ Cited in World Bank, 2013, p. 36.

Helmand fares much better (rank 7 of all provinces) than in terms of number of inhabitants per bed.



Source:NRVA 2007/08

The existence of health facilities is necessary, but not sufficient to ensure that women and men have equal access to health services. In the socio-cultural context of Afghanistan, with varying degrees in different provinces, health facilities need to be constructed in a way that guarantees women's privacy. This necessitates the construction of separate waiting rooms or accommodation facilities, proper sanitary facilities, and safe and private places for labour and delivery.

In order to provide quality health services, the existing health facilities need to be equipped with relevant medicines and medical apparatus, and staffed by qualified medical personal. The World Health Organization estimates that at least 23 doctors, nurses and midwives are needed for every 10,000 persons in order to deliver basic healthcare. According to data from the Statistical Yearbook 2016/17, the minimum level is far from being reached in Afghanistan, with an average of only 3,15 medical staff per 10,000 persons (see table below). The highest number of medical staff per 10,000 persons can be observed in Kabul with 8,42, the lowest in Baghdis with 0,65, followed by Badakhshan with 0,85.

Due to cultural norms that tend to prevent women to seek medical advice if no female medical staff is available, the proportion of female staff is not only an objective in itself (equal opportunities for women and men), but has also strong implications on women's health situation. As is shown in the following two tables, the propotion of women among medical personal is only 21,71% with some provinces having none (Nimroz) or only negligible

proportion of women (Ghor, Zabul, Badghis, Paktika, Paktya, all under 5%). Thus, in all provinces, women are worse off compared to men. The worst situation can be found in Nimroz where there is not a single female medical staff (versus 3,73 male medical personal per male population). In Kandahar, only 0,02 female medical staff per 10,000 women is reported against 4,5 male medical staff per 10,000 men. Similar gaps can be found in Paktya (0,07 vs. 3,45 and Paktika (0,09 vs. 4,85).

Table: Medical Personnel of Ministry of Public health by Province and sex

Province	Total	Medical staff per 10,000 persons ⁸⁸	Number of women	% of women	Female medical staff per 10,000 women	Number of men	% of men	Male medical staff per 10,000 men
Kabul	3.810	8,42	1.115	29,27	5,1	2.695	70,73	11,53
Kapisa	99	2,21	14	14,14	0,63	85	85,86	3,76
Parwan	167	2,47	27	16,17	0,81	140	83,83	4,1
Maidan Wardak	70	1,15	10	14,29	0,34	60	85,71	1,94
Logar	82	2,06	7	8,54	0,36	75	91,46	3,7
Nangarhar	450	2,91	68	15,11	0,90	382	84,89	4,83
Laghman	104	2,30	11	10,58	0,5	93	89,42	4
Panjsher	21	1,35	2	9,52	0,26	19	90,48	2,38
Baghlan	145	1,56	19	13,1	0,42	126	86,9	2,65
Bamyan	62	1,36	14	22,58	0,62	48	77,42	2,08
Ghazni	125	1,00	8	6,4	0,13	117	93,6	1,83
Paktika	112	2,53	2	1,79	0,09	110	98,21	4,85
Paktya	101	1,8	2	1,98	0,07	99	98,02	3,45
Khost	210	3,6	17	8,1	0,6	193	91,9	6,45
Kunarha	81	1,77	7	8,64	0,31	74	91,36	3,16
Nooristan	45	2,99	1	2,22	0,14	44	97,78	5,74
Badakhshan	82	0,85	20	24,39	0,42	62	75,61	1,26
Takhar	170	1,7	22	12,94	0,45	148	87,06	2,9
Kundoz	211	2,05	29	13,74	0,57	182	86,26	3,47
Samangan	125	3,17	21	16,8	1,09	104	83,2	5,15
Balkh	537	4	171	31,84	2,59	366	68,16	5,29
Sar-e-pul	139	2,44	24	17,27	0,86	115	82,73	3,95
Ghor	92	1,31	4	4,35	0,12	88	95,65	2,46
Daykundi	83	1,77	3	3,61	0,13	80	96,39	3,33
Urozgan	38	1,07	2	5,26	0,12	36	94,74	1,96
Zabul	96	3,10	4	4,17	0,27	92	95,83	5,8
Kandahar	330	2,63	41	12,42	0,02	289	87,58	4,5
Jawzjan	175	3,18	55	31,43	2,04	120	68,57	0,04
Faryab	163	1,61	38	23,31	0,76	125	76,69	2,41
Helmand	170	1,81	15	8,82	0,33	155	91,18	3,21
Badghis	33	0,65	1	3,03	0,04	32	96,97	1,24

⁸⁸ Own calculation

Herat	491	2,55	114	23,22	1,2	377	76,78	3,86
Farah	65	1,26	4	6,15	0,16	61	93,85	2,31
Nimroz	32	1,91	0	0	0	32	100	3,73
Total	8.716	3,15	1.892	21,71		6.824	78,29	3,15

Source: Ministry of Public Health, in: Afghanistan Statistical Yearbook, 2016-17, p. 147

A higher proportion of women can be observed among Health Associate Professionals Personal where women represent 38,64% of the total. With 19,55 Zabul has the lowest representation of women among health associate professionals, while Nimroz has the highest with 62,86%.

Table: No of health Associate Professionals Personnel of Ministry of Public Health by Province

Province	Total	Number of women	% of women	Number of men	% of men
Kabul	5.559	2.019	36,32	3.540	63,68
Kapisa	434	191	44	243	56
Parwan	523	197	37,67	326	62,33
Maidan Wardak	356	191	53,65	165	46,35
Logar	324	144	44,44	180	55,56
Nangarhar	964	319	33,09	645	66,91
Laghman	282	133	47,16	149	52,84
Panjsher	128	52	40,63	76	59,37
Baghlan	539	252	46,75	287	53,25
Bamyan	259	97	37,45	162	62,55
Ghazni	546	226	41,39	320	58,61
Paktika	406	107	26,35	299	73,65
Paktya	373	138	37	235	63
Khost	470	200	42,55	270	57,45
Kunarha	237	105	44,30	132	55,7
Nooristan	123	36	29,27	87	70,73
Badakhshan	426	217	50,94	209	49,06
Takhar	840	251	29,88	589	70,12
Kundoz	627	235	37,48	392	62,52
Samangan	345	137	39,71	208	60,29
Balkh	905	391	43,2	514	56,8
Sar-e-pul	594	287	48,32	307	51,68
Ghor	492	180	36,59	312	63,41
Daykundi	443	204	46,05	239	53,95
Urozgan	164	70	42,68	94	57,32
Zabul	266	52	19,55	214	80,45
Kandahar	951	336	35,33	615	64,67
Jawzjan	307	124	40,39	183	59,61
Faryab	503	238	47,32	265	52,68
Helmand	407	116	28,5	291	71,5

Badghis	170	54	31,76	116	68,24
Herat	856	340	39,72	516	60,28
Farah	265	80	30,19	185	69,81
Nimroz	175	110	62,86	65	37,14
Total	20.259	7.829	38,64	12.430	61,36

Source: Ministry of Public Health, in: Afghanistan Statistical Yearbook, 2016-17, p. 148

The underrepresentation of female medical staff, especially in some regions of Afghanistan, is related to a shortage of qualified female health workers on the one hand, and the difficulty to find female health workers willing to work in remote or insecure areas.⁸⁹

Encouragingly, in 2015/2016, 45,04% of students enrolled in health institutions and 38,28% of graduates were women which will result in an increased number of qualified medical staff in the years to come.

Table: Students in health institutions

	Total number	Total number of women	% of women	Total number of men	% of men
Number of institutions	9				
Number of students	3.699	1.666	45,04	2.033	54,96
New students	1.796	853	47,49	943	52,51
Graduates	465	178	38,28	287	61,72
Number of teachers	292	118	40,41	174	59,59

Source: Ministry of Public Health, in Afghanistan Statistical Yearbook, 2015/16, p. 96

Demand side

On the demand side, the health seeking behavior of women and men need to be understood in order to improve the health status of the population. The 2015 Afghanistan Demographic and Health Survey lists a number of constraints that were raised by women that were interviewed for this survey: Not wanting to go alone (70%), distance to the health facility (67%), getting

⁸⁹ See World Bank, 2013, p. 54.

money for treatment (67%) and getting permission to go for treatment (51%). Only 48% reported to participate in decisions about their own health with stark differences between the provinces.

Women's Participation in Decision Making by Province
Percent of married women age 15-49 who, either by themselves or jointly with their husband, make decisions regarding her own health care, major household purchases, and visits to her family or relatives



Source: Afghanistan Demographic and Health Survey, 2015, p. 13

The Survey concludes that „(w)omen in rural areas, those with no education, and those from the poorest households are most likely to report experiencing problems in accessing health care.“⁹⁰

10.2 Budget allocations

In the FY 1395, the health sector received an allotment of 6% of the total budget. The budget of the Ministry of Public Health which is the only budgetary unit in the sector comprised the amount of 316,955 million US\$ in FY 1395 (= 21,236,018 million AFN) out of which 86% were allocated to the development and 14% to the operating budget.

Health	USD 000			% Share in Sector Budget
	Operating	Development	Total	
Ministry of Public Health	44,172.13	272,783.38	316,955.51	100%
Total	44,172.13	272,783.38	316,955.51	100%

Source: National budget for FY 1395

⁹⁰ 2015 Afghanistan Demographic and Health Survey

The budget of the Ministry of Public Health is split between three different programmes, namely Institutional Development and Assessment, Health Service Provision and Admin. 75,6% is allocated for the health service provision programme, 15,81% for the institutional development and assessment programme and the remaining 8,59% for admin.

Table: Budget of the Ministry of Health based on programmes

	1395 Budget (in mio. AFN)			
	Operating Budget	Development Budget	Total	% of total
Institutional Development and Assessment (IDA)	50.528	3,306,421	3,356,949	15,81
Health Service Provision	1.172.042	14,882,356	16,054,398	75,6
Admin	1.736.962	87,709	1,824,671	8,59
Total	2,959,532	18,276,486	21,236,018	100

On average, an amount of 768 AFN is allocated per capita. Some provinces, however, receive substantially more (e.g. Panjsher with 2.107, Nemroz with 1.906 and Noristan with 1.619 AFN per person) or less (Kabul City with 145 AFN per person). While in Nemroz the largest share of the budget is part of the development budget, in Panjsher the distribution between operating and development budget is more balanced. However, the share of women among the medical staff is low in both provinces, therefore, there is apparently no causal relation between neither the budget per capita and women's employment, nor between the distribution between operating and development budget and women's employment.

Table: Distribution of the budget of the Ministry of Public Health by provinces

	Operating Budget	Development Budget	Total	Share of total budget	Budget per capita
Central Ministry	1,624,322	4,132,927	5,757,249	2,71	
Kabul City	146,000	511,815	657,815	3,1	145
Kabul Province	-	-	-		
Parwan	110,000	347,986	457,986	2,16	678
Wardak	11,139	238,586	249,725	1,18	412
Logar	11,833	245,358	257,191	1,21	645
Ghazni	13,350	670,103	683,453	3,22	547
Paktia	12,850	396,916	409,766	1,93	730
Paktika	9,022	414,951	423,973	2	959
Khost	19,700	305,600	325,300	1,53	557
Samungan	18,069	397,346	415,415	1,96	1.053
Balkh	193,000	513,050	706,050	3,32	521
Jowzjan	49,600	365,658	415,258	1,96	755
Faryab	16,133	452,595	468,728	2,21	462
Bamyan	8,483	455,838	464,321	2,19	1.021

Sar-e-Pul	23,935	330,747	354,682	1,67	623
Kapisa	52,500	368,979	421,479	1,98	940
Nangarhar	52,000	816,504	868,504	4,1	562
Laghman	17,500	299,499	316,999	1,49	670
Kunar	13,483	293,122	306,605	1,44	669
Noristan	5,000	238,540	243,540	1,15	1.619
Nemroz	10,450	309,458	319,908	1,51	1.906
Helmand	41,000	369,999	410,999	1,94	437
Kandahar	66,300	437,346	503,646	2,37	402
Zabul	18,585	318,027	336,612	1,59	1.088
Uruzghan	8,700	319,741	328,441	1,55	922
Badakhshan	26,000	924,591	950,591	4,48	983
Takhar	23,253	553,796	577,049	2,72	577
Baghlan	28,716	601,897	630,613	2,97	680
Kunduz	59,905	409,870	469,775	2,21	456
Badghes	8,100	281,101	289,201	1,36	574
Herat	101,067	672,608	773,675	3,64	401
Farah	22,400	350,477	372,877	1,76	723
Ghor	27,737	291,486	319,223	1,5	455
Panjsher	102,000	226,632	328,632	1,55	2.107
Daikundi	7,400	413,340	420,740	1,98	899
Total for all Provinces	2,959,532	18,276,487	21,236,019		768

The key outcomes, outputs and indicators presented in the national budget document of the FY 1395 do not refer to any gender gaps as is visible in the following table:

Health Sector					
Ministry of Public Health (MoPH)					
Institutional Development	Key Outcomes	Outcome indicator			
	Access to health services by increasing the number of health service provider centers in the country	Percentage of people have access to health care services by increase in number of health care services within country	1393	689	40
	Key Outputs	Output Indicator			
	Institutional capacity building of the provincial public health department PPHO officers on strategic planning, operational planning and reporting system is raised	Provincial Department of Public Health and provincial health teams trained	1393	272	90
	80% of of provinces are supervised using national monitoring checklist quarterly	% of provinces who are monitored on quarterly basis using national monitoring checklist by teams	1393	88%	87%
	Twelve province is covered by the pilot program	The number of provinces covered by the pilot project are paid to performance	1393	14	12
	Reporting in relation to surveillance centers in the provinces and districts created	Number of reports centers related to surveillance established at the level of provinces and zones	1393	410	200
	Public health management courses for new greaduated doctors conducted	# of newly graduated doctors that receive public health management courses.	1393	700	400
Health Services Provision	Key Outcomes	Outcome indicator			
	Coverage of basic health services across the country	% of people having access to public health services in two hours distance by any vehicle	1393	87%	89%
	Key Outputs	Output Indicator			
	Improving access to hospital services in hospitals under reform	In hospitals under BOR, % of filled beds in under reform hospitals improved	1393	73%	75%
	3rd round of Penta vaccine implemented	The number of children vaccinated with the third round of Penta vaccine by the end of each year	1393	1297831	1358243
	TB case detection	% detection of TB all cases (pulmonary and extrapulmonary) in 100,000 people a year	1393	342	129

	Health workers who are trained in reproductive health	# of health workers and reproductive health officials who receive reproductive health education	1393	7095	1995
	Capacity building of the provincial health authorities and health service providers, including institutions of a minimum basic package of health services in the areas of crisis and post-crisis	Capacity responsibility of the provincial health and health service providers, including the establishment of a minimum basic package of health services in the areas of crisis and post-crisis track upgrade	1394		136
Administration	Key Outcomes	Outcome indicator			
	Improving financial and administrative services	Percentage of finance and administration services improved	1393	73%	80%
	Key Outputs	Output Indicator			
	Prepare, Execution and budget reporting	% expenditure Of the ordinary budget in the center and second units.	1393	90	95
	Professional staff will be employed in the relevant sections of the center and the provinces	# of qualified people who are hired through open competition and perform their duties in a proper way	1393	18015	2811
	Plan development or revision of regulatory documents and guidelines for pharmaceutical distribution assets GDP storing seasonings GSP renewal and development of pharmaceutical GMP pharmaceutical manufacturing, production and importation of medicines regulation Regulation organize pharmacies and medical instruments.	Percentage of plan and development or revision documents based pharmaceutical regulatory affairs.	1393	45%	100%
	TV and radio broadcasts are carried health issues	Number of Health related programs through radio and TV broadcasted	1393	470	96

Source: National Budget document, FY 1395, p. 52/53

In the BC 2 submitted by the Ministry of Public Health it is emphasized that women and men will benefit equally from the programmes of the ministry. However, it is not spelled out how this will be achieved in light of the barriers that have been identified in the situation analysis.

BC 2 of Ministry of Public Health

Programm	Objective	Key achievements	Impact on gender
Institutional Development and Assessment (IDA)	The IDA Program is committed to ensure that public health decision making is based on scientific evidence, implemented based on appropriate legislation, by skilled health workers, through clear and manageable strategies, within transparent systems and processes and monitored against a hierarchy of indicators.	<ul style="list-style-type: none"> • Development of Policy and strategy documents for including Health law, Health and Nutrition Sector Strategy, Health Care Financing Policy, Private sector regulations, Public Private Partnership policy, Packages of services for sub-center and Mobile health facility, Prison Health Services Package and strategy. • Establishment of the Health System Strengthening unit and absorbing of a \$34 million fund for the support of the health system • The first draft of national Avian Influenza preparedness and response plan was prepared • Expansion of BPHS Contracting Coverage to 85% • Construction of Health Facilities (109 basic health centers, 28 comprehensive health centers, 2 district hospitals, 6 provincial hospitals, and one national hospital • Establishing of one Oxygen and 1 serum Factory • The National Health Services Performance Assessment for 1393, 1394 and 1395 were finalized and successfully conducted 	Men and women have equally benefited from the programs of the ministry

		<ul style="list-style-type: none"> • The Hospital performance assessment for 1394 and 1395 were successfully implemented and finalized • Revision of indicators and tools for National Health Services Performance Assessment. • Establish Disease Early Warning System to detect the novel cases of the influenza • 42 Rapid Response Teams in the country were trained • Development of training modules on management through technical task force • Conduction of two rounds of extensive public health courses for new graduate doctors from Medical Universities 	
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Health Service Provision	<p>Provision of quality healthcare services which are acceptable and affordable to the community. This will be achieved by proper equipping of the health facilities, establishing more health facilities, and providing training to the health staff with the aim to also deliver the health care services that are culturally and economically acceptable to the community.</p>	<p>Procurement of vitamins and polio vaccination for children aged 6 months to 5 years old</p> <p>Vaccination for preventing mortality for 95% of children in the country between ages 6 month to 5 years by national health immunization program</p> <p>Diagnoses of more than 75% TB cases</p> <p>Reduction mortality rate from brain malaria to 85% and 79% and its other types</p> <p>Providing nutrient services for 4.5 million of population</p> <p>Distribution of 1,000 primary health kits for 500 schools in Afghanistan</p> <p>BPHS services for 29.5 million of population</p> <p>EPHS covered treatment of 5 million persons</p> <p>Procurement of different lab test over amount of 6 million for patients where 1,865 of these lab tests were not applicable in Afghanistan</p> <p>Provide 214.5 unit blood for citizens in country.</p> <p>Provide health services for drug addict in 21 CHC(Community Health Center) in line with ANDS/Ministry priorities.</p>	Men and women will equally benefit from the programs of the ministry.
Admin	Provide Admin & Finance support to the fulfillment of MoPH objectives	<p>Implementation of Computerized MIS – Afghanistan Financial MIS (AFMIS)</p>	Men and women will equally benefit from the programs of the ministry.

		Establishment of computerized Network Establishment & Upgrading of Internet Services in the center of the ministry	
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11 Public employment

47% of the total budget of the MoPH is spent on salaries. As is seen in the following table, women represent only 24,5% of all civil service officers employed by the Ministry of Public Health. Women's proportion of salaries is slightly lower with 23,7%, but the difference is statistically insignificant.

Table: Ministry of Public Health: Number of Official Civil Service Employees by Rank 2016-2017

Rank	Average salary for each position	Number of women currently employed at each rank	Total basic salary spent on women	Number of men currently employed at each rank	Total basic salary spent on men
Rank 1	29,800	---	0	7	208,600
Rank 2	20,400	6	122,400	76	1,550,400
Rank 3	14,500	42	609,000	252	3,654,000
Rank 4	10,900	215	2,343,500	1.150	12,535,000
Rank 5	8.600	775	6,665,000	2.438	20,966,800
Rank 6	7,000	1.462	10,234,000	3.032	21,224,000
Grade 7	5,900	69	407,100	1.390	8,201,000
Grade 8	5,200	734	3,816,800	1.839	9,562,800
Over rank	180,000	---	0	---	0
Above rank	190,000	1	190,000	2	380,000
Out of rank	200,000	---	0	1	200,000
Not reported (ranks and grades)		---		---	
Total		3.304	24,387,800	10.187	78,482,600
Share in %		24,5%	23,7%	75,5%	76,3%

12 Summary and sector-specific recommendations

To sum up, it has been shown that many improvements have been achieved in the health sector since 2001. However, serious health problems persist. For women, reproductive health services are of special importance.

Around 40% of the population live without access to health facilities within 1 hour's walking distance. Therefore, much **more investments in health infrastructure** is needed. Health facilities need to be constructed in a way that guarantees women's privacy. This necessitates **investments on the construction of separate waiting rooms or accommodation facilities, proper sanitary facilities, and safe and private places for labour and delivery.**

Women represent only 24,5% of all civil service officers employed by the Ministry of Public Health. However, the **availability of qualified female medical staff**, especially gynecologists and obstetricians, is often decisive for women's access to health care. In order to achieve target 3.1. „By 2030, reduce the global **maternal mortality ratio** to less than 70 per 100,000 live births“ of the **SDG 3** which reads: „**Ensure healthy lives and promote well-being for all at all ages**“ and target 5.6. „Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Program of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences“ of the **SDG 5** which reads „**Achieve gender equality and empower all women and girls**“ more efforts need to be made in employing female doctors across the whole country and to invest in the education of qualified female medical staff, especially gynecologists, psychologists and birth attendants. In addition, **incentive systems** should be established and women-friendly infrastructure should be provided to encourage female health workers to work in remote or insecure areas where the share of women among medical staff is lowest.

In addition, **sensitization and awareness raising campaigns** should aim to increase women's mobility and decision making power about their own health seeking behaviour.

In order to improve the health situation of children and accounting for women's caregiving role and often low educational level, more investments should be made in **training on nutrition and hygiene.**

Violence against women in different forms is a serious problem in Afghanistan. Medical staff of both sexes need to be **trained how to deal with victims of violence against women** and how to secure evidence that endures in court.

13 Agriculture and Rural Development

14 Situation analysis

According to the Statistical Yearbook 2016/17, 75% of Afghanistans population lives in rural areas. 78% of the population are employed in agriculture which is the most important sector of the economy, and about 55% of all households are engaged in farming. Women account for nearly 43% of the sectors labor force⁹¹ and play an important role in food security, however, their work remains largely invisible. Women's agricultural work is either family-based, without remuneration, or concentrated or mostly concentrated in the lower levels of activities with poor wages and occupational hazards. There is an inverse relationship between wealth and work, i.e. the frequency of work increases as wealth decreases.⁹²

The agricultural sector is characterized by a **gender-specific division of labor which is the division of labor is characterized by cultural values and norms** with different characteristics between the provinces, social classes, and age groups. Usually, men cultivate the lucrative crops, or migrate as seasonal or permanent workers, while women cultivate the family plot for household consumption, care for small livestock, and process and/or sell part of their production in local markets.

Extensive field research in Kabul, Parwan, Balkh, and Herat Provinces conducted for a World Bank report found that women are generally concentrated at the **lower levels of agricultural high value chains** such as grape/raisin, almond, and saffron. They perform irrigation, weeding, harvesting, and minimal processing, such as drying and packing raisins and almonds, at the household level. Men, on the other hand, are responsible for buying agricultural inputs and selling products, in addition to their substantial engagement in production. Men also serve as the actors in the upper levels of the value chains, including middlemen or village-level traders and processors, wholesalers, retailers, or exporters. This gender division of labor is largely a reflection of social and cultural norms, which do not allow women to interact with men, travel by themselves, or own land. As a result, women's activities are mainly carried out inside the household or close to the household.⁹³

Another survey of women's contribution to agricultural activities in Badakhshan, Bamiyan and

⁹¹ MAIL/FAO, p. 8/9

⁹² MAIL/FAO, p. 34

⁹³ MAIL/FAO, p. 11

Kabul observed that **women performed as much agricultural work as men**. However, they are concentrated in labour intensive activities such as: weeding, removing stones from the land, harvesting, gathering the crops into bundles, threshing, and cleaning the seed. Women are also the main care providers for livestock and carry out all activities from breeding, to milking to making dairy produce, spinning wool, raising small animals and selling them.⁹⁴

According to the Food and Agriculture Organization's (FAO) "State of Food and Agriculture" (2010-2011), the **yield gap** between farms run by men and women averages about 20-30%. This is due to a number of barriers that inhibit women to fully exploit their productive potential. These **barriers** include women's poor access to markets, agricultural inputs, extension services, technologies, training, networks, information, land and credit.⁹⁵

The following graph summarizes major constraints of women in agriculture:



Source: MAIL/FAO, p. 22

14.1 *Budget allocations*

The Agriculture and Rural Development Sector comprises four different public entities. In total, they received a budget of USD 436.247 million in FY 1395, out of which 93% was allocated to the development and the remaining 7% to the operating budget. 58 % of the sectors' budget was allocated to the Ministry of Rural Development and Rehabilitation and 34% to the Ministry of Agriculture. The Ministry of Counter Narcotics obtained 7% of sector budget, and the Independent Land Authority the remaining 2%. The division between the development and operating budget of each institution are presented in the table below.

⁹⁴ MAIL/FAO, p. 11

⁹⁵ MAIL/FAO, p. 35

Agriculture and Rural Development	USD 000			% Share in Sector Budget
	Operating	Development	Total	
Independent Land Authority	4,030.50	3,910.00	7,940.49	2%
Ministry of Rural Rehabilitation	7,082.17	245,364.07	252,446.24	58%
Ministry of Agriculture, Irrigation and Livestock	17,070.63	130,263.28	147,333.92	34%
Ministry of Counter Narcotics	2,907.76	2,5618.76	28,526.52	7%
Total	31,091.06	405,156.11	436,247.17	100%

In the following, the budget of the Ministry of Agriculture, Irrigation and Livestock (MAIL) and the Ministry of Rural Rehabilitation and Development (MRRD) are more closely examined. The budget of the MAIL is divided between the four programmes 1. Natural Resource Management, 2. Production and fertility, 3. Improvement of Agricultural Economy and Value Addition, and 4. Change Management and Reforms of which the programme Production and fertility received the largest share with 39% followed by the Programme Improvement of Agricultural Economy and Value Addition.

Table: Budget of the Ministry of Agriculture, Irrigation and Livestock based on programmes

	1395 Budget in Mio AFS			
Programmes	Operating Budget	Development Budget	Total	% of total
Natural Resource Management	169,618	2,492,014	2,661,632	27
Production and fertility	425,803	3,377,054	3,802,857	39
Improvement of Agricultural Economy and Value addition	154,424	2,754,616	2,909,041	29
Change Management and Reforms	393,887	103,956	497,843	5
Total	1,143,733	8,727,640	9,871,372	100

Around a third of the total budget was allocated to the central ministry, the rest to the provinces out of which Kabul Province received the largest share with 10,2%, followed by Herat with 7,19%.

Another distribution arises when the expenditure per person is considered. With 1.176 AFS per capita, Nemroz receives the highest share, followed by Bamyan with 580 AFS and Panjsher with 506.

Table: Distribution of the budget of the Ministry of Agriculture, Irrigation and Livestock by provinces

	Operating Budget	Development Budget	Total	Share of total budget	Budget per capita
Central Ministry	436,644	2,955,426	3,392,070	34,4	
Kabul City	85,136	571,823	656,959	6,7	
Kabul Province	28,441	981,099	1,009,540	10,2	
Parwan	23,619	310,226	333,845	3,38	494
Wardak	13,990	32,112	46,102	0,47	76
Logar	13,661	99,171	112,831	1,14	283
Ghazni	16,420	56,728	73,148	0,74	58
Paktia	16,815	65,478	82,293	0,83	147
Paktika	5,846	43,515	49,360	0,5	112
Khost	14,047	52,049	66,096	0,67	113
Samungan	13,980	125,412	139,392	1,41	353
Balkh	37,615	309,083	346,698	3,51	256
Jowzjan	18,378	59,499	77,876	0,79	142
Faryab	17,712	63,933	81,646	0,83	80
Bamyan	14,043	249,638	263,681	2,67	580
Sar-e-Pul	9,271	93,328	102,599	1,04	180
Kapisa	17,115	97,340	114,455	1,16	255
Nangarhar	45,624	286,715	332,339	3,37	215
Laghman	16,568	70,365	86,933	0,88	192
Kunar	19,029	65,308	84,337	0,85	184
Noristan	9,186	46,769	55,954	0,57	372
Nemroz	10,361	187,157	197,517	2	1.176
Helmand	23,091	111,013	134,104	1,36	143
Kandahar	16,633	98,599	115,233	1,17	92
Zabul	7,006	16,856	23,862	0,24	77
Uruzghan	7,286	15,316	22,601	0,23	63
Badakhshan	27,205	122,664	149,870	1,52	155

Takhar	28,064	103,610	131,674	1,33	132
Baghlan	26,071	152,597	178,669	1,81	193
Kunduz	21,545	307,101	328,646	3,33	319
Badghes	20,472	54,152	74,624	0,76	148
Herat	37,102	672,726	709,828	7,19	368
Farah	12,451	73,121	85,572	0,87	166
Ghor	13,868	69,238	83,106	0,84	118
Panjsher	10,816	68,083	78,899	0,8	506
Daikundi	8,620	40,392	49,013	0,5	105
Total for all Provinces	1,143,733	8,727,640	9,871,372	100	357

The budget of the Ministry of Rural Rehabilitation and Development is divided into the following four programmes: 1. Rural Infrastructure, 2. Economic Development, 3. Local Governance, and 4. Institutional Support Programme. With 60% of the total, the Rural Infrastructure Programme receives the largest share, followed by Local Governance with 35%.

Table: Budget of the Ministry of Rural Rehabilitation and Development based on programmes

	1395 Budget			
Programme	Operating Budget	Development Budget	Total	% of total
Rural Infrastructure	-	10,159,081	10,159,081	60
Economic Development		319,470	319,470	2
Local Governance		5,960,842	5,960,842	35
Institutional Support Program	474,505		474,505	3
Total	474,505	16,439,393	16,913,898	100

As can be seen from the next table, 38,7% of the total budget of the Ministry of Rural Rehabilitation and Development is allocated to the central ministry. Among the provinces, Noristan and Panjsher receive the highest shares (114 and 104, respectively), while Herat with 8 Afs per capita receives the lowest share, followed by Nangarhar (13) and Balkh (15).

Table: Distribution of the budget of the Ministry of Rural Rehabilitation and Development by provinces

Province	Operating Budget	Development Budget	Total	Share of total budget	Budget per capita
Central Ministry	65,091	335,120	400,211	38,7	
Kabul City	11,111	31,626	42,736	4,1	
Kabul Province	10,309	1,094	11,403	1,1	
Parwan	12,523	7,691	20,215	2	30
Wardak	12,129	3,383	15,512	1,5	26
Logar	11,315	2,754	14,068	1,4	35
Ghazni	10,907	7,591	18,498	1,8	15
Paktia	11,111	4,198	15,309	1,5	27
Paktika	9,889	3,060	12,949	1,3	29
Khost	10,691	4,156	14,846	1,4	25
Samungan	11,735	10,383	22,118	2,1	56
Balkh	10,920	9,985	20,906	2	15
Jowzjan	11,722	4,981	16,703	1,6	30
Faryab	12,523	4,980	17,503	1,7	17
Bamyan	10,293	9,478	19,771	1,9	43
Sar-e-Pul	11,111	4,769	15,880	1,5	28
Kapisa	11,327	4,768	16,096	1,6	36
Nangarhar	14,585	5,214	19,799	1,9	13
Laghman	13,121	4,807	17,928	1,7	40
Kunar	16,938	5,288	22,227	2,1	49
Noristan	13,884	3,238	17,122	1,7	114
Nemroz	12,714	2,437	15,151	1,5	90

Helmand	12,727	1,521	14,248	1,4	15
Kandahar	12,510	13,471	25,981	2,5	21
Zabul	10,881	4,878	15,760	1,5	51
Uruzghan	10,665	5,088	15,752	1,5	44
Badakhshan	11,518	6,199	17,717	1,7	18
Takhar	7,510	9,177	16,688	1,6	17
Baghlan	11,518	15,673	27,191	2,6	29
Kunduz	12,320	5,280	17,600	1,7	17
Badghes	9,711	6,882	16,593	1,6	33
Herat	11,722	3,261	14,983	1,4	8
Farah	12,116	3,171	15,287	1,5	30
Ghor	11,912	5,626	17,539	1,7	25
Panjsher	11,938	4,327	16,265	1,6	104
Daikundi	11,505	4,512	16,018	1,5	34
Total for all Provinces	474,505	560,065	1,034,570	100	37

The following table presenting the key outcomes, outputs and indicators of the two ministries. Gender gaps are not mentioned a single time, neither at the level of outcomes and outputs, nor in terms of indicators.

Outcomes, outputs and indicators of the Ministry of Agriculture, Irrigation and Livestock

Ministry of Agriculture, Irrigation and Livestock					
Natural Resources Management	Key Outcomes	Outcome Indicator			
	Better regulation of forests and pastures and protected areas	Hectares of area under forest cover, which led to a set of social structures	1394	47250	4150
	Development and modernization of irrigation systems	The number of water reservoirs in the country restored and rehabilitated including Nangarhar canals	1394	175	99
	Key Outputs	Output Indicator			
	Information and maps of the areas covered by natural resources for planning	Coverage of natural resources (in square kilometers), surveyed	1394	0	32636
	Restore and protect natural resources and cultural values of the national economy	Area Rehabilitation and regulated forest areas, pastures and green spaces around the city on the slopes of the forest, bush cultivation and improved forage carpet to ha	1394	47250	4150
	Rehabilitation of the water supply in the country	The number of buildings restored or newly-constructed irrigation.	1394	175	99
	Open green space and prevent pollution	The number of acres of farms and forests of the restoration and protection centers are proliferating.	1394	1088	210
		Number of proliferation to stabilize sand dunes in hectares	1394	30	10
Production and agricultural productivity	Key Outcomes	Outcome Indicator			
	The level of farmers self-sufficiency and improved	The production of cereals, cotton, vegetables Oil in metric tons	1389	6,8	7
		Quantity of Saffron production in kg.	1394	4000	4100

	Key Outputs	Output Indicator			
	Reform the system of production and distribution of production factors, the introduction of better agricultural techniques.	The value of improved seed and fertilizer distributed (in tons)	1388	73804	12800
	Providing veterinary services, artificial insemination and the generation of productive and resistant	# of livestock farms created	1389	35720	2400
	Construction of the new fruit orchards	The number of new gardens built (ha)	1389	127887	3000
	Mechanization of agriculture and raising productivity	The number of machines and equipment purchased	1392	4837	0
	Protection and equipping of research farms of fruits, cereals, vegetables and forestry	The number of acres of farms and equip the research that has been protected.	1394	8	0
	Livestock farms that aim to reform and promote the generation of animals	The number of cattle farming that is being used to promote and refine animal generation		98	0
Economic Regeneration	Key Outcomes	Outcome Indicator			
	Increasing exports of agricultural products quality	The agricultural products that are exported out of the country after examination in millions	1393	525	551
	Private sector investment growth businesses in the sectors of agriculture and livestock	Total registered agricultural investment companies in \$	1393	212	231
	Key Outputs	Output Indicator			
	Create freezing and storage for potatoes, onions and cotton seed	The number of freezing and storage for potato, onion and cotton seed is created.	1393	2111	750
	Modern Cold houses	# of cold houses constructed and utilized	1392	6	10
	Production centers, processing and agricultural services	Number of production, processing and agricultural services created	1393	25	7
	Create strategic reserves of cereals	Total stocks of wheat that is built and inaugurated	1392	2	8

	The construction of a modern slaughterhouse	# of slaughterhouses constructed and utilized	1392	2	4
	Providing agricultural loans	The number of farmers have access to credit	1394	80	20
	Disease and pest control, all-round	Contested areas against pests and plant diseases in the province	1393	34	34
Change management and administration reform	Key Outcomes	Outcome Indicator			
		% increase in MAIL budget expenditure	1393	55%	65%
	Key Outputs	Output Indicator			
	Providing suitable environment to provide quality service and fast for farmers and the private sector	# of buildings constructed and equipped	1393	278	20
	Develop policies, strategies, laws and regulations	The number of employees who have been sent abroad on scholarships	1393	540	260
		The number of employees who have been trained in various fields	1393	6890	1459
		# of approved policies	1394	8	4
		# of legislative documents designed	1394	64	6

Source: National budget document, FY 1395, p. 55/56

Outcomes, outputs and indicators of MRRD

Ministry of Rural Rehabilitation & Development					
Rural Infrastructure	Key Outcomes	Outcome indicator			
	Socio-economic status of the rural people improves through infrastructure	% of rural population having access to services centers.	1394	30%	50%
	People access to health Centers improves	% of rural population having access to social & economic services centers.	1393	24%	25%
	Socio-economic status of the rural people improves	Number of working days created	1393	1917600	1978800
	Output	Output indicator			

	Building Infrastructure projects	# of Infrastructure projects built	1394	65%	95%
	Building Infrastructure projects	# of Infrastructure projects built	1394	49%	70%
	Building Infrastructure projects	# of Infrastructure projects built	1394	70%	142
	Building rural roads	KM of rural roads constructed	1393	4676	1079
	Maintaining Rural roads	KM of rural roads maintained	1393	3240	3200
	Building Car and Pedestrian bridges	Length of bridges built (meter)	1393	2797	1737
	Staff capacity building	# of employees	1393	122	55
Economic Regeneration	Key Outcomes	Outcome indicator			
	Improving the living condition of rural people through provision of employment opportunities, establishment of internal enterprenurship and access to financial resources	Private enterprenurship revenue improved	1394	48%	50%
		Employment opportunity for enterprenurship groups provided	1394	31%	31%
		# of Direct beneficiaries of the projects	1394	63177	63177
		% of program beneficiaries having access to financial resources	1394	95%	95%
	output	Output indicator			
	Saving groups established and strengthened	# of Saving groups established	1394	4389	5561
	Productive groups established and strengthened	# of Productive groups established	1394	878	1238
	Village debt and saving association established and strengthened	# of Village debt and Saving Associations established	1394	331	470
	Intermediate and micro enterprenurships supported	# of intermediate and micro enterprenurships supported	1394	463	563
	Kuchies (nomads) entrepreneurship developed	# of Kuchies (nomads) supported	1394	113	113
	Entrepreneurship for disabled developed	# of disabled people supported	1394	143	193
Local	Key Outcomes	Outcome indicator			

Governance	Social and institutional strengthening of local institutions to play their role in governance and development issues	Percentage of villages mobilized the elections held in accordance with the procedures set forth in the appropriate time	1394	99%	99%
		Percentage of Development Councils trained by FP	1394	90%	90%
		Percentage of Development Councils communicating with governmental and non governmental organizations	1394	76%	59%
		Percentage of villages having subscription monitoring teams	1394	91%	98%
		Percentage of village satisfied with performance of development councils	1394	55%	55%
	Output	Output indicator			
	Villages mobilized to implement the National Solidarity Programme	Number of councils mobilized in first, second and third stages	1394	34662	12102
	Village development councils selected	Number of councils establishee in first, second and third stages	1394	34625	12102
	Development plans of the village prepared	Number of plans completed in first, second and third stages	1394	34543	12102
	Community Development Council (CDC) paid	Number of development councils that their funds have been paid	1394	34166	12102
	Projects paid	Number of projects for which money has been paid	1394	87986	15732,6
	Infrastructure, economic and social projects completed	Number of projects completed	1394	70619	14945,97
Institutional Support Program	Key Outcomes	Outcome indicator			
	Comprehensive framework for policy and planning, strengthening coordination, effectiveness and transparency of the	Percentage of civil servants' capacity improvement to assume more responsibility for managing the process of change in the Ministry	1394	65%	90%

	ministry departments resulting the implementation of change management process				
	Implementation of CBR system	% of contractual staff included in CBR and Ministry Tashkeel	1394	5%	20%
	Output	Output indicator			
	Monthly printing and publication	# of publications	1394	2850	3214
	Employees are trained in training courses and workshops	Number of employees trained	1394	687	850
	Draft Rural Development Policy and Planning (bottom-up) started	% of procedures performed	1394	22	25

Source: National budget document, FY 1395, p. 53/54

The BC 2 of the Ministry of Agriculture, Irrigation and Livestock and the Ministry of Rural Rehabilitation and Development contain some information on the impact of the different programmes on gender that goes beyond the mere counting of female and male beneficiaries. However, neither from the outcomes and outputs in the tables above, nor from the description of the objectives in the BC 2 forms it can be seen how the respective impacts on gender will be achieved. What is missing, is a coherent gender-sensitive results chain.

BC 2 Ministry of Agriculture, Irrigation and Livestock

Programme	Objective	Key achievements	Impact on gender
Natural Resource Management	Managing natural resources in contemporary and sustainable manner for improving the environment and livelihood in local communities	Rehabilitation and conservation of 1,484 hectare pistachio forests and rehabilitation of 478 Hectare Pine-nuts forests and conservation of other different type of watershed in capital and provinces <ul style="list-style-type: none"> Establishment of 117 Jerribs early succession forest gardens in order to 	Establishment of the training centers on natural resource management which contain the main and important part of the program. . The program will target women and other community groups. Especially

		<p>produce wood and conserve forest.</p> <ul style="list-style-type: none"> • Establishment and training of 361 Forests Management councils or Social Associations. • Creation of two seed production centers in Ghazni and Ghor provinces (building, digging deep well, installation of solar and water pump) and 10 hectares pasture land fenced around. • 510 hectares of natural pastures were managed through crop-rotation process. • 55 hectares of medicinal plants were persevered by planting and seed • 105 hectares of quick sand lands were planted with Tamarisk sapling, Sakasawool and Tagh. • Establishment of 16 irrigation canals • Establishment of approximately 150 meters irrigation canal • Building 10 water reservoir and irrigation pool with 5,000 metric-cube capacity • Establishment of 50 meter water aqueduct. 	the most vulnerable people will be direct beneficiaries of this program.
Production and fertility	The aim of this program is to increase farmers agricultural and livestock production in a sustainable manner, through provision of resources, better	<p>Distribution of 55,228 metric tons of improved wheat seeds and fertilizers in spring and fall campaign</p> <p>Distribution of 4,200 tractors with 65% subsidy for farmers of 21 provinces</p>	

	<p>research services with goal of country's self-sufficiency and increase the production of vegetables, cereals & fruit, to maintain both internal needs and as well as export them to regional countries.</p>	<p>Production of 18,534,310 different vaccination doses Distribution of 300 big tractors to farmers' cooperative in provinces Establishing and supporting 73,443 local poultry farms in 24 provinces. Treatment and prevention of 23,900,000 animals in 34 provinces of Afghanistan Rehabilitation and maintenance of 328 animal clinics, support of 24 other clinics which were built by NGOs. Production and distribution of 5.8 million quality fruit trees Establishment of 1,531 Green Houses Provision of support to 30 nurseries for multiplication of fruit saplings, production and distribution of 8 million quality fruit saplings in 19 provinces of the country.</p>	
Improvement of Agricultural Economy and Value addition	<p>Constant and extensive economic growth in the sector of agriculture led to enhancement and diversity in proceeds and job opportunities for the people of Afghanistan, eventually increasing the revenue of Afghanistan</p>	<p>Granting more than 70 million USD of small, medium and large loans to farmers and herders. Facilitating dry/fresh fruit export worth of 50 million USD to overseas Construction and utilization of 2,566 local farm cooperative cold storages Establishing 3 commercial cold storages Construction and utilization of 14 strategic wheat storages Construction and utilization of 5 modern</p>	<p>Livestock and horticulture program employs majority women and this program helps women increase their income.</p>

		slaughterhouses Saffron production reaching 4.5 metric tons Established and utilized 40 centers for agricultural produce processing, livestock and animal-feed. 277,565 Jerrib of land is cleaned from plant pest and diseases 90 Keshmeshkhana (Raisin Houses) were established and utilized.	
Change Management and Reforms	Establishing a dynamic, active and efficient institution (at the level of ministerial and regional offices) through continuous reform processes. It will prepare this ministry to be responsive to the challenges of the 21st century in agriculture sector.	10 extension units were constructed, repaired and utilized (4 boundary walls, 5 buildings) 5,185 staff of Ministry of agriculture were trained 496 employees were granted scholarship overseas (214 in undergraduate and master's degree program, 282 in short-term training programs and 402 graduates of agriculture faculty were provided with internship programs). 37 laws, procedures and regulations were revised in various sections.	By the implementation of this program, the Ministry of Agriculture will develop and lead its gender strategy and will launch capacity building activities for its employees. The program will also create a network in the Ministry of Agriculture and will develop a database regarding gender. Likewise the Ministry will include gender issues in their M&E system.

BC 2 of Ministry of Rural Rehabilitation and Development

Programm	Objective	Key achievements	Impact on gender
Citizen Charter	Citizen Charter Program: Reduces poverty through facilitation of access of people to basic services,	Since the program in the year 1395 is in its designing phase, thus the program will begin in September of	Through implementation of citizen charter program, women's

	<p>eliminating vulnerabilities and violence by supporting the legitimacy of the Government of Afghanistan, the AIRD (Afghanistan Institute for Rural Development) with the main goal to support the implementation of the Comprehensive Rural Development Strategy for socio-economic development and poverty reduction aspects in Afghanistan through provision of education and learning services, conducting research and surveys for planning and improving policies and distribution of information to rural development agencies inside and outside the country.</p> <p>National Solidarity Program: Reduction of poverty through establishment and strengthening grass-root institutions on village level for purpose of maintaining partnership and active participation of people in reconstruction process and social development project planning and monitoring.</p>	<p>the current year.</p> <p>16 training courses (Training of Trainers, Management and Leadership, Project Management Cycle, Gender Awareness, Peace building, Conflict resolution, risk management, reporting, M&E, Filing, Good Governance, and so on ... for 328 employees at the center and provinces</p> <p>Research in four districts of Kandahar province.</p> <p>Contribution in collection of information on street network in Nangarhar province</p> <p>Partnership in conducting studies related to (CARD-F) in Badakhshan and Nangarhar province</p> <p>Organizing two workshops on Small and Medium Enterprise development in Afghanistan and exchanging regional experiences, Horizontal Learning Process, with cooperation of CIRDAP (Centre on Integrated Rural Development for Asia and the Pacific).</p> <p>Rural Technology Training</p> <p>Identification of rural technology</p> <p>Preparation and publishing part 1 of manual/Rural technology catalogue</p> <p>Construction of rural technology park</p> <p>Publishing more than 14 articles/reports on activities</p>	<p>participation in local councils will improve, women's influence in community affairs will increase, they can propose projects that address their priorities and needs to partner organizations. Their participation in decision making and their talents will grow and will result in better coordination and effectiveness with other stakeholders.</p>
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		<p>of Afghanistan Institute of Rural Development in state print media (Anis, Hewad, Dehkada Magazine) for 1391 and 1393.</p> <p>Note: It is worth mentioning that mentioned projects are funded by developmental Agencies and NGOs such as: Spain Embassy, GIZ, FAO, JICA, EU, and other donors</p> <p>Number of selected Shuras 23,268</p> <p>Number of developmental plans completed 23,472</p> <p>Number of revised development plans.</p> <p>Number of paid councils (first financial fund) 23,556</p> <p>Number of Shuras paid (second financial plan) 3,920</p> <p>Number of projects paid 12,263</p> <p>Number of completed projects 27,634</p> <p>Amount of money granted to developmental projects (million) AFN 17,368,707,461</p>	
Institutional Support Program	Strengthening comprehensive framework of policy and planning, coordination and management in agriculture and rural development for increasing the impact level of the ministry, supporting	Strengthening the financial system of the Ministry in financial database, creation of information system for leading and improving the internal controls and for maintaining transparency, construction of provincial	Developing plan for ministry are in line with the ministry's gender issues and women's participation is strictly observed and the longer term

	the activities of the ministry for increasing the effectiveness and quality of work in the long-term	offices, supply of office facilities, vehicles, print publication for people awareness on monthly and quarterly basis. Increasing the internet speed and covering 34 directorates of Rural Rehabilitation and Development in provinces, construction of generator room, clean drinking water systems in the Ministry.	plans of the Ministry of Women's Affairs are also considered in our programs.
Rural Infrastructure	Construction of a network of rural roads for permanent access to basic services(irrigation, roads, drinking water, sanitation and rural infrastructure) creating employemnt opportunities and improving the capacity of the private sector in rural areas. Improving the economic and social conditions of rural communities, especially poor and vulnerable groups.	Water Supply Program: digging and installation of water pump for 25,649 deep-wells, digging 178 deep wells connected to network. Construction and rehabilitation of 358 water supply network, construction of 59,549 ablutions places, 1,739 water reservoir, transfer of water 207 tanker in emergency situation, distribution of 1,000 sand, water-filter, building 942 toilets, training to 5,208 individuals in well maintenance, organizing technical workshops for 1,200 individuals, training 3.7 million in hygiene regional program of Asian Development Bank, regional solidarity program including 565 infrastructure projects on constructing and asphaltting roads, constructing bridge, boundary wall, small irrigation, irrigation network, mosque and schools. Rural Road	No information

		construction: construction 1,373 kilometers of rural roads, construction of 1,856 meter building, repair and maintenance of 3,800 KM of rural roads are the key achievements of this program between 1393 and 1395. At the meantime 3.8 million working days were being created for rural population.	
Rural Crafts Development	Creating sustainable jobs and increasing income for rural women and men through provision of technical and financial services for development of rural businesses and facilitation for access to finance.	<p>Established and continued the support to :</p> <ul style="list-style-type: none"> • 5,216 savings groups • 1364 entrepreneurs, • 502 loan and savings associations, • Supported 674 small and medium size enterprises by providing capacity building support to 86,601 entrepreneurs, sustainable employment opportunity is provided to 69,762 individuals in five provinces with 53% of them were women. 	Since the development trend requires employing more women in suitable positions, 35% beneficiaries of this program are women.

14.2

Public employment

Among all six pilot ministries, the Ministry of Agriculture, Irrigation and Livestock has the lowest share of women among civil servants. Only 273 women are employed by the Ministry which equals 3,58%. Women's share of basic salaries is slightly lower with 3,52%, though the difference is statistically insignificant.

Table: Ministry of Agriculture, Irrigation and Livestock: Number of Official Civil Service Employees by Rank 2016-2017

Rank	Average salary for each position	Number of women currently employed at each rank	Total basic salary spent on women	Number of men currently employed at each rank	Total basic salary spent on men
Rank 1	29,800	---	0	3	89,400
Rank 2	20,400	2	40,800	57	1,162,800
Rank 3	14,500	4	58,000	225	3,262,500
Rank 4	10,900	16	174,400	1.140	12,426,000
Rank 5	8.600	79	679,400	1.537	13,218,200
Rank 6	7,000	87	609,000	1.236	8,652,000
Grade 7	5,900	7	41,300	1.006	5,935,400
Grade 8	5,200	78	460,200	2.148	11,169,600
Over rank	180,000	---	0	---	0
Above rank	190,000	---	0	2	380,000
Out of rank	200,000	---	0	1	200,000
Not reported		---		---	
Total		273	2,063,100	7.355	56,495,900
Share in %		3,58	3,52	96,42	96,48

In the Ministry of Rural Rehabilitation and Development, the share of women among staff is also low, but with 7,07% higher than in the Ministry of Agriculture. In the MRRD, the gap between the share in numbers and share in salaries is slightly more pronounced than in the Ministry of Agriculture (0,38 compared to 0,06%).

Table: Ministry of Rural Rehabilitation & Development - Number of Official Civil Service Employees by Rank 2016-2017

Rank	Average salary for each position	Number of women currently employed at each rank	Total basic salary spent on women	Number of men currently employed at each rank	Total basic salary spent on men
Rank 1	29,800	---	0	---	0
Rank 2	20,400	1	20,400	43	877,200
Rank 3	14,500	3	43,500	62	899,000
Rank 4	10,900	29	316,100	307	3,346,300
Rank 5	8,600	27	232,200	330	2,838,000
Rank 6	7,000	38	266,000	446	3,122,000
Grade 7	5,900	---	0	330	1,947,000
Grade 8	5,200	36	187,200	241	1,253,200
Over rank	180,000	---	0	---	
Above rank	190,000	---	0	2	380,000
Out of rank	200,000	---	0	1	200,000
Total		134	1,065,400	1,762	14,862,700
Share in %		7,07	6,69	92,93	93,31
Not reported (grades)		---		18	
Total					

14.3 Summary and sector-specific recommendations

75% of Afghanistan's population live in rural areas and agriculture is the most important sector of the economy. **Women account for nearly half of the sector's labor force** and play an **important role in food security**. However, their work remains **largely invisible and their productivity is substantially lower than men's productivity**. In order to enable female farmers to fully exploit their potential, investments are necessary to ensure female farmers' **equal access to agricultural inputs**, information, technology, credit, extension services and markets. **Investments in safe markets** for women may substantially improve women's access to markets.

In addition, it may be useful to further invest in the **support of self-help groups of women and women's cooperatives** and in **training and coaching of female farmers**.

The agricultural sector is characterized by a **gender-specific division of labor**. **Agricultural extension services** need to equally cover topics that are of importance to female farmers. Given that due to cultural norms and values male extension service workers are most likely not able to directly communicate with female farmers in many regions of the country, more female agricultural extension service workers should be trained and employed by the Ministry of Agriculture, Irrigation and Livestock. Among all six pilot ministries, the **Ministry of Agriculture, Irrigation and Livestock has the lowest share of women among civil servants with 3,58%**. In the Ministry of Rural Rehabilitation and Development, the share of women among staff is also low, but with 7,07% slightly higher than in the Ministry of Agriculture. This low share of women as civil servants in the two ministries that are responsible for the development of the most important economic sector for women's employment is **likely to be an important obstacle for women's equal access to agricultural services**. The resulting lower productivity of women does not only harm female farmers and their families individually, but also leaves a high economic potential insufficiently exploited with negative impacts on Afghanistan's economic growth rates.

15 Social protection sector

15.1 *Situation analysis*

The 2011-12 National Risk and Vulnerability Assessment (NRVA) concludes that along sectors „national figures conceal dramatic differences within the population. With only very few exceptions, the situation in urban areas is much better than that in rural areas and among the Kuchi population. And invariantly, gender-specific indicators show that men and boys are far less disadvantaged than women and girls.“

Women are either underrepresented in the labor force (in the formal labor market) or their work remains largely invisible (in agriculture). Women are, thus, in a more precarious situation and more prone to poverty and food insecurity. This is especially true for young widows with many children, disabled women, internally displaced women or women who have survived violence.

As it was stated in chapter 7 of this report, women, however, do not benefit equally with men from direct transfers to private households as part of social assistance.

15.2 *Budget allocations*

The social protection sector comprises six different public entities, including the Ministry of Women's Affairs and the Ministry of Labor and Social Affairs, Martyrs and Disabled (MoLSAMD). The sector's total budget for FY 1395 was estimated to be USD 344.543 million, out of which 317.936 million (22%) was allocated to the operating budget and USD 26.607 million to the development budget. 93% of the total budget was allocated to the MoLSAMD while the Ministry of Women's Affairs received only a meagre 1%.

A large portion (87%) of the sectors' budget is constituted by civil and military pensions as well as pensions of martyrs and disabled. Since civil and military pensions and martyrs and disabled pensions are paid through Ministry of Labor, Social Affairs and Disabled, and counted through its budget, it has the biggest share in the sector's budget. The details of budget are as follows:

Social Protection	USD 000			% Share in Sector Budget
	Operating	Development	Total	
Office of Disaster Preparedness	1,625.43	71.05	1,696.47	0%
Directorate of Kuchies	1,182.96	1,415.23	2,598.18	1%
Ministry of Women Affairs	2,879.25	561.36	3,440.61	1%
Ministry of Border and Tribal Affairs	6,614.50	2,452.08	9,066.58	3%
Ministry of Refugee Repatriation	4,001.58	3,732.19	7,733.77	2%
Ministry of Labor and Social Affairs, Martyrs and Disabled	301,632.60	18,375.66	320,008.26	93%
Total	317,936.32	26,607.56	344,543.87	5%

The budget of the MoLSAMD is divided into four programmes, namely: 1. Program on Labour Affairs, 2. Program on Social Affairs, 3. Program on Martyrs and Disabled, and 4. Administrative and Financial Support Programme. The Programme on Labour Affairs consumes the largest share of the budget (50%) followed by the Administrative and Financial Support Programme (35%).

Table: Budget of the Ministry of Labour Social Affairs, Martyrs and Disabled based on programmes

	1395 Budget			
	Operating Budget	Development Budget	Total	% of total
Program on Labor Affairs	59,450	1,218,628	1,278,078	50
Program on Social Affairs	320,408	12,541	332,949	13
Program on Martyrs and	52,857	0	52,857	2

Disabled				
Administrative and Financial Support Program	886,859	0	886,859	35
Total	1,319,574	1,231,169	2,550,743	100

66,5% of the total budget is allocated to the central ministry. Kunar receives the by far largest budget per capita with 123 AFS, followed by Nemroz with 98 AFS and Jowzjan with 93 AFS.

Table: Distribution of the budget of the Ministry of Labour Social Affairs, Martyrs and Disabled by provinces

	Operating Budget	Development Budget	Total	Share of total budget	Budget per capita ⁹⁶
Central Ministry	774,874	921,381	1,696,255	66,5	
Kabul City	-	10,218	10,218	0,4	
Kabul Province	-	-	-		
Parwan	21,000	5,528	26,528	1,04	39
Wardak	6,400	4,690	11,090	0,43	18
Logar	10,200	5,528	15,728	0,62	39
Ghazni	11,400	11,627	23,027	0,90	18
Paktia	11,400	21,608	33,008	1,29	59
Paktika	4,000	5,528	9,528	0,37	22
Khost	8,800	5,528	14,328	0,56	25
Samungan	9,700	5,528	15,228	0,6	39
Balkh	51,000	5,628	56,628	2,22	42
Jowzjan	38,000	13,046	51,046	2	93
Faryab	26,000	5,528	31,528	1,24	31
Bamyan	9,700	23,619	33,319	1,31	73
Sar-e-Pul	13,000	5,528	18,528	0,73	33
Kapisa	13,600	8,978	22,578	0,89	50
Nangarhar	30,000	6,734	36,734	1,44	24
Laghman	12,000	4,690	16,690	0,65	37
Kunar	21,200	34,999	56,199	2,2	123
Noristan	5,400	5,528	10,928	0,43	73

⁹⁶ Own calculation

Nemroz	11,000	5,528	16,528	0,65	98
Helmand	17,000	5,528	22,528	0,88	24
Kandahar	32,000	4,288	36,288	1,42	29
Zabul	4,500	5,528	10,028	0,39	32
Uruzghan	5,200	5,527	10,727	0,42	30
Badakhshan	19,000	4,800	23,800	0,93	25
Takhar	16,200	5,527	21,727	0,85	22
Baghlan	16,000	4,690	20,690	0,81	22
Kunduz	20,000	5,503	25,503	1	25
Badghes	10,000	5,527	15,527	0,61	31
Herat	50,000	4,287	54,287	2,13	28
Farah	20,600	13,670	34,270	1,34	66
Ghor	10,000	38,270	48,270	1,89	69
Panjsher	5,200	5,527	10,727	0,42	69
Daikundi	5,200	5,527	10,727	0,42	23
Total for all Provinces	1,319,574	1,231,169	2,550,743	100	92

The outcomes, outputs and indicators of the Ministry of Labor and Social Affairs, Martyrs and Disabled do not reflect any gender gaps, e.g. in terms of access to vocational training, social security benefits or gender-specific vulnerabilities that need to be addressed as can be seen in the following table that is included in the national budget document for the FY 1395:

Outcomes, outputs and indicators of the Ministry of Labour, Social Affairs, Martyres and Disabled

Ministry of Labor, Social Affairs, Martyres and Disabled					
Labor Affairs	Key Outcomes	Outcome indicator			
	Unemployment rate reduced	# of people obtaining jobs post vocational trainings	1394	61130	5800
	Labor laws developed	# of national and international working permits/licences issued	1394	55000	20000
	Living condition of retired and poor families improved	# of retired, martyred, disabled families and poor families benefited of payments	1394	21000	14700
	Output	Output indicator			
	Providing vocational trainings opportunity for eligible people based on markets need	# of trainees graduated from vocational training courses	1394	8000	6500
	Construction of vocational and ToT training centers	# of training centers constructed	1394	2	1
	Legalizing employment opportunity process within/out of the country	# of legal work permits issued	1394	20000	20000
	Payment process for retired, martyred and disabled simplified	# of people registered in to new system	1394	50000	25000
	Cash payment to very poor families	# of families covered by payments	1394	21000	14700
Social Affairs	Key Outcomes	Outcome indicator			
	Safe environment and education Opportunity provided for the right vulnerable children	# of children benefited from kindergartens & orphanage	1394	37329	38000
	Resolving vulnerable children's cases	# of cases decided/resolved in favor of children	1394	2400	2550
	Output	Output indicator			

	Kindergartens constructed	# of kindergartens constructed	1394	0	0
	Orphanages Constructed	# of Orphanages in provinces constructed	1394	0	0
	Kindergartens General Directorate building in kabul constructed	Kindergartens General Directorate building in kabul constructed	1394	0	0
	Vulnerable children's cases considered and supported and violence against children's eliminated	# of cases resolved	1394	2640	2800
Martyred and Disabled Affairs	Key Outcomes	Outcome indicator			
	Martyred family's living conditions improved	# of beneficiaries which living conditions improved	1394	151461	166807
	Living condition of disabled people improved	# of beneficiaries which economic/living conditions improved	1394	107563	118319
	Output	Output indicator			
	Mortyred families supported by cash payments	# of beneficiaries	1394	151461	166807
	disabled people supported by cash/kind payments	# of beneficiaries	1394	107563	118319
	National Institutes of disabled constructed	# of institutes constructed	1394	1	0
Admin/Finance Affairs	Key Outcomes	Outcome indicator			
	Provision of effective/professional survices in the ministry	# of employees with professional capacity development	1394	1100	1300
	Provision of faire environment in provincial offices for effective service delivery	Provision of quality and effective survices for customers	1394	40%	60%
	Output	Output indicator			
	Professional capacity building of central and provincial staff	# of staff received professional trainings	1394	1500	1550
	Construction of buildings for provincial directorates	# of buildings constructed	1394	2	4
	Surrounding walls of the ministry's properties constructed	Length of walls constructed (meter)	1394	0	1500

Source: National budget document, FY 1395, p. 58/59

The BC 2 of the Ministry of Labour, Social Affairs, Martyrs and Disabled contains more detailed information about the objectives and key achievements, however, the information about impacts on gender is very limited and most concrete in terms of share of women among beneficiaries of vocational trainings:

BC 2 Ministry of Labour, Social Affairs, Martyrs and Disabled

Programme	Objective	Key achievements	Impact on gender
Program on Labor Affairs	Minimizing the poverty level through vocational trainings in the whole country, develop useful policies and strategies for increasing the employment rate in the country, establish a system for issuing work permits, establish centers for vocational trainings in six regions of the country and improve the retirement system for timely payment of retirementpensions..	<p>In Between 1392 through and 1394 approximately 20,940 individuals including unskilled women, disableds, family members of martyrs have participated in vocational training courses in Kabul and other provinces, Also a survey was conducted on job market opportunities in five economic sectors. Other major achivements during the last three years include:</p> <ul style="list-style-type: none"> • 180 standards and 10 curriculum were developed for different businesses; • Drafted administrative procedure for Pension Department, • The structure for Pension Department was developed • A new software was developed for pension department's use. • Approximately 21,000 poor families have 	35% of vocational trainings' beneficiaries are women

		<p>received financial assistance through the Social Security Network Project.</p> <ul style="list-style-type: none"> 41,200 Expatriates work licenses were issued and e-Electronic systems were activated in six provinces (Balkh, Nangarhar, Herat, Kandahar, Pakiya and Kunduz provinces). 	
Program on Social Affairs	Facilitate and provide safe environment, offer trainings for poor children and orphans, provide social services for people	<p>Currently, 368 public kindergartens and 110 private kindergartens are available in the country serving for 52,739 children, also 57 public and 25 private nursery schools are providing services for 18,199 orphans who are enrolled in these schools. 82 children safety commissions were established in 28 provincial cities and 54 districts. Some of the achievements of this problem include:</p> <ul style="list-style-type: none"> Financial assistance was paid to 12,109 martyrs' families and 88,000 disabled on an annual basis Retirement pension paid to 186,059 military and civil service employees Vocational trainings, short-term courses, medical services, literacy courses have 	Hiring a high number of jobless women in kindergartens by this ministry will assist the implementation of NAPWA and ANDS.

		<p>been provided for vulnerable children.</p> <ul style="list-style-type: none"> • Approximately 12,109 poor families have received financial assistance with a total value of 86,954,000 Afs through the Social Security Network Project. • Additionally, poor parents have received small loans from different organizations so they can send their children to school. 	
Program on Martyrs and Disabled	<p>This program will provide rehabilitative support to people with disabilities through the establishment of the Disabled National Institute, addressing their issues and provide vocational trainings to disabled and martyrs' family members, also the program will facilitate the timely payment of social assistance for disabled and martyrs' families.</p>	<p>Cash payments to people with disability</p> <ol style="list-style-type: none"> 1. Conduct of vocational trainings and skill improvement sessions for 3-5% (out of total number of people taking these trainings through National Skill Development Program) of people with disabilities 2. Distribute wheat, rice, oil and tea for martyr's poor families and people with disabilities. 3. Develop, draft, and finalize Disabled and Martyrs' Remuneration Law by the Government of Afghanistan. 4. Distribute rehabilitative equipment for people with disabilities through counterpart organizations 5. Provision of scholarships for studying abroad to some children from disabled and martyrs' 	<p>This program gives priority to women based on MoLSAMD's strategy.</p>

		families 6. Provision of training opportunities for disabled and martyrs family members	
Administrative and Financial Support Program	The goal of this program is to raise the capacity of the ministry and to provide effective financial, administrative and procurement services at central and provincial level and to design, monitor, and evaluate the ministry's projects.	The Office of the Deputy Minister for Administrative and Financial Affairs supported Gender Units of Ministry of Labor, Martyrs and Disabled and they have prepared and implemented its new strategy for 2013-2016 based on ANDS. Establishment of 6 Provincial Administrative Center services centers in different provinces. Moreover proposal of 72 CBR(Capacity Building for Results) positions is sent to the Administrative Reform Unit. Also capacity building opportunities are offered to employees of the Ministry in the center and provinces.	The gender balance has been considered in all development projects and recruitment actions, and priority has been given to women.

15.3 *Public employment*

Out of all six pilot ministries covered in this gender audit report, the Ministry of Labour and Social Affairs, Martyrs and Disabled has the highest share of women among its civil service employees, and a higher share of women compared to men (59,27% women compared with 40,73% men). In terms of the division of salaries, the gap between women and men is even higher with 64,02% of salaries benefiting women and 35,98% benefiting men.⁹⁷

Table: Ministry of Labour and Social Affairs, Martyrs and Disabled: Number of Official Civil Service Employees by Rank 2016-2017

⁹⁷ This result, however, needs to be interpreted with due diligence given that for 174 positions the rank was not reported.

Rank	Average salary for each position	Number of women currently employed at each rank	Total basic salary spent on women	Number of men currently employed at each rank	Total basic salary spent on men
Rank 1	29,800	1	29,800	8	238,400
Rank 2	20,400	3	61,200	34	693,600
Rank 3	14,500	7	101,500	183	2,653,500
Rank 4	10,900	338	3,684,200	218	2,376,200
Rank 5	8,600	1,950	16,770,000	1,099	9,451,400
Rank 6	7,000	978	6,846,000	255	1,785,000
Grade 7	5,900	85	501,500	453	
Grade 8	5,200	621	3,229,200	485	
Over rank	180,000	---	0	---	0
Above rank	190,000	1	190,000	3	570,000
Out of rank	200,000	1	200,000	---	0
Total reported		3.985	31,613,400	2.738	17,768,100
Share in %		59,27	64,02	40,73	35,98
Not reported (official civil service, rank 1-6)		33		---	
Not reported (contract workers, rank 7 + 8)				141	
Total					

15.4

Summary and sector-specific recommendations

A large portion (87%) of the sectors' budget is constituted by civil and military pensions as well as pensions of martyrs and disabled. Since civil and military pensions and martyrs and disabled pensions are paid through the Ministry of Labor, Social Affairs, Martyrs and Disabled, and counted through its budget, it has the biggest share in the sector's budget. Although no sex-disaggregated data of the beneficiaries could be evaluated in the report, **it is largely unlikely that women benefit equally from pension payments.**

The **Ministry of Women's Affairs receives only 1%** of the social protection budget **which is too little to properly fulfill its mandate and become a sufficiently strong ministry** that could work for a real change for Afghan women at all levels.

Although women are more prone to poverty and food insecurity, and some categories of women are at risk to be especially vulnerable, such as young widows with many children, disabled women, internally displaced women or women who have survived violence, **women do not benefit equally with men from direct transfers to private households as part of social assistance. Direct monetary transfers to the most vulnerable households would need to be increased and better target women.** Direct monetary transfers to private households allow for a combination of social welfare and actions to increase women's empowerment. For example, the entitlement to receive social benefits can be tied to the existence of a bank account of a woman in the family to which transfers are remitted and/or an identity card of women.

In contrast to all other ministries covered in the gender audit report, the **Ministry of Labor, Social Affairs, Martyrs and Disabled has a higher proportion of women than men.** This is due to the high number of women working in kindergartens and other child care facilities. However, currently only 368 public kindergartens are available in Afghanistan. In order to achieve target 4.2. "By 2030, ensure that **all girls and boys** have access to quality early childhood development, care and pre-primary education so that they are ready for primary education" of the SDG 4 (Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all) **much more investments in kindergartens and other child care facilities** are needed. Employment effects for women from these investments would be two-fold: On the one hand, more public child care facilities would **open up new employment opportunities** for women that are socially acceptable. On the other hand, the existence of safe and high quality public child care **facilitates women's labour force participation** in all other areas, because women are no longer bound at home as long as they have young children.

To increase women's participation in the labour market, more investments are also needed in **vocational training for women.** Women should have the opportunity to participate in vocational training courses that prepare for those professions with high future prospects (e.g. IT, renewable energy).

16 Conclusion and general recommendations

One can conclude that despite progress since 2001, gender gaps continue to persist in all sectors covered in this report. They are especially pronounced in the economic sector which leads to a high vulnerability of women in general, and specific categories of women (e.g. widows, victims of violence etc.) in particular. Due to the high proportion of the budget that is allocated to the security sector, the fiscal space for improvements in the social and economic sectors is limited. However, a better targeting of the available budget to ensure that women and men benefit more equally from public services, and the investment in women-friendly infrastructure and in large-scale campaigns to promote a culture of human rights and gender equality will have positive effects not only for girls and women, but also for their families and communities, and will eventually increase revenues and fiscal space in the future.

It has also been observed that the distribution of allocations between the different provinces is very uneven. The Government has developed and approved a Provincial Budgeting Policy that aims at the establishment and development of “provincial planning and budgeting participatory process correlated to provincial services priorities” in order to achieve a balanced development across the country which is enshrined in the Constitution of 2004. It is not clear if the distribution is based on objective developmental criteria such as incidence of poverty and the extent of gender gaps, or on other criteria such as political influence etc.

Besides the sector-specific findings, the present gender audit report revealed severe gaps in available reliable and gender-sensitive data and information. In order to improve this situation it is recommended to:

- Base gender-sensitive programme planning on **coherent gender-sensitive results chains**. As has been shown in the gender audit report, the **degree of gender-sensitiveness** of the presentation of the Ministries’ programs in the National Budget Document and the BC 2 forms differs in quality from one ministry to the other. However, no ministry has provided a comprehensive and consistent gender-sensitive results chain to disclose the interlinkages between outputs, outcomes and gender impacts. Gender-sensitive planning and programming needs to be improved in all ministries in the years to come.
- Conduct **gender-sensitive benefit incidence analyses** in the different sectors: A Benefit Incidence Analysis (BIA) is a tool to estimate how public spending is distributed across a population, in order to measure the degree of inequality in development outcomes (e.g. education, health outcomes) and utilization by socio-economic group. In 2013, a benefit incidence analysis was conducted for the health sector which, however, does not contain a detailed analysis of gender differences.⁹⁸
- Conduct **small-scale qualitative surveys** with the aim to understand the gender gaps and the gendered division of labour in the different sectors at the level of provinces (or below) and the differing needs and priorities of women and men that need to be equally addressed. Small-scale qualitative surveys would help to take account of the different socio-cultural contexts in different provinces which would help to identify appropriate activities to overcome barriers that women and men may face in their respective local context.
- Conduct a **time use survey** with the aim to make women’s contributions to the welfare of the country more visible through the collection of data on women’s and men’s time use patterns. It may also help to detect time poverty among specific population groups.

⁹⁸ See: Islamic Republic of Afghanistan, Ministry of Public Health, 2013.

- Improve the **quality of „gender information“** provided in the presentation of outcomes, outputs and indicators in the national budget document and the BC 2 submitted by the line ministries. This will imply further trainings of staff in planning and budget departments in the line ministries how to define gender-sensitive objectives (outcomes), outputs, activities and indicators. It should be emphasized that gender impacts are not limited to women's share of beneficiaries, but include the **transformation of gender relations towards more equality and the respect of fundamental human rights**.
- **Further explore public procurement as an interesting area for women's economic empowerment.** The general consensus on the positive correlation between gender equality and the socio-economic environment of a country calls for incentives to ensure **equal opportunities for women entrepreneurs** and their male counterparts, for instance in the form of preferential treatment for marginalized groups when it comes to public procurement.
- **Strengthen intersectoral coordination to better address problems that necessitate the interventions of different sectors** (e.g. improvement of women's economic empowerment necessitates intervention from MoE, MoPH, MoCI, MAIL, MRRD, MoWA etc.)
- **Ensure a more equitable distribution of scarce resources among provinces; establish a system of distribution that uses population, incidence of poverty and gender equality achievements as criteria**
- Invest in those areas that help to **remove barriers for women's access to services** (e.g. extension services targeting female farmers, proper sanitary facilities in schools, women-friendly infrastructure in health facilities etc.) and help **women to develop their productive potential** (e.g. access to agricultural inputs, information, technology, extension services; access to vocational training; increase mobility of women; availability of child care etc.)
- Allocate sufficient budgets to implement the **sectoral gender strategies** and sector-specific activities of the NAPWA, NAP SCR 1325, and **National Priority Programmes, especially the NPP-WEE**
- Increase the **number of women in civil service in order to achieve the minimum target of 30%** in all sectors; the share of women in public employment is much higher in the social sectors of education and health, but extremely low in the sector of agriculture and rural development

- Ensure that the **250 Mio. US\$** that the Government has committed to spend for the **implementation of the NPP-WEE** is included in the budgets of the line ministries concerned (e.g. MoLAMSD, MAIL, MRRD, MoWA)

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18 Annexes

Annex 1: Civil Servant Pay and Grading Pay Scale

Exchange rate 1USD=68.3 AFS		Final P&G Pay scales By Ministry of Finance	
Grade and title	Step	Total salary- AFS	Difference between the steps
1- Director General	5	32,500	1,400
	4	31,100	1,300
	3	29,800	1,300
	2	28,500	1,300
	1	27,200	4,800
2-Director	5	22,400	1,000
	4	21,400	1,000
	3	20,400	1,000
	2	19,400	1,000
	1	18,400	24,00
3-Subdirector	5	16,000	750
	4	15,250	750
	3	14,500	750
	2	13,750	750
	1	13,000	1.100
4- General Manger	5	11,900	500
	4	11,400	500
	3	10,900	500
	2	10,400	500
	1	9,900	700
5- Manager	5	9,200	300
	4	8,900	300
	3	8,600	300
	2	8,300	300
	1	8,000	500
6- Officer	5	7,500	250
	4	7,250	250
	3	7,000	250

	2	6,750	250
	1	6,500	300
7-Support Staff(Housekeeper)	5	6,200	150
	4	6,050	150
	3	5,900	150
	2	5,750	150
	1	5,600	200
8-Cleaner, Driver and support staff	5	5,400	100
	4	5,300	100
	3	5,200	100
	2	5,100	100
	1	5000	0

Source: Annex 1 of Civil Servant law of Afghanistan, 2008

Annex 2: Budget Format

From: B1



ISLAMIC REPUBLIC OF AFGHANISTAN
1396 Budget Submission
Summary for the Program 3

Program: [Name of Program 3] Program Manager: [Name of Program Manager]

Program Objective:

Please state here the program objective which defines one of the several responsibilities of the ministry/budgetary unit. The objective should be a single sentence and should state clearly how the program is addressing ANDS and ministry/budgetary unit priority(s) including cross cutting issues.

Key Achievements: (Year 1388 to 1389)

(Please set out the key achievements of this program during last three years that have contributed to the realization of the program objective and of ANDS/Ministry priorities including any achievement in cross cutting issues.)

Does this Program positively impact each of the following cross-cutting issues? (Yes/No)	Yes/No	Briefly describe HOW this Program will impact those cross-cutting issues that you have ticked
Anti corruption		
Institutional reform and capacity building		
Environment		
Regional cooperation		
Counter Narcotics		
Pro-Poor Spending		
Gender (Does it contribute to any of the ministry's vision)		

Key Outcome: (An outcome is a measure of the success of a program and indicates the extent of improvement achieved in the wellbeing of society as a result of its implementation. You are not required to develop new outcome for this program. However, you should adopt the outcome (modified if necessary) from the applicable ANDS sector framework. Remember that any changes in the Outcome should be consistently applied in Result Frameworks as well.

Outcome Description	Indicator Description	Outcome Duration As per ANDS		Baseline	Target		
		From	To		1390	1391	1392

Key Output Indicators: Output indicators measure the direct result of a budgetary unit's activities – they are designed to measure what has been produced and which services have been delivered. The outputs of operating budget activities (if any are measurable) should also be specified here.

Output Description	Indicator Description	Sub-program Name	Baseline	Target		
				1390	1391	1392
		Sub-Program 1				
		Sub-Program 2				
		Sub-Program 3				
		Sub-Program 4				
		Sub-Program 5				

All figures should be in thousands of AFS (000)

From: B1



ISLAMIC REPUBLIC OF AFGHANISTAN
1396 Budget Submission
Summary for the Program 3

Activity Details		1389			Summary for the Program 3										1390 Dev Opt
Activity Name	Activity Code	Estimated Expenditures			1390 Budget						Development Budget				
		Opt	Dev	Total	Operating Budget					Development Budget					
					21	22	23	24	25	Total	22	25	Total		
Sub-Program 1		-	-	-	-	-	-	-	-	-	-	-	-	-	
Activity1.1															
Activity1.2															
Activity1.3															
Activity1.4															
Activity1.5															
Sub-Program 2		-	-	-	-	-	-	-	-	-	-	-	-	-	
Activity2.1															
Activity2.2															
Activity2.3															
Activity2.4															
Activity2.5															
Sub-Program 3		-	-	-	-	-	-	-	-	-	-	-	-	-	
Activity3.1															
Activity3.2															
Activity3.3															
Activity3.4															
Activity3.5															
Sub-Program 4		-	-	-	-	-	-	-	-	-	-	-	-	-	
Activity4.1															
Activity4.2															
Activity4.3															
Activity4.4															
Activity4.5															
Sub-Program 5		-	-	-	-	-	-	-	-	-	-	-	-	-	
Activity5.1															
Activity5.2															
Activity5.3															
Activity5.4															
Activity5.5															
Total for all Sub-Programs		-	-	-	-	-	-	-	-	-	-	-	-	-	
General Fund															
Development Budget Grants															
Development Budget Loans															
Discretionary Sources															
Unfunded															
Total for all fund sources		-	-	-	-	-	-	-	-	-	-	-	-	-	

Values: Dev = Activity vs. Fund Source
Opt = Activity vs. Object codes



ISLAMIC REPUBLIC OF AFGHANISTAN
1396 Budget Submission
Summary for the Program 3

Allocation of the Program across Provinces

[illegible]

Annex 3: GRB Specific Instructions of the BC 2

(Guidelines for the consideration of Gender issues in BC2 Forms to Deeper Integrate GRB in Budget Process) For the fiscal year 1396-(2017)

1. Background

Gender mainstreaming and women's empowerment is a cross cutting issue in all sectors. It has been an issue of high commitment of the Afghan Government over the past few years and is one of the priority areas of the Afghanistan National Peace and Development Framework (ANPDF).

Gender Responsive Budgeting which means the use of the national budget to achieve Governments commitments in the area of gender equality and women's empowerment is an approach that the Ministry of Finance has started to implement since 2005. It is an important part of our Public Financial Management Reform Programme in order to strengthen our Public Financial Management systems outlined in the Public Financial Management Roadmap II (2016-2020) of September 2015.

To fulfill the requirements of GRB, the budgetary unit of each sector should present their budget proposals in line with the gender objectives of their respective ministries in light of the respective National Priority Program (NPP) and the main gender-related policies and strategies of the country, namely the NAPWA, the Women's Economic Empowerment NPP, the NAP 1325 and the EVAW Strategy.

In addition, each project/program that is not directly linked to the achievement of gender equality and women's empowerment should highlight at the level of outputs and/or activities how women's and men's equal benefits from and participation in project implementation will be secured.

2. Process of GRB implementation

Gender Responsive Budgeting will be implemented at sectoral level in different phases. In the fiscal year 1396 (2017) six ministries⁹⁹ have been chosen as pilot ministries and need to fulfill specific requirements (see below). In subsequent years, GRB will be rolled-out to further ministries and eventually to provinces.

⁹⁹ Ministry of Education, Ministry of Higher Education, Ministry of Public Health, Ministry of Rural Rehabilitation and Development, Ministry of Agriculture, and Ministry of Labor, Social Affairs, Martyrs and Disabled

3. Requirement for all Ministries/Budgetary Units

For all ministries/budgetary units that are not among the six pilot ministries, it is required that gender issues and gender commitments that are relevant in the sector are considered in the planning and prioritization of projects. The Ministries are also asked to provide a brief explanation how the project/program will impact on the condition of girls and women and which activities are planned to secure women's and girls' benefits from the project/program.

4. Requirements for GRB Pilot Ministries

The six pilot ministries are requested to more systematically integrate a gender perspective in the preparation of their budget submissions.

Below are some of the specific requirements for GRB pilot's ministries that need to be respected while filling in the BC2 forms. A related GRB checklist will need to be filled by the Director of the Budget Unit and need to be submitted together with the BC 2 forms.

The following steps should be undertaken during program/project design to ensure that gender responsive budgeting is part of it. The Budget/Planning department of the ministries should:

- Conduct a situational analysis of beneficiaries (men, women, girls, boys) for whom the ministry serving or tend to serve. This will help to understand the current situation of men, women, girls, boys and what are their important priorities and needs. Identify inequalities between women and men in the given sector and analyse the causes of these inequalities. Some guiding questions are as follows:
 - What is the current situation of women, men, boys, girls, children in terms of interest, needs, benefits, and constraints?
 - Are their needs and constraints are equally addressed in the planned/ongoing programs? Who are the primary beneficiaries?
 - Does the program provide opportunity for one sex group and barrier for other? If yes, how it can barriers and constraints be addressed?
 - What changes can be suggested to the planned/ongoing program to improve the situation of women and men?
- Check objectives and indicators relevant to your sector in the main gender-related policies and strategies of the Government and sector-specific gender strategies (if existing) and align the projects/programs approach accordingly.
- Define corrective actions that will help to reduce gender inequalities and secure equal access of women and men to services and infrastructure.

The Ministry of Finance will soon disseminate a handbook that explains the different steps in more detail and provides sector-specific examples and guidelines for the six pilot ministries.

While filling BC2 forms, the Budget/Planning departments of the Ministries should consider gender specific issues in their programs. The Ministries are expected to carry out the following steps:

Form B1(Programs)

- Set gender specific indicators for all narratives, including: Objectives, Achievements, Outcomes and Outputs and to address the identified gender gaps and propose specific actions to be taken.

Program Objective

- ✓ Sex disaggregated data has to be considered, while describing program objectives
- ✓ At least one program objective should reflect gender equality results

Key accomplishments of the program.

- Sex disaggregated data has to be considered, while describing key accomplishments programs. However, the provision of sex-disaggregated data is not sufficient. In addition, changes in the relation of women and men towards more equality should also be described.
- Indicators (Outcomes and Outputs)
 - ✓ Ministries should describe gender specific indicators (outputs) by providing description in BC2 spreadsheet page section.
 - ✓ For setting gender specific indicators, they are advised to select those indicators from National Action Plan for Women of Afghanistan (NAPWA) and Gender Equity Strategy (GES) of ANPDF.
- Activities
 - ✓ Activity description including the name of the activity as per the sub-program, should include key activities promoting gender equality as far as possible.
- Costing
 - ✓ Cost the actions and allocate fund for the implementation of the program (by filling female and male beneficiaries (%) and their Budget Share in (,000 Afs)
 - ✓ Do not forget to cost those activities that are necessary to ensure that women and men benefit from activities on equal terms (e.g. transport for women, child care facilities etc.)

Form A2

- In filling the developmental projects' spreadsheet, the pilot ministries are required to consider gender, and particularly mention separately women's and men's contribution

in the implementation of projects in % and the number of female and male beneficiaries (%) of projects.

5. *Support to the Pilot Ministries*

Since GRB is a new concept and process in Afghanistan, lack of capacity in this field is fairly understandable. The GRB unit of the Budget Directorate of Ministry of Finance will closely work with the 6 pilot ministries, and provide technical support and capacity development programs for government agencies as needed.