

Government Islamic Republic of Afghanistan



Gender Responsive Budgeting in Afghanistan

**Handbook on how to set gender sensitive objectives
& indicators when developing annual programmes/budgets**

August 2017

**MINISTRY OF FINANCE
ISLAMIC REPUBLIC OF AFGANISTAN**

Abbreviations

ACO	Afghanistan Country Office of UN Women
ANPDF	Afghanistan Peace and Development Framework
AREU	Afghanistan Research and Evaluation Unit
CIDA	Canadian International Development Agency
CSO	Civil Society Organization
DP	Development Partner
DPG	Development Partner Group
DfID	Department for International Development
EC	European Commission
EPD	Equality for Peace and Development
ESCAP	Economic and Social Commission for Asia and the Pacific
GBS	General Budget Support
GDI	Gender-related Development Index
GEM	Gender Empowerment Measure
GRB	Gender Responsive Budgeting
HDI	Human Development Index
IARCSC	Independent Administrative Reform and Civil Service Commission
JAS	Joint Assistance Strategy
M+E	Monitoring and Evaluation
MAIL	Ministry of Agriculture, Irrigation, and Livestock
MDG	Millennium Development Goals
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
MTEF	Medium Term Expenditure Framework
NAPWA	National Action Plan for the Women of Afghanistan
NGO	Non-governmental organization
NPA	National Procurement Agency
NPP	National Priority Programme
NRVA	National Risk and Vulnerability Assessment
NUG	National Unity Government
PAF	Performance Assessment Framework
PER	Public Expenditure Review

PFM	Public Financial Management
RG	Region
SDG	Sustainable Development Goals
SMAF	Self-Reliance through Mutual Accountability Framework
SWAp	Sector wide approach
ToR	Terms of Reference
UNDP	United Nations Development Programme
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WEE-NPP	Women's Economic Empowerment National Priority Programme
WHO	World Health Organisation

Table of Contents

SECTION 1 – INTRODUCTION.....	5
1.1 BACKGROUND	5
1.2 PURPOSE AND TARGET GROUP OF THE HANDBOOK.....	6
1.3 STRUCTURE OF THE HANDBOOK	8
SECTION 2 – GENDER RESPONSIVE BUDGETING AS AN APPROACH TO PROMOTE GENDER EQUALITY AND TO ACHIEVE EQUITABLE AND SUSTAINABLE DEVELOPMENT	9
2.1 INTERNATIONAL AND NATIONAL COMMITMENTS TO PROMOTE GENDER EQUALITY	9
2.2 THE APPROACH – WHAT DOES GENDER RESPONSIVE BUDGETING MEAN?	12
2.3 WHY IS GENDER RESPONSIVE BUDGETING IMPORTANT?	13
2.3 WHAT ARE THE ADVANTAGES OF GRB?	15
2.4 WHICH DIMENSIONS SHOULD BE CONSIDERED WHEN LOOKING AT BUDGETS FROM A GENDER PERSPECTIVE?	24
SECTION 3 – PREPARING A GENDER-RESPONSIVE BUDGET PROGRAMME – STEP BY STEP	26
3.1. GENDER RESPONSIVE BUDGET PROGRAMMES – WHAT DOES THIS MEAN IN PRACTICE?	26
3.2 GENDER-SENSITIVE SITUATION ANALYSIS.....	25
3.3 THE DEFINITION OF GENDER-SENSITIVE OBJECTIVES.....	28
3.4 THE DEFINITION OF GENDER-SENSITIVE OUTCOMES, OUTPUTS AND ACTIVITIES.....	30
3.5 THE DEFINITION OF GENDER-SENSITIVE PERFORMANCE INDICATORS	31
3.6 CALCULATION OF THE COSTS	36
3.7 THE STEP-BY-STEP APPROACH IN SHORT.....	37

SECTION 1 – INTRODUCTION

1.1 Background

1.1.1 Gender Responsive Budgeting as approach to promote women's empowerment

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 women in particular. Progress is most visible in education and health: 2.5 million girls have returned to school and the Maternal Mortality Ratio has decreased from 1.600 to 327 deaths for every 100,000 live births between 2001 and 2010.¹

However, the economic empowerment of women is still lacking far behind.² According to data of the Central Statistics Organization, only 29% of all women in working age are economically active. Most of them are employed in the agricultural sector (66%) where they contribute to 43% of the total labor force in agriculture³, while 24% are employed in manufacturing. The share of women in wage employment in the non-agricultural sector is only 10%.⁴ 80-90% of all activities of women take place in the informal sector.⁵ The potential of women to contribute to the economic development of the country remains severely restricted by structural barriers, cultural norms, and insecurity.⁶

Over the last twenty years, one of the most important international acknowledged approaches to advance women's empowerment and gender equality, and to protect 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"⁷.

1.1.2 Gender Responsive Budgeting as part of the PFM reforms

Since a few years, Afghanistan is undergoing comprehensive PFM reforms that includes a replacement of our traditional model of budgeting with the technique of program

¹ World Bank, 2013

² World Bank, 2013, p. 30.

³ Ministry of Agriculture Irrigation and Livestock and Women in Agriculture Strategy

⁴ Women's Economic Empowerment National Priority Programme, p.9/10.

⁵ Giasy, Richard; Zhou, Jiayi; Hallgren, Henrik, 2015: Afghanistan's Private Sector Status and ways forward.

⁶ ANPDF, p. 8

⁷ Beijing Platform for Action, 1995.

budgeting⁸ and the introduction of provincial budgeting. Gender Responsive Budgeting is an important part of our public financial management reforms and is explicitly mentioned in the current *Public Financial Management Roadmap II (2016-2020)*.⁹

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 empowerment, in line with the national development priorities for the next three years.”¹⁰ In 2017, a *GRB Policy* was enacted that states the following:

“The end result of this policy is to improve the living conditions of Afghan women and men in all relevant areas, such as education, health, security, employment or energy. In line with all relevant international commitments, and national policies and strategies, through the institutionalization of gender-sensitive planning and budgeting processes at both the national and the provincial level. It aims to ensure adequate budgeting for advancing gender equality among women and men in the country. Women and men’s different needs and priorities need to be equally accounted for, so that women and men benefit equitably from public spending and women and men shall participate equally in budgetary decisions. This process will help to remove structural barriers and cultural norms that severely restrict women’s potential to participate in the economic development of our country and not only improve the efficient and effective targeting of scarce public resources, but also contribute to reliable service delivery of high quality and accelerated economic growth and social development.”¹¹

At the level of line ministries, Gender Responsive Budgeting necessitates that sectoral budget programmes are planned in a way that ensures women’s and men’s different needs and priorities are adequately taken into account and are aligned with international and national commitments and policies related to gender equality, women’s empowerment and the protection of women’s rights. The annual BC 1 and BC 2 Circulars make clear prescriptions in this regard.¹²

1.2 Purpose and target group of the handbook

We are aware that Gender Responsive Budgeting is a new approach in Afghanistan that necessitates a change of procedures and mindsets. The present handbook is intended to support you to align with the prescriptions of the BC 1 and BC 2 in terms of gender issues.

This handbook is one of the outputs of UN Women’s support of the National Unity Government (NUG) to deepen the institutionalization of GRB at the sectoral level.¹³

⁸ See for details: Budgeting in Afghanistan – Budget Manual Volume 2 on Budget preparation

⁹ See *Public Financial Management Roadmap II*, p. 12.

¹⁰ *GRB Strategic Action Plan*, 2015.

¹¹ *GRB Policy*, 2017.

¹² See Annex 1.

¹³ In subsequent years, GRB will be rolled-out to further ministries and eventually to provinces.

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). In 2017, these pilot ministries have benefited from different trainings and other capacity building activities during which this handbook was tested. In the following years, GRB will subsequently be extended to further ministries and to provinces. Eventually, in 2025 all ministries and provinces are supposed to adhere to GRB principles.¹⁴

This **handbook has the objective** to provide very practical guidance how to follow the step-by-step approach that is outlined in the GRB Guidelines annexed to the BC 2 circular.

The following steps should be undertaken during programme/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 is 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/programmes approach accordingly.
- Define **corrective actions** that will help to reduce gender inequalities and secure equal access of women and men to services and infrastructure.

Source: Annex on GRB to the BC 2 Circular of 2017

The main target groups of this handbook are:

- Staff of the planning and budgeting departments of line ministries
- M&E experts
- Staff of gender units in line ministries

The handbook explains how to conduct a gender-sensitive situation analysis in different sectors, and how to formulate gender-sensitive objectives and indicators based on the results of the gender-sensitive situation analysis.

¹⁴ See GRB Policy.

The Directorate General Budget of the Ministry of Finance (MoF) will regularly conduct trainings based on this handbook where you will have the opportunity to raise questions. Trainings will be followed by continuous mentoring and coaching by the staff of the MoF who will provide assistance in case of any problem that you may encounter while you prepare your budget programs in line with the GRB guidelines annexed to the BC 2 Circular.

If you are not yet familiar with the concepts of gender in general, and gender responsive budgeting in particular and if you wish to learn more about the general approach of Gender Responsive Budgeting and its different tools you are invited to read the GRB Handbook published by the Ministry of Finance in 2015 that you can download from the Website of the Directorate General Budget: <http://www.budgetmof.gov.af/index.php/en/>

1.3 Structure of the handbook

The handbook starts with a quick reminder of our international obligations in the area of gender equality, women's empowerment and the protection of women's rights and our national policies.

In the subsequent paragraphs, it follows the different steps that are outlined in the BC 2 GRB guidelines:

- Gender-sensitive situation analysis
- The definition of gender-sensitive objectives
- The definition of gender-sensitive outcomes and outputs
- The definition of activities
- Gender-sensitive performance indicators
- Calculating the costs for gender-equality results

The handbook concludes with sector-specific guidelines for the six pilot ministries.

SECTION 2 – GENDER RESPONSIVE BUDGETING AS AN APPROACH TO PROMOTE GENDER EQUALITY AND TO ACHIEVE EQUITABLE AND SUSTAINABLE DEVELOPMENT

2.1 International and national commitments to promote gender equality

The Government of Afghanistan has signed and ratified a number of international treaties and conventions to promote gender equality and women's empowerment and to protect women's rights, such as the **Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)**, the **Beijing Platform for Action**, the **United Nations Millennium Declaration** and the subsequent **2030 Agenda for Sustainable Development**, and the **United Nations (UN) Resolution 1325 on Women, Peace, and Security**.

The Article 22 of the Afghan Constitution of 2004 states: "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 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."*¹⁵

¹⁵ ANPDF, p. 8.

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.”¹⁶

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.

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.

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

¹⁶ ANDPF, p. 27.

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 implementation of the WEE-NPP will be coordinated by the Ministry of Labor, Social Affairs, Martyrs and Disabled.

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**.

2.2 The approach – what does Gender Responsive Budgeting mean?

Policies and strategies are important as strategic planning tools. However, they do not contribute to any change to the better for Afghan women and men as long as they are not backed up by sufficient financial resources for their implementation. This is why the Afghan National Unity Government (NUG) pronounced its goal “to make the budget the primary instrument for implementing policy” in its reform agenda.¹⁷ A budget is one of the most powerful tool of a Government as it reflects its political priorities.

Since the Fourth World Conference on Women, held in Beijing in 1995, Gender Responsive Budgeting (GRB) has increasingly been recognized as a key strategy in promoting gender equality and promoting women's rights at the international level. At the regional level, Government from ESCAP¹⁸ 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**.*¹⁹

In addition, recent agreements on financing for development, such as the outcome document of the Third International Conference on Financing for Development which took place in Addis Ababa in 2015, also make reference to Gender Responsive Budgeting and closely link it to development goals in general. In Article 30 of the **Addis Ababa Action Agenda**, it is said that “(w)e will increase transparency and **equal participation in the budgeting process** and **promote gender responsive budgeting and tracking**....”²⁰

Hence, GRB has become a **key approach to equitable and sustainable development** and the use of public resources in an efficient, effective and equitable way.

Gender responsive budgeting (GRB) aims at *mainstreaming a gender perspective* into the planning and budgeting process.

What does Gender Mainstreaming mean?

¹⁷ Government of Afghanistan, “Self-Reliance through Mutual Accountability Framework”, Kabul, 2015.

¹⁸ Economic and Social Commission for Asia and the Pacific

¹⁹ United Nations Economic and Social Commission for Asia and the Pacific (2004), p 22.

²⁰ <http://www.undocs.org/A/RES/69/313>

The Economic and Social Council of the United Nations has defined **gender mainstreaming** as follows:

*“Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making **women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of the policies and programmes** in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality.”²¹*

What does Gender Responsive Budgeting mean?

The *Council of Europe* defined Gender Responsive Budgeting as follows²²:

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”.²³ 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.

2.3 Why is Gender Responsive Budgeting important?

There are a number of important reasons why a focus on planning and budgets from a gender perspective is important:

1. Policy commitments will only be achieved if sufficient funds are allocated for their implementation. Therefore, GRB is about **„putting your money where your mouth is“** with regard to gender equality and women’s rights.
2. In addition, though at first glance, the figures and numbers compiled in a budget seem to be gender-neutral, several empirical studies have shown that expenditure patterns and the way how a government raises its revenues **have a different impact on women and girls as compared to men and boys**, often to the detriment of the former. It has, for

²¹ E.1997.L.30.Para.4. Adopted by ECOSOC 17.7.97

²² 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.

²³ OECD, 2016

instance, been observed in many countries that cuts in spending on social services or the introduction of user fees typically have a negative impact on women and girls in general, and on poor women and girls in particular. In several countries it was shown that when education became more costly for families, girls were often the first to be withdrawn from school. It was also observed that hospital health service programmes that increase efficiency by using performance indicators such as “a reduction in the cost per patient treated” had incentives to reduce the provision of ancillary services such as the laundry, and to discharge patients earlier. As a result, women dedicate more time to doing laundry for hospitalised relatives and to taking care of sick family members. Much-praised efficiency gains in the health sector therefore often conceal a shift of costs onto women in private households.

3. **Women’s and men’s needs and priorities** often differ because they have different roles and responsibilities and face different constraints. For the health sector, for instance, a study of the World Health Organisation (WHO) concluded that „as a result of their different roles and responsibilities in society, health-seeking patterns are often different for men and women, and can cause barriers to timely access to health services. Women are disproportionately impacted by gender-related barriers in accessing health services in Afghanistan due to restricted decision-making and mobility, and gender norms that prohibit interaction with males outside the family.”²⁴ The different needs of women and men need to be systematically taken into consideration in all phases of planning and budgeting at the national and provincial level in order to improve the targeting and quality of service delivery and to contribute to the welfare of all Afghan citizens.
4. If gender relations are not taken into account in planning and budgeting from the very beginning, **policies, programmes and projects** that address important issues of development and have legitimate objectives **may fail**. In Morocco, for instance, the Ministry of Education implemented a programme to increase girls’ enrolment rates in primary schools in order to increase the overall educational level of the country. Poor families received a monetary transfer if they would send their daughters to school. At first view the programme seemed to be successful: enrolment rates of girls increased substantially. At second view, however, it was found that at the same time drop-out rates of boys increased substantially as well. This was due to the fact that boys had to take over the work that was formerly done by their sisters (fetching fuel wood and water, helping their mothers in the household etc.).

POINTS TO REMEMBER:

- Gender responsive budgeting is a **process** that aims to **mainstream a gender perspective throughout the whole budget cycle** (formulation, enactment, execution, monitoring & evaluation & audit).
- GRB is not an objective in itself but rather a **tool to promote gender equality, women’s rights, and the empowerment of women**.

²⁴ World Health Organisation, 2013: Increasing access to health care services in Afghanistan with gender sensitive health service delivery

- 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.
- 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 different 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**.

2.3 What are the advantages of GRB?

- ***Increasing transparency, accountability and good financial governance***

Transparency and accountability as important components of Good Governance have gained increasing importance over the last decade, not the least in connection with the Aid Effectiveness Debate and new forms of aid modalities. Among the principles that govern the relationship with our international partners are the following (among others):

- Building a system of governance is crucial to the elimination of corruption and ensuring transparency, efficiency and effectiveness;
- Transparent, citizen-based, monitoring of development and governance benchmarks provides accountability to the Afghan people, and reinforces the reciprocal commitments of donors and the government to improved development performance

Under the area 2: Anti-corruption, Governance, Rule of Law, and human rights we have made the commitment to achieve the goals: Tackling underlying drivers of corruption, including the illicit economy, and improving governance with a focus on the rule of law and ensuring human rights, especially for women and children.²⁵

Gender Responsive Budgeting aims to track who is benefiting from public spending, and, thereby, increases transparency. It also contributes to more accountability once citizens are more involved in planning and budgeting, and pressure groups such as women's rights organizations, female parliamentarians or the media are capable to question the Government concerning their compliance with gender equality commitments.

- ***More effective poverty reduction by improving pro-poor targeting***

²⁵ Self-Reliance through Mutual Accountability framework, 2015

The **2030 Agenda for Sustainable Development** and the related SDGs aim to „end poverty in all its forms everywhere“ (SDG 1) by 2030. We know that we still have a long way to go and to increase our efforts if we want to achieve this goal. Although the available statistical data on income poverty cannot provide incontrovertible evidence that women are always more affected by income/consumption poverty than men²⁶, it is widely acknowledged that women fare worse than men with respect to social indicators, that women are more severely affected by poverty, that women and men experience poverty differently and that they face different constraints to get out of the poverty trap. This is commonly referred to as the *“feminization of poverty”*. In countries that conducted participatory poverty assessments it has also been shown that women define poverty differently than men. A participatory poverty assessment in Vietnam, for instance, has highlighted issues such as violence against women, the unequal distribution of assets (e.g. property and land rights), and the growing incidence of HIV/AIDS as significant problems for women.

Thus, in order to achieve the SDGs and the objectives of our ANPDF in terms of poverty reduction and social inclusion, public spending needs to reach poor women and men alike, otherwise our poverty reduction policies are likely to fail. By the application of GRB tools for monitoring and tracking, policy makers get more knowledge about who benefits from which kind of expenditures that enables them to better target public spending to the benefit of the poor.

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

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

- ***Addressing women’s time poverty***

More and more countries are conducting time use surveys. These surveys reveal that women are not only poorer than men in terms of consumption, income, assets and power but also in terms of time. On average, women work many more hours than men, which has severe negative impacts on the well-being and health situation of women. By explicitly accounting for the „care economy“, GRB helps to address women’s time poverty.

²⁶ A new concept to measure the gender dimension of income poverty has been developed by the Economic Commission for Latin America and the Caribbean. Their indicators assess the proportions of males and females in households below the national poverty line and the number of females in households below the poverty line for every 100 males below that line. Their findings indicate that a feminisation of poverty can be observed especially in rural areas. See: ECLAC, Demographic Bulletin, July 2002, Tables 6a und 6b, cited in: UNIFEM: Progress of the World's Women 2002, p. 60.

- ***Stimulation of higher economic growth***

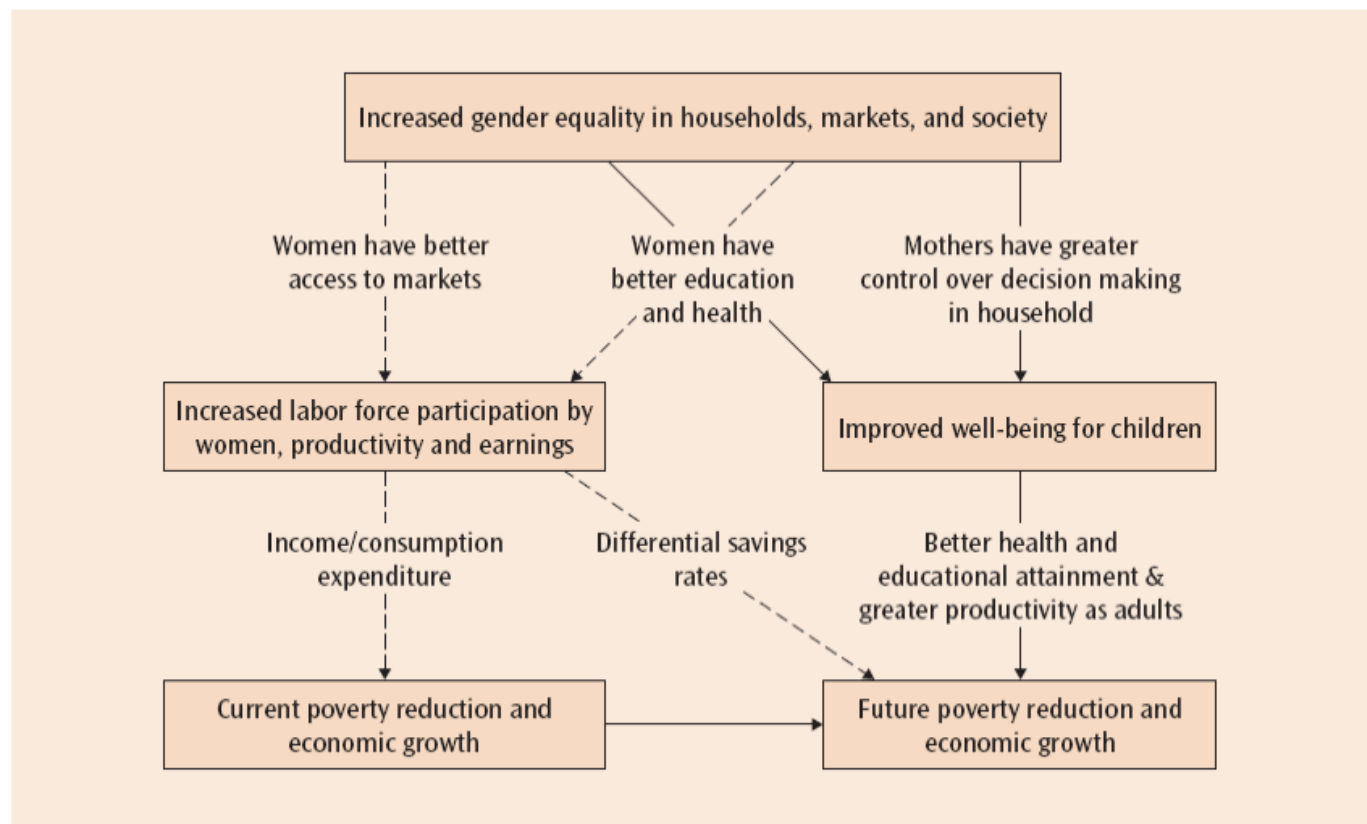
Though economic growth does not automatically result in poverty reduction it is common sense that economic growth is a precondition for poverty reduction. Several micro- and macroeconomic studies provide evidence that countries with high gender inequalities miss out a substantial growth potential. It has been shown for a number of different countries that decreasing gender inequalities especially in terms of education, access to productive capital, and labour force participation result in higher economic growth rates. One of the first reports that provided evidence of the costs of gender inequality in terms of productivity, efficiency and economic growth was the World Bank publication „Engendering Development“ (2001). The World Development Report 2012 contains more recent findings.²⁷

Several studies have also shown that women's productivity increases disproportionately if their time burden is reduced through investments in time-saving infrastructure, e.g. in water and sanitation or child-care facilities. Referring to these findings, the World Bank emphasizes that **gender equality** is as much a **development goal in itself** as it is „**smart economics**“.

The linkages between gender equality, poverty reduction and economic growth are summarized in the following graph:

²⁷ See World Bank (2012), p 4/5.

Linking gender equality, poverty reduction and sustainable economic growth



World Bank Global Monitoring Report 2007

2.4 Which dimensions should be considered when looking at budgets from a gender perspective?

When analysing a budget from a gender perspective, different dimensions are important to be considered:

- A large part of recurrent expenditure is spent on *staff remuneration and allowances*. Therefore, one can ask if women benefit equally from public expenditure on civil servants. It is not sufficient to look at pure numbers as they often hide differences in the grade and salaries of women and men. Besides assessing these direct impacts on women's employment and income, one can also look at a more indirect impact on employment and income by asking if women and men benefit equally from public tenders as contracting parties. **This dimension is important to consider when you prepare a "Management and Operations" programme that focuses on human resources and administration in your ministry.**
- 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) 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. 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 regions of Afghanistan, it is, for instance, culturally not acceptable that a woman be treated by a male doctor 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. **When you prepare a programme that focuses on public service delivery in your sector, you need to ask if women and men benefit equitably from public service provision, if they face different constraints and how these constraints could be overcome.**
- A further aspect to be considered is if women and men have the same entitlements to receive *transfers by the Government* in the form of pensions, social security payments, relief payments after natural disasters, etc..
- As already mentioned GRB explicitly accounts for *time-use patterns* that normally differ between women and men. Several time use surveys in other countries have revealed that on average women spend more hours than men doing unpaid work, while men conversely spend more hours doing paid work, thereby gaining higher incomes. In total, women work longer hours per week than men which may have negative impacts on their mental and physical well-being. Public investments, e.g. in the provision of water and sanitation or child care facilities are likely to reduce women's time burden.
- Last but not least, one should question if women are sufficiently represented in budget *decision making* bodies and form a critical mass to ensure that women's rights, interests

and priorities are adequately considered in decisions about revenue raising and spending patterns. In Afghanistan, only 27.4 percent of all seats in parliament are held by women.²⁸ A recent study on Women and Men in Decision Making²⁹ found that only 11 percent of all women included in the survey (8,797 respondents) had a decision-making position either in Government or in the private/NGO sector.³⁰ Among all respondents interviewed for the survey, only a quarter were budget-holders in their respective organization and women were less likely to hold budgets with 17 percent of female respondents compared with 26 percent of male respondents.³¹ With regard to decision making about budget allocations at the national level, data from 1390 about the representation of women in different ministries shows that the Ministry of Finance is among the six ministries with the lowest representation of women as officers.

²⁸ UNDP (2016), http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/AFG.pdf

²⁹ Central Statistics Organization, 2016

³⁰ Central Statistics Organization, 2016, p. 16.

³¹ Central Statistics Organization, 2016, p. 17.

SECTION 3 – PREPARING A GENDER-RESPONSIVE BUDGET PROGRAMME – STEP BY STEP

3.1. Gender responsive budget programmes – what does this mean in practice?

Since a few years, Afghanistan has introduced programme-based budgeting. Each ministry has to prepare a “Management and Operations” Programme that contains *all* administrative functions of the ministry such as finance, planning, HR and IT. In addition, each ministry prepares 2-4 programmes that cover its sectoral activities. In the Ministry of Education, the programmes could be General and Islamic Education, Curriculum development and Teachers Training, Vocational/professional education and Informal Education/Literacy program, in the Ministry of Agriculture, Irrigation and Livestock, the programmes could be Natural Resource Management, Agricultural Productivity, Agricultural Economic revitalization and value addition, and Capacity building and reforms.

Each programme consists of 2-4 sub-programmes. In the case of the Ministry of Education these sub-programmes could be Access to equitable education, Student services, General M&E of Education, School building and mobilization, Science and IT development, curriculum revision and development, publication and distribution of books/complementary learning materials and so on.

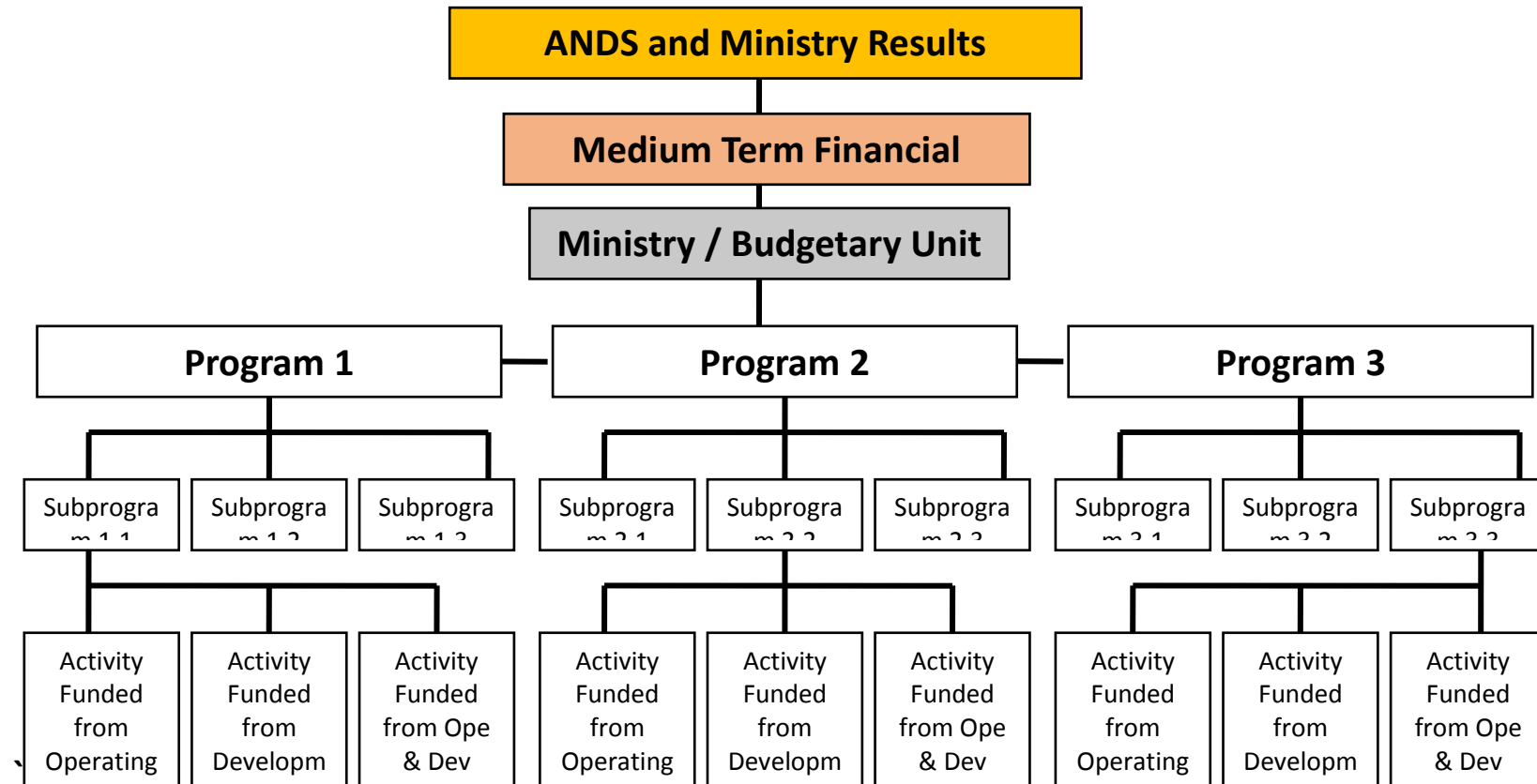
Each sub-programme consists of different projects and activities.

Now you may ask yourself, how to make these programmes, sub-programmes, projects and activities gender-responsive. In the following paragraphs, we will try to explain the process step-by-step. But first we would like to emphasize that it is not sufficient, to identify one single project or activity that is targeting women. In some sectors, this may be necessary, but **GRB is not limited to projects targeted at women or girls**. GRB means that **we need to examine for each single programme, sub-programme, project and activity** if women and men or girls and boys benefit equitably, what may be gender-specific constraints, what kind of additional activities would be needed to overcome these constraints and if women’s and men’s priorities are equally taken into account.

In principle, there are several opportunities to integrate gender into the budgeting process:

- by defining gender responsive objectives
- by setting objectives that are relevant to the practical needs of girls / women in the sector
- by defining projects targeted at women and / or promoting equality between women and men
- by defining activities / measures to reduce disparities between women and men who are part of a project
- by defining performance indicators with different targeted values for women / girls and men / boys
- by defining gender-equality related performance indicators that measure the reduction of gender / male / female gaps as a result of a project / program

PROGRAM BUDGETING ARCHITECTURE



It becomes obvious that to reply to these questions, you need relevant information. That is why as a first step you need to undertake a **gender-sensitive situation analysis**.

3.2 Gender-sensitive situation analysis

A gender-sensitive situation analysis helps to understand the challenges in a specific sector (such as education) or sub-sector (such as primary education) while taking gender differences into account.

A quick reminder: what does *gender* mean?

The concept of *gender* refers to social differences between women and men that have been learned, are changeable over time and have wide variations both within and between cultures. Different population groups in Afghanistan define what is regarded as male and female differently and ascribe to women and men specific roles and responsibilities. The problem with these attributions is that women very often end up in a position with less choices and power compared with men. They have less property rights, are less mobile, are often restricted in their freedom and face more constraints. In agriculture, for instance, women and men often perform different tasks along the value chain of a specific crop or cultivate different crops. Very often, the work that is performed by women remains invisible, is less paid or not paid at all, and is less productive. A lower productivity may be due to restricted land ownership of women or limited access to credit, information and technology. An unequal position of women is not only harmful for their individual wellbeing and the welfare of their families, but for the whole economy.

The scope of the gender-sensitive situation analysis for **sector-specific programming** depends on the sector and the level of planning (a programme, sub-programmes or project).

Some general questions are relevant irrespective of the sector:

- What are the general challenges within the sector?
- How do these challenges differ for women and men/girls and boys?
- What are the roles of men and women and how do they affect development within the sector?
- What are the practical needs of women and men relevant to the sector?³²

³² Practical needs arise from the actual conditions which women and men experience because of the gender roles assigned to them in society. They are often related to women as mothers, homemakers and providers of basic needs, and are concerned with inadequacies in living and working conditions, such as food, water, shelter, income, health care and employment. For women and men in the lower socio-economic strata, these needs are often linked to survival strategies. Addressing them alone only perpetuates the factors which keep women in a

- What are the strategic gender interests that can be addressed within the sector?
- Where do gender inequalities exist in the sector?
- What are the causes of the gender inequalities?
- Do women and men face different obstacles and constraints to access services and infrastructure provided in the sector?
- What is the benefit of both women and men from using services and infrastructure in the sector?
- Do women and men have the same possibilities to take decisions and to express their priorities and needs?

Other more concrete questions differ from one sector to the other. In the case of health policies one would, for instance, need to know what are the most serious illnesses of Afghan women and men, if there are gender differences in the incidence of particular diseases, what are the main causes of these illnesses, and if women and men have equal access to health care infrastructure.

In agriculture one would need to understand the division of labour between women and men. One also needs to know if women and men have equal access to land, technology, credit and information.

Examples of sector specific questions: the case of agriculture

- What is the division of labour in agriculture? Which crops are grown by men and which are grown by women?
- Do women and men have equal access to inputs such as fertilisers and seeds?
- Do women have the same rights to own, buy and sell land as men?
- Do women and men have the same possibilities to respond to new incentive systems in the agricultural sector? Do women and men face different constraints arising from socio-cultural norms and values? Will the social division of labour such as child care responsibilities and access to property rights impact on their potential to take up new economic opportunities?
- What different constraints do women and men face in terms of using agricultural services?
- What are the differences in productivity by sex?

Source: Schneider: Negotiating the Economics of PRSs: a Reference Guide for the Non-Economist, OECD/DAC Network on Gender Equality

In education one needs to check what are enrolment rates of girls and boys at the different levels of education and how many girls and boys drop out of school at a certain moment.

disadvantaged position in their societies. It does not promote gender equality. See: EC Toolkit on Mainstreaming Gender Equality in EC Development Cooperation, Section 3.

These examples show that all data that serve as a basis for the formulation of a programme, sub-programme or project should be collected and analysed separately for women and men, or girls and boys, respectively and the **main gender gaps** that a policy should address need to be identified. Very often, you need to include other categories in your analysis, such as geographical categories (rural/urban, different provinces), age, income quintiles ethnic affiliation because gender gaps are not always the same in all parts of Afghanistan.

However, statistics are like a photograph – they provide an overview of a given situation, but do not explain why the situation is as it is. It is, therefore, important to understand the “story behind the figures”, or – in other words – the causes for inequalities reflected by data. If, for instance, the statistics indicate that the incidence of a certain disease is much higher in men than in women, this can be due to a different diet, different activity profile or a different behaviour when it comes to preventive medical care. Each possible cause would need a different response with its respective budgetary implications. Men, for instance, often avoid to seek medical advice as long as they are not extremely sick. Investing in a sensitization and awareness raising campaign targeting men could result in more men undergoing preventive medical care and help to improve the health status of men as well as expenditures for expensive curative treatments.

In the agricultural sector, if data shows that women’s productivity in farming is lower than men’s, this may also have different causes. A lower productivity of women may be due to a lack of sufficient knowledge because of a lower educational attainment of women. It may also be due to the fact that women lack financial resources to buy necessary inputs such as seeds and fertilizers. If women do not have land titles, they have difficulties to access credits because they cannot provide sufficient collaterals. Or women may lack access to modern technology or to fertile land.

Reasons for higher drop out rates of girls can be manifold: sometimes girls need to support their mothers in the household and help them with fetching water and firewood or looking after younger siblings. In some cases, girls are married off early and have to take on household responsibilities after marriage. In other cases, it is a lack of appropriate infrastructure in schools such as separate toilets for girls or - in case of boarding schools - separate dormitories. In poor regions, parents are sometimes unable to buy sanitary pads for girls in the age of puberty which inhibits girls to attend classes during menstruation.

In order to understand the causes of a specific problem, you need to complement quantitative statistics by qualitative data on perceptions, opinions etc. Again, you should take into account other criteria besides the distinction between women and men, because the causes of a problem may differ from one context to the other in Afghanistan.

Before you start to compile these data, you should have a look into the relevant policies in your sector and the gender-related policies listed in the last chapter. In many cases, especially the gender-related policies describe the situation in specific sectors from a gender perspective, most comprehensively the NAPWA. You can take these descriptions and data as a good starting point and just need to complement with data that is related to your specific programme, sub-

programme or project. If you work on a sub-programme on curricula development, you would, for instance, need to ask if curricula include topics that are important for both women and men, if gender stereotypes are reinforced etc..

A gender-sensitive situation analysis is not limited to the sectoral programmes of your Ministry. It should also be conducted with regards to the internal situation of the Ministry when preparing the **“Management and Operations” Programme**. Remember that the Independent Administrative Reform and Civil Service Commission (IARCSC) has set a target of 30% women for the civil service! Does your Ministry already adhere to this target?

Additional questions to ask could be:

- What is the representation of women and men among the staff of the Ministry?
- How is the total amount spent on salaries and allowances distributed among women and men?
- What is the percentage of women and men employed by the Ministry who benefit from trainings?
- Do women and men have the same possibilities and opportunities to be promoted to management and decision-making positions?
- Do women and men have the same opportunity to combine their family responsibilities with their professional obligations?

3.3 The definition of gender-sensitive objectives

Based on the problem areas identified in the situation analysis and taking into account the respective gender gaps, the objectives of a programme/sub-programme or project should be formulated in a gender-sensitive manner. If one sex is disadvantaged in the given sector, the objective should seek to redress this imbalance. If, for instance, the productivity of women is substantially lower than men’s productivity, the policy objective could read: „To increase the productivity of farmers, especially women working in the agricultural sector” instead of „To increase productivity in the agricultural sector“. In some countries boys tend to perform worse in secondary school than girls. Analogical, the objective of an educational policy could say: „To improve results of graduates from higher education, and increase success rates of boys “. Sometimes, it may also be necessary to formulate objectives that target one sex only, for instance, “to encourage girls to participate in vocational trainings that are male dominated” or “to sensitize men on the rights of women and non-violent conflict resolution mechanisms”.

The objectives of your programmes should, of course, be aligned with the objectives of the national development policies of Afghanistan, such as the ANPDF, the sectoral policies and the gender-related policies outlined in chapter 2.

Good practice examples from Rwanda

In Rwanda, for example, the Ministry of Agriculture conducted a gender analysis and found out that in Nyaruguru district women and children were more affected by poverty and malnutrition than men. To address this gender inequality, the ministry formulated a sector policy objective as follows: *To undertake measures that will improve nutrition in the district, particularly for women*. The target was to reduce the number of deaths, particularly for women and children, by 50%. To achieve this objective, a number of activities were identified, viz; i) distribute 5,000 small livestock (goats and pigs) to poor families; ii) support poor families to access mushrooms, and iii) facilitate poor families to access vegetable seed. For these programmes and activities, the Ministry proposed a budget of RWF 267,611,878 for activity (i) and RWF 57,426,128 for activities (ii) and (iii).

In the Water and Sanitation sector in Rwanda, the gender analysis revealed that more women and children than men were suffering from diseases caused by unclean water and limited sanitation standards. It also revealed that women and children, mostly girls, were travelling long distances to fetch clean water. For this challenge, the policy objective was defined as *to reduce diseases caused by unclean water and limited sanitation standards*. It also aimed at reducing the distance covered to fetch clean water. The target was to reduce the number of women and children affected by diseases from unclean water and limited sanitation standards by 40%, and reduce the number of women and girl children travelling long distances to fetch clean water by 70%. For this purpose, a budget provision of RWF 790,000,000 was proposed in that fiscal year. To achieve these objectives, the following key activities were identified; i) to construct ECOSAN public toilets, and ii) to construct water supply systems and rehabilitate 150 water springs.

Good practice example: Gender-sensitive objectives in Austria

In Austria, GRB was introduced as part of performance-based budgeting put forth in the budget law, and was widely promoted by the Director General of the Department of Budget and Public Finance of the Ministry of Finance. Since 2009, the Austrian Constitution now includes GRB as a requirement at all levels (central, federal and municipal).

The provisions require that each chapter of the annual budget statement (equivalent to Performance Projects) have results-based objectives, with at least one objective directly related to gender equality among a maximum of five results-based objectives. Therefore, each ministry has an important role to play in implementing GRB, which requires additional capacity building for the ministerial officers in terms of gender expertise.

The draft budget for 2013 contained 123 outcome targets, of which 28 were gender equality goals, each with an average of 2 to 3 performance indicators. The objectives of the ministries include objectives directly linked to the problems identified in the different sectors:

- higher female participation in the labor market

- improving the health status of men over 50
- the reduction of the gender pay gap
- improving road safety for men under 25, etc.

3.4 The definition of gender-sensitive outcomes, outputs and activities

Once you have identified your objectives, the next step is to identify the specific outputs that would be needed to achieve the objective (outcome), and the different activities that are necessary to realize each output are defined.

When you identify outputs and activities, you need to go back to your gender-sensitive situation analysis, because the outputs and activities should be based on the gender gaps and the causes of these gender gaps that you identified.

If high drop-out rates of girls in secondary school was the major problem you identified and you have formulated the objective: Reduce drop-out rates of girls you must think of the following different causes:

Causes of the problem identified	Action to take
Long distance	Provision of transport
Lack of female teachers	Recruitment of more female teachers, more teacher training for female teachers
Parents mentalities	Organization of a sensitization campaign targeting parents
Girls need to help their mothers	Investing in time-saving infrastructure, such as energy, water or child care facilities
No separate sanitary facilities for girls	Construction of bathrooms for girls and provision of water
Early marriages	Sensitization campaigns, work with religious leaders

These are just examples. You know your sector much better and can probably think of many other causes and actions to tackle the causes of the problem. If we look at the table we immediately realize that some of the causes and problems cannot be solved by one sector only. For the provision of water in schools, the Ministry of Education needs to coordinate with the Ministry of Water. For the provision of transport, the Ministry of Education needs to coordinate with the Ministry of Transport. In order to improve the intersectoral coordination, the Ministry of Finance has established a Steering Committee and a Technical Working Committee.

In your own programmes, sub-programmes and projects and the related budgets you incorporate only those activities that your own Ministry can control and be hold accountable for.

The definition of outputs and activities should not be limited to your sectoral programmes. You should do the same exercise for the Management and Operations Programme. Let's imagine that you have identified as a problem or main gender gap, that only very few women are represented in decision-making positions in your Ministry. Some of the causes of the problem may be:

Causes of the problem identified	Action to take
Women are not involved in human resources development	Improve career counselling, improve access of women to trainings that are necessary to pursue a career
Women lack self-confidence	Provide training in leadership skills, establish a mentoring and coaching from female to females
Women cannot combine family responsibilities with work responsibilities at higher levels of the administration	Establish a kindergarten, allow flexible working hours

In most cases, activities and outputs can be included in your normal programmes and sub-programmes. In some cases, however, you need to plan a specific project targeting at women, e.g. a project to build safe markets for women, the establishment of a fund for enabling access to credit for women, the establishment of a fund that provides grants to poor women who need to seek justice or the construction of shelter homes for women who have become victims of violence. International conventions for the promotion of women's rights, including CEDAW, allows for positive action for women to erase existing discrimination and gaps and achieve equality of outcomes for women and men.

3.5 The definition of gender-sensitive performance indicators

As a final step you need to define

- performance indicators, and
- performance targets.

Unlike a statistic that measures a given situation, an indicator always measures change. Most often you compare different points of time and your indicator reads as "increase of xxx by yy%". Gender Responsive Budgeting aims at reducing inequalities between women and men, or girls and boys, respectively. Gender-equality performance indicators should, therefore, be able

to measure changes in the relational situation between women and men, e.g., female-male literacy gaps, index: males = 100, 2015: 30, 2030: 80.

A first step in the right direction is to provide all data that is related to persons, e.g. on beneficiaries, disaggregated by sex (= performance targets). When you finalize your program, you need to calculate how many persons you want to reach by a specific service or infrastructure. How many entrepreneurs will benefit from trainings, how many children will benefit from tertiary education, how many medical doctors will be employed etc. These targets depend on the available budget and the implementation capacities of your Ministry. The Ministry of Finance ask you to present these targets for women and men separately. As with the definition of objectives, the values of the targets for women and men also need to be based on the gender-sensitive situation analysis. It is easy to understand if you take the case of primary education. Every girls and boy should go to school in the age of 6 years, and you can rely on census data.

In many cases, our budgetary resources are too limited to ensure access to specific services to all women and men that would be entitled to. In this case, we have to prioritize and slowly increase targets over the period of time. Prioritization, however, can by no means mean that we serve men first, and women have to wait. We are accountable to all Afghan women and men, and the Ministry of Finance will reject budget submissions that do not take women's and men's needs and priorities into account and enable both sexes to benefit from public services and public infrastructure.

The MoF and Parliament will increasingly use gender-equality performance indicators to help them make decisions on the allocation of resources to priorities, since the programs and activities of ministries and budgetary units must be directed towards achieving, not only, but also the gender-related output and outcome targets of the ANDPF and other gender-related policies, strategies and action plans (see chapter 2).

Examples of gender-equality indicators

- Ratio of women to men farmers receiving agricultural extension services
- Ratio of girls to boys to a toilet unit in primary education
- Enrolment ratio of female to male students in tertiary education
- Ratio of boys to girls fully immunized
- Ratio of women to men patients satisfied with health services

In some cases, when only one sex is affected by a specific problem, it may also be necessary to define **sex-specific indicators**, e.g. related to reproductive health or to violence against women.

Examples of sex-specific indicators

- Proportion of the reproductive age female population benefiting from reproductive health services

- Proportion of deliveries in public health facilities
- Proportion of women who have faced violence that have received psychological and legal counselling

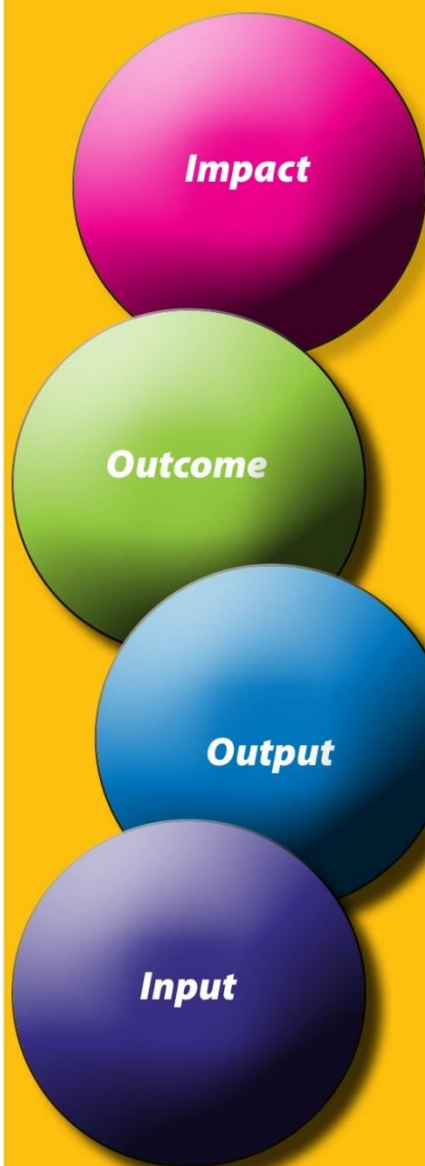
Gender equality and sex-specific indicators can be either quantitative or qualitative of nature. Ideally, you find a good mix of quantitative and qualitative indicators, in order to not only count numbers, but also measure the quality and the satisfaction of our citizens with the services we provide.

Box 1: Important Definitions of major Terms

Indicator:

Indicators are criteria or measures against which changes can be assessed. They may be pointers, facts, numbers, opinions or perceptions – used to signify changes in specific conditions or progress towards particular objectives (Demetriades, 2007).

Performance indicators show results relative to what was planned at each level of the results chain — inputs, processes, outputs, outcomes, impacts



Impact indicators: Long-term results

Measure the quality and quantity of long-term results generated by programme outputs (e.g. measurable change in quality of life, reduced incidence of diseases, increased income for women, reduced mortality).

Outcome indicators: Medium-term results

Measure the intermediate results generated by programme outputs. They often correspond to any change in people's behaviour as a result of programme.

Output indicators: Short-term results

Measure the quantity, quality, and timeliness of the products — goods or services — that are the result of an activity/ project/ programme.

Input indicators:

Measure the quantity, quality, and timeliness of resources — human, financial and material, technological and information — provided for an activity/project/programme.

Gender indicator: measures gender-related changes over time. Gender indicators can refer to quantitative indicators based on sex disaggregated statistical data - which provides separate measures for men and women on literacy, for example. Gender indicators can also capture *qualitative* changes— for example, increases in women's levels of empowerment or in attitude changes about gender equality. Measurements of gender equality might address changes in the relations between men and women, the outcomes of a particular policy, programme or activity for women and men, or changes in the status or situation of men and women, for example levels of poverty or participation.

Sex disaggregated statistics: is the collection and separation of data and statistical information by sex to enable comparative analysis, sometimes referred to as gender disaggregated statistics. **Baseline:** is the value of a performance indicator before the implementation of projects or activities.

Target: is a specific, planned level of result to be achieved within an explicit time frame.

In this report, gender indicators, gender-related indicators and gender-sensitive indicators are terms used interchangeably.

3.6 Calculation of the costs

The final step in the programme-based budgeting approach involves calculating the costs required to implement the project/program and achieving the outcomes measured by the performance indicators.

From a GRB perspective, it is necessary to distinguish between three categories of expenditure:

- Expenditure targeting the institutionalization process of gender equality as a cross-cutting objective in a sector. These are costs that occur during the process of gender mainstreaming in a sector. Gender focal points necessitate a budget if their work is to be meaningful. Sometimes, trainings on gender will be held that necessitate a budget. Or your ministry is planning to develop a sector-specific gender policy or guidelines for which you also need human and financial resources.

Examples: the development of guidelines and guides on gender mainstreaming, the organization of gender workshops and trainings, and the installation of gender focal points.

- Expenditures targeted specifically at women or girls to ensure equal access to social and economic services. As mentioned several times, in some sectors it may be necessary and useful to design projects/activities that target women only to reduce gender gaps in a specific area. This can be specific scholarships for girls, vocational trainings courses or the establishment of women's gardens. There is always the risk to take these expenditures as a pretence to show that "some budgets have been allocated for women" if they remain marginal. For a proper costing you need to analyse, how many women are in need of literacy courses, scholarships, or women's gardens. In some sectors you have clearly defined commitments, e.g. the commitment to establish one girls school in each district and to employ six female teachers. These commitments are benchmarks, that should serve as a basis for your costing.

Examples: scholarships for girls, literacy courses for illiterate women, credits/loans for women entrepreneurs.

- Expenditures required to close gaps between girls and boys or women and men in a given sector.

For example: Enrollement rates for girls in general education were 38,78% in 1390, while enrollement rates for boys were 61,22%.³³ If we want to close the gap between girls and boys, we need to calculate how much it would cost to increase girls' enrolment rates by 22%. Remember that it is likely that you need

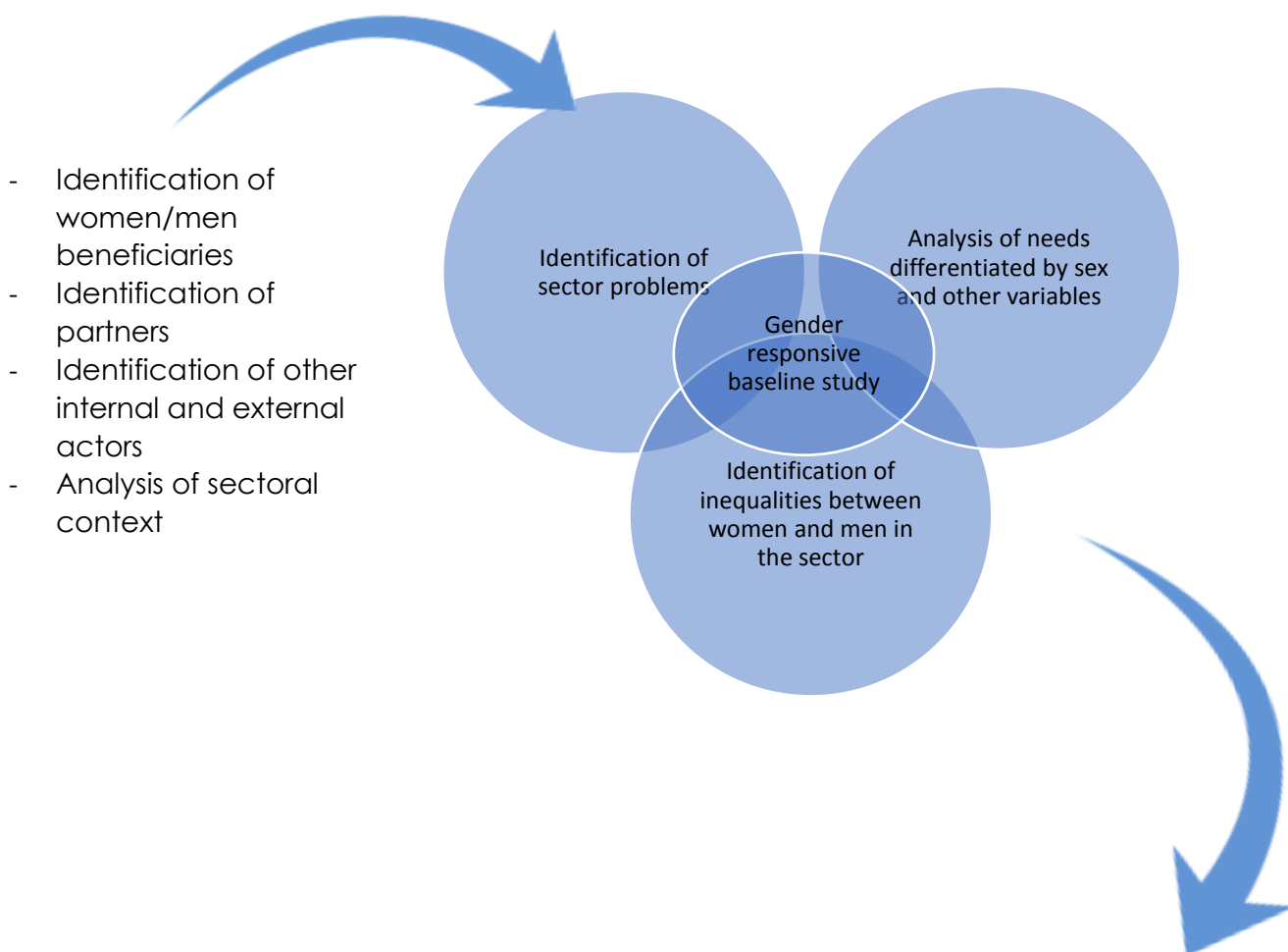
³³ World Bank, 2013, p. 65

to include different activities and investments when you calculate the cost for girls' enrollment compared to boys (such as construction of schools for girls, sensitization campaigns targeting parents, provision of transport etc.).

3.7 The step-by-step approach in short

- All planning should start with a gender responsive situation analysis to understand the gender gaps and their underlying causes
- Gender responsive outcomes and objectives need to be defined on the basis of disparities detected in the gender responsive situation analysis
- From there, measures to address the major problems and reduce the gender gaps should be defined, either in a project targeted at women or as a cross-cutting approach in a project targeted to women and men
- To measure the achievement of gender responsive outcomes, gender-equality indicators need to be defined. All other indicators related to humans should have different targets for women and men or girls and boys, respectively.
- Finally, the costs of achieving gender responsive outcomes - measured by performance indicators - must be calculated. Do not forget to include costs for the necessary measures to ensure the same benefits for women and men!!

Stages of gender responsive strategic planning



AGENDA		
GENDER GAPS		
GENDER RESPONSIVE OBJECTIVES		
PROGRAMME 1 (MANAGEMENT AND OPERATION)	PROGRAMME 2 (SECTOR- SPECIFIC)	PROGRAMME 3 (SECTOR- SPECIFIC)
PROJECTS/ACTIONS	PROJECTS/ACTIONS	PROJECTS/ACTIONS
PROJECTS/ACTIONS	PROJECTS/ACTIONS	TARGETED PROJECTS/ACTIONS
PROJECTS/ACTIONS	TARGETED PROJECTS/ACTIONS	PROJECTS/ACTIONS
GENDER EQUALITY INDICATORS	GENDER EQUALITY INDICATORS	GENDER EQUALITY INDICATORS
CALCULATION OF COSTS		

SECTION 4 – SECTOR-SPECIFIC INFORMATION

1. Education and Higher education

International commitments in the education sector

CEDAW

Article 10

States Parties shall take all appropriate measures to eliminate discrimination against women in order to ensure to them equal rights with men in the **field of education** and in particular to ensure, on a basis of equality of men and women:

- (a) The same conditions for career and vocational guidance, for access to studies and for the achievement of diplomas in educational establishments of all categories in rural as well as in urban areas; this equality shall be ensured in pre-school, general, technical, professional and higher technical education, as well as in all types of vocational training;
- (b) Access to the same curricula, the same examinations, teaching staff with qualifications of the same standard and school premises and equipment of the same quality;
- (c) The elimination of any stereotyped concept of the roles of men and women at all levels and in all forms of education by encouraging coeducation and other types of education which will help to achieve this aim and, in particular, by the revision of textbooks and school programmes and the adaptation of teaching methods;
- (d) The same opportunities to benefit from scholarships and other study grants;
- (e) The same opportunities for access to programmes of continuing education, including adult and functional literacy programmes, particularly those aimed at reducing, at the earliest possible time, any gap in education existing between men and women;
- (f) The reduction of female student drop-out rates and the organization of programmes for girls and women who have left school prematurely;
- (g) The same Opportunities to participate actively in sports and physical education;
- (h) Access to specific educational information to help to ensure the health and well-being of families, including information and advice on family planning.

Beijing Platform for Action

B. Education and training of women

69. Education is a human right and an essential tool for achieving the goals of equality, development and peace. Non-discriminatory education benefits both girls and boys and thus ultimately contributes to more equal relationships between women and men. Equality of access to and attainment of educational qualifications is necessary if more women are to become agents of change. Literacy of women is an important key to improving health, nutrition and education in the family and to empowering women to participate in decision-making in society. Investing in formal and non-formal education and training for girls and women, with its exceptionally high social and economic return, has proved to be one of the best means of achieving sustainable development and economic growth that is both sustained and sustainable.

70. On a regional level, girls and boys have achieved equal access to primary education, except in some parts of Africa, in particular sub-Saharan Africa, and Central Asia, where access to education facilities is still inadequate. Progress has been made in secondary education, where equal access of girls and boys has been achieved in some countries. Enrolment of girls and women in tertiary education has increased considerably. In many countries, private schools have also played an important complementary role in improving access to education at all levels. Yet, more than five years after the World Conference on Education for All (Jomtien, Thailand, 1990) adopted the World Declaration on Education for All and the Framework for Action to Meet Basic Learning Needs, 12/ approximately 100 million children, including at least 60 million girls, are without access to primary schooling and more than two thirds of the world's 960 million illiterate adults are women. The high rate of illiteracy prevailing in most developing countries, in particular in sub-Saharan Africa and some Arab States, remains a severe impediment to the advancement of women and to development.

71. Discrimination in girls' access to education persists in many areas, owing to customary attitudes, early marriages and pregnancies, inadequate and gender- biased teaching and educational materials, sexual harassment and lack of adequate and physically and otherwise accessible schooling facilities. Girls undertake heavy domestic work at a very early age. Girls and young women are expected to manage both educational and domestic responsibilities, often resulting in poor scholastic performance and early drop-out from the educational system. This has long-lasting consequences for all aspects of women's lives.

72. Creation of an educational and social environment, in which women and men, girls and boys, are treated equally and encouraged to achieve their full potential, respecting their freedom of thought, conscience, religion and belief, and where educational resources promote

non-stereotyped images of women and men, would be effective in the elimination of the causes of discrimination against women and inequalities between women and men.

73. Women should be enabled to benefit from an ongoing acquisition of knowledge and skills beyond those acquired during youth. This concept of lifelong learning includes knowledge and skills gained in formal education and training, as well as learning that occurs in informal ways, including volunteer activity, unremunerated work and traditional knowledge.

74. Curricula and teaching materials remain gender-biased to a large degree, and are rarely sensitive to the specific needs of girls and women. This reinforces traditional female and male roles that deny women opportunities for full and equal partnership in society. Lack of gender awareness by educators at all levels strengthens existing inequities between males and females by reinforcing discriminatory tendencies and undermining girls' self-esteem. The lack of sexual and reproductive health education has a profound impact on women and men.

75. Science curricula in particular are gender-biased. Science textbooks do not relate to women's and girls' daily experience and fail to give recognition to women scientists. Girls are often deprived of basic education in mathematics and science and technical training, which provide knowledge they could apply to improve their daily lives and enhance their employment opportunities. Advanced study in science and technology prepares women to take an active role in the technological and industrial development of their countries, thus necessitating a diverse approach to vocational and technical training. Technology is rapidly changing the world and has also affected the developing countries. It is essential that women not only benefit from technology, but also participate in the process from the design to the application, monitoring and evaluation stages.

76. Access for and retention of girls and women at all levels of education, including the higher level, and all academic areas is one of the factors of their continued progress in professional activities. Nevertheless, it can be noted that girls are still concentrated in a limited number of fields of study.

77. The mass media are a powerful means of education. As an educational tool the mass media can be an instrument for educators and governmental and non-governmental institutions for the advancement of women and for development. Computerized education and information systems are increasingly becoming an important element in learning and the dissemination of knowledge. Television especially has the greatest impact on young people and, as such, has the ability to shape values, attitudes and perceptions of women and girls in both positive and negative ways. It is therefore essential that educators teach critical judgement and analytical skills.

78. Resources allocated to education, particularly for girls and women, are in many countries insufficient and in some cases have been further diminished, including in the context of adjustment policies and programmes. Such insufficient resource allocations have a long-term adverse effect on human development, particularly on the development of women.

79. In addressing unequal access to and inadequate educational opportunities, Governments and other actors should promote an active and visible policy of mainstreaming a gender perspective into all policies and programmes, so that, before decisions are taken, an analysis is made of the effects on women and men, respectively.

Strategic objective B.1. Ensure equal access to education

Actions to be taken

80. By **Governments**:

(a) Advance the goal of equal access to education by taking measures to eliminate discrimination in education at all levels on the basis of gender, race, language, religion, national origin, age or disability, or any other form of discrimination and, as appropriate, consider establishing procedures to address grievances;

(b) By the year 2000, provide universal access to basic education and ensure completion of primary education by at least 80 per cent of primary school-age children; close the gender gap in primary and secondary school education by the year 2005; provide universal primary education in all countries before the year 2015;

(c) Eliminate gender disparities in access to all areas of tertiary education by ensuring that women have equal access to career development, training, scholarships and fellowships, and by adopting positive action when appropriate;

(d) Create a gender-sensitive educational system in order to ensure equal educational and training opportunities and full and equal participation of women in educational administration and policy- and decision-making;

(e) Provide - in collaboration with parents, non-governmental organizations, including youth organizations, communities and the private sector - young women with academic and technical training, career planning, leadership and social skills and work experience to prepare them to participate fully in society;

(f) Increase enrolment and retention rates of girls by allocating appropriate budgetary resources; by enlisting the support of parents and the community, as well as through campaigns, flexible school schedules, incentives, scholarships and other means to minimize the costs of girls' education to their families and to facilitate parents' ability to choose education for the girl child; and by ensuring that the rights of women and girls to freedom of conscience and religion are respected in educational institutions through repealing any discriminatory laws or legislation based on religion, race or culture;

(g) Promote an educational setting that eliminates all barriers that impeded the schooling of pregnant adolescents and young mothers, including, as appropriate, affordable and physically accessible child-care facilities and parental education to encourage those who are responsible for the care of their children and siblings during their school years, to return to or continue with and complete schooling;

(h) Improve the quality of education and equal opportunities for women and men in terms of access in order to ensure that women of all ages can acquire the knowledge, capacities, aptitudes, skills and ethical values needed to develop and to participate fully under equal conditions in the process of social, economic and political development;

(i) Make available non-discriminatory and gender-sensitive professional school counselling and career education programmes to encourage girls to pursue academic and technical curricula in order to widen their future career opportunities;

(j) Encourage ratification of the International Covenant on Economic, Social and Cultural Rights 13/ where they have not already done so.

Strategic objective B.2. Eradicate illiteracy among women

Actions to be taken

81. By **Governments**, national, regional and international bodies, bilateral and multilateral donors and non-governmental organizations:

(a) Reduce the female illiteracy rate to at least half its 1990 level, with emphasis on rural women, migrant, refugee and internally displaced women and women with disabilities;

(b) Provide universal access to, and seek to ensure gender equality in the completion of, primary education for girls by the year 2000;

(c) Eliminate the gender gap in basic and functional literacy, as recommended in the World Declaration on Education for All (Jomtien);

(d) Narrow the disparities between developed and developing countries;

(e) Encourage adult and family engagement in learning to promote total literacy for all people;

(f) Promote, together with literacy, life skills and scientific and technological knowledge and work towards an expansion of the definition of literacy, taking into account current targets and benchmarks.

Strategic objective B.3. Improve women's access to vocational training, science and technology, and continuing education

Actions to be taken

82. By **Governments**, in cooperation with employers, workers and trade unions, international and non-governmental organizations, including women's and youth organizations, and educational institutions:

- (a) Develop and implement education, training and retraining policies for women, especially young women and women re-entering the labour market, to provide skills to meet the needs of a changing socio-economic context for improving their employment opportunities;
- (b) Provide recognition to non-formal educational opportunities for girls and women in the educational system;
- (c) Provide information to women and girls on the availability and benefits of vocational training, training programmes in science and technology and programmes of continuing education;
- (d) Design educational and training programmes for women who are unemployed in order to provide them with new knowledge and skills that will enhance and broaden their employment opportunities, including self-employment, and development of their entrepreneurial skills;
- (e) Diversify vocational and technical training and improve access for and retention of girls and women in education and vocational training in such fields as science, mathematics, engineering, environmental sciences and technology, information technology and high technology as well as management training;
- (f) Promote women's central role in food and agricultural research, extension and education programmes;
- (g) Encourage the adaptation of curricula and teaching materials, encourage a supportive training environment and take positive measures to promote training for the full range of occupational choices of non-traditional careers for women and men, including the development of multidisciplinary courses for science and mathematics teachers to sensitize them to the relevance of science and technology to women's lives;
- (h) Develop curricula and teaching materials and formulate and take positive measures to ensure women better access to and participation in technical and scientific areas, especially areas where they are not represented or are underrepresented;

- (i) Develop policies and programmes to encourage women to participate in all apprenticeship programmes;
- (j) Increase training in technical, managerial, agricultural extension and marketing areas for women in agriculture, fisheries, industry and business, arts and crafts, to increase income-generating opportunities, women's participation in economic decision-making, in particular through women's organizations at the grass-roots level, and their contribution to production, marketing, business, and science and technology;
- (k) Ensure access to quality education and training at all appropriate levels for adult women with little or no education, for women with disabilities and for documented migrant, refugee and displaced women to improve their work opportunities.

Strategic objective B.4. Develop non-discriminatory education and training

Actions to be taken

83. By **Governments**, educational authorities and other educational and academic institutions:

- (a) Elaborate recommendations and develop curricula, textbooks and teaching aids free of gender-based stereotypes for all levels of education, including teacher training, in association with all concerned - publishers, teachers, public authorities and parents' associations;
- (b) Develop training programmes and materials for teachers and educators that raise awareness about the status, role and contribution of women and men in the family, as defined in paragraph 29 above, and society; in this context, promote equality, cooperation, mutual respect and shared responsibilities between girls and boys from pre-school level onward and develop, in particular, educational modules to ensure that boys have the skills necessary to take care of their own domestic needs and to share responsibility for their household and for the care of dependants;
- (c) Develop training programmes and materials for teachers and educators that raise awareness of their own role in the educational process, with a view to providing them with effective strategies for gender-sensitive teaching;
- (d) Take actions to ensure that female teachers and professors have the same opportunities as and equal status with male teachers and professors, in view of the importance of having female teachers at all levels and in order to attract girls to school and retain them in school;

- (e) Introduce and promote training in peaceful conflict resolution;
- (f) Take positive measures to increase the proportion of women gaining access to educational policy- and decision-making, particularly women teachers at all levels of education and in academic disciplines that are traditionally male-dominated, such as the scientific and technological fields;
- (g) Support and develop gender studies and research at all levels of education, especially at the postgraduate level of academic institutions, and apply them in the development of curricula, including university curricula, textbooks and teaching aids, and in teacher training;
- (h) Develop leadership training and opportunities for all women to encourage them to take leadership roles both as students and as adults in civil society;
- (i) Develop appropriate education and information programmes with due respect for multilingualism, particularly in conjunction with the mass media, that make the public, particularly parents, aware of the importance of non-discriminatory education for children and the equal sharing of family responsibilities by girls and boys;
- (j) Develop human rights education programmes that incorporate the gender dimension at all levels of education, in particular by encouraging higher education institutions, especially in their graduate and postgraduate juridical, social and political science curricula, to include the study of the human rights of women as they appear in United Nations conventions;
- (k) Remove legal, regulatory and social barriers, where appropriate, to sexual and reproductive health education within formal education programmes regarding women's health issues;
- (l) Encourage, with the guidance and support of their parents and in cooperation with educational staff and institutions, the elaboration of educational programmes for girls and boys and the creation of integrated services in order to raise awareness of their responsibilities and to help them to assume those responsibilities, taking into account the importance of such education and services to personal development and self-esteem, as well as the urgent need to avoid unwanted pregnancy, the spread of sexually transmitted diseases, especially HIV/AIDS, and such phenomena as sexual violence and abuse;
- (m) Provide accessible recreational and sports facilities and establish and strengthen gender-sensitive programmes for girls and women of all ages in education and community institutions and support the advancement of women in all areas of athletics and physical activity, including coaching, training and administration, and as participants at the national, regional and international levels;
- (n) Recognize and support the right of indigenous women and girls to education and promote a multicultural approach to education that is responsive to the needs, aspirations

and cultures of indigenous women, including by developing appropriate education programmes, curricula and teaching aids, to the extent possible in the languages of indigenous people, and by providing for the participation of indigenous women in these processes;

(o) Acknowledge and respect the artistic, spiritual and cultural activities of indigenous women;

(p) Ensure that gender equality and cultural, religious and other diversity are respected in educational institutions;

(q) Promote education, training and relevant information programmes for rural and farming women through the use of affordable and appropriate technologies and the mass media - for example, radio programmes, cassettes and mobile units;

(r) Provide non-formal education, especially for rural women, in order to realize their potential with regard to health, micro-enterprise, agriculture and legal rights;

(s) Remove all barriers to access to formal education for pregnant adolescents and young mothers, and support the provision of child care and other support services where necessary.

Strategic objective B.5. Allocate sufficient resources for and monitor the implementation of educational reforms

Actions to be taken

84. By **Governments**:

(a) Provide the required budgetary resources to the educational sector, with reallocation within the educational sector to ensure increased funds for basic education, as appropriate;

(b) Establish a mechanism at appropriate levels to monitor the implementation of educational reforms and measures in relevant ministries, and establish technical assistance programmes, as appropriate, to address issues raised by the monitoring efforts.

85. By **Governments** and, as appropriate, private and public institutions, foundations, research institutes and non-governmental organizations:

(a) When necessary, mobilize additional funds from private and public institutions, foundations, research institutes and non-governmental organizations to enable girls and women, as well as boys and men on an equal basis, to complete their education, with particular emphasis on under-served populations;

(b) Provide funding for special programmes, such as programmes in mathematics, science and computer technology, to advance opportunities for all girls and women.

Strategic objective B.6. Promote life-long education and training for girls and women

Actions to be taken

88. By **Governments**, educational institutions and communities:

- (a) Ensure the availability of a broad range of educational and training programmes that lead to ongoing acquisition by women and girls of the knowledge and skills required for living in, contributing to and benefiting from their communities and nations;
- (b) Provide support for child care and other services to enable mothers to continue their schooling;
- (c) Create flexible education, training and retraining programmes for life-long learning that facilitate transitions between women's activities at all stages of their lives.

Sustainable Development Goals

Goal 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all

Targets	Indicators
4.1. By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes	4.1.1 Proportion of children and young people: (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex
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	4.2.1 Proportion of children under 5 years of age who are developmentally on track in health, learning and psychosocial well-being, by sex 4.2.2 Participation rate in organized learning (one year before the official primary entry age), by sex
4.3. By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university	4.3.1 Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months, by sex
4.4. By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship	4.4.1 Proportion of youth and adults with information and communications technology (ICT) skills, by type of skill
4.5 By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations	4.5.1 Parity indices (female/male, rural/urban, bottom/top wealth quintile and others such as disability status, indigenous peoples and conflict-affected, as data become available) for all education indicators on this list that can be disaggregated

4.6 By 2030, ensure that all youth and a substantial proportion of adults, both men and women , achieve literacy and numeracy	4.6.1 Percentage of population in a given age group achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills, by sex
4.7 By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality , promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development	4.7.1 Extent to which (i) global citizenship education and (ii) education for sustainable development, including gender equality and human rights, are mainstreamed at all levels in: (a) national education policies, (b) curricula, (c) teacher education and (d) student assessment
4.A Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all	4.A.1 Proportion of schools with access to: (a) electricity; (b) the Internet for pedagogical purposes; (c) computers for pedagogical purposes; (d) adapted infrastructure and materials for students with disabilities; (e) basic drinking water; (f) single-sex basic sanitation facilities; and (g) basic handwashing facilities (as per the WASH indicator definitions)

Education 2030 Framework for Action (2015)

8. We recognize the importance of **gender equality** in achieving the right to education for all. We are therefore committed to supporting gender- sensitive policies, planning and learning environments; mainstreaming gender issues in teacher training and curricula; and eliminating gender-based discrimination and violence in schools.

Gender equality is inextricably linked to the right to education for all. Achieving gender equality requires a rights-based approach that ensures that girls and boys, women and men not only gain access to and complete education cycles, but are empowered equally in and through education.

Emphasizing equity, inclusion and gender equality

19. Cross-sector policies and plans should be developed or improved, consistent with the overall 2030 Agenda for Sustainable Development, to address the social, cultural and economic barriers that deprive millions of children, youth and adults of education and quality learning. Relevant and realistic intermediate benchmarks and stepping stones should be set at the national level. This must include changes as appropriate in education content, approaches, structures and funding strategies to address the situation of excluded children, youth and adults. Evidence-based policies and strategies to address exclusion may include elimination of cost barriers through, for example, cash transfer programmes; provision of school meals/nutrition and health services; learning and teaching materials and transport services; second chance/re-entry programmes; inclusive school facilities; teacher training on inclusive education; and language policies to address exclusion. To measure marginalization in education, set targets for reducing inequity and monitor progress towards these targets, all countries should collect, analyse and use disaggregated data, broken down by the specific characteristics of given population groups, and ensure that indicators measure progress towards reducing inequality.

20. To ensure gender equality, education systems must act explicitly to eliminate gender bias and discrimination resulting from social and cultural attitudes and practices and economic status. Governments and partners need to put in place gender-sensitive policies, planning and learning environments; mainstream gender issues in teacher training and curricula monitoring processes, and eliminate gender-based discrimination and violence in education institutions to ensure that teaching and learning have an equal impact on girls and boys, women and men, and to eliminate gender stereotypes and advance gender equality. Special measures should be put in place to ensure the personal security of girls and women in education institutions and on the journey to and from them, in all situations but in particular during conflict and crises.

21. Given the significant challenges faced by persons with disabilities in accessing quality education opportunities and the lack of data to support effective interventions, particular attention is needed to ensure access to and outcomes of quality education and learning for children, youth and adults with disabilities.

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.

National commitments

WEE-NNP components related to MoE and MoHE

Productive activities ¹

Building capacity, educating, and training women on literacy, numeracy, small business management and demand-driven labour skills

Objective: Increase women's knowledge and skills to operate more effectively at home and in the marketplace.

Sub-components:

a) Provide basic numeracy, literacy, and financial management training

Women in remote and rural areas who have lacked access to basic education will be supported with basic numeracy literacy, and financial management skills. This capacity building will be provided using existing structures including community savings groups, women's interest groups, and CDCs. MRRD will facilitate the provision of numeracy and financial management training, through federation of self-help and women's savings groups. This is further detailed in section 4(a). Beyond the more formal capacity building programmes, these existing structures will increase demand for additional programmes being delivered through both on and off-budget mechanisms.

Afghanistan has one of the lowest literacy rates in the world. The male literacy rate (age 15+) is 62% but the female rate is just 19%, compared to the median value for low-income countries of 70% and 57% respectively. Only one in five women in Afghanistan is literate and the literacy rate for women in rural areas is three times lower than in urban areas.

The Ministry of Education (MoE) currently supports around 200,000 women in literacy classes. Through this activity, MoE aims to increase its reach to 360,00 women in the next five years.

Expansion of literacy programmes will focus on both the quality and reach of the activities. In terms of reach, MoE will adopt a demand-driven model for literacy classes by using CDCs to conduct awareness campaigns and to identify potential beneficiaries. Where feasible, classes will be run out of existing schools and taught by existing teachers. Where classes need to be held at the village level, they will be attached to the relevant government school for oversight, but they will be managed by CDCs and held at local community centres or mosques. The Ministry of Education will hold a workshop with NGOs to identify operational

best practices and effective models for establishing and running community-development schools in order to develop an operational guideline. This work will be coordinated closely with the Citizens' Charter, and implemented through the same mechanism.

In terms of quality, the Ministry of Education is currently in the process of updating learning material, to make it more learner-oriented and to meet the needs of different learners. This will include more relevant content, including practical guides on agricultural practices. The literacy training package is taught over nine months, in Dari and Pashto, after which learners will have the equivalent of a third grade primary education.

Ministry of Education:

Currently, the Ministry of Education employs over 200,000 teachers across the country, 33% of which are women. The availability of female teachers is a major factor in ensuring girls can access education intuitions. In rural and remote areas there is a much lower number of female teachers in girls schools, which is a major factor behind girls lower enrolment rates. In order to overcome this issue, and also to provide economic opportunities to more women interested in pursuing careers as teachers, the Ministry of Education plans to undertake a teacher training programme for women that can work with CDCs to overcome the female teacher availability gap.

This project will provide new employment opportunities to up to 30,000 rural women (those with the highest available education) to become teachers in rural schools over the next five years. This will increase the percentage of female teachers from 33% to 42%; engage educated rural women in meaningful employment and income generation; and encourage families to allow girls to enrol in schools staffed with female teachers.

Using the Education Management Information System (EMIS) data, MoE will determine which schools are in need of female teachers. CDCs will be the key stakeholder at the community level and will be given the responsibility to come up with a school development plan where they can identify educated women within the surrounding communities that should be recruited. This will be a compact between CDCs and government through the mechanisms being strengthened under the Citizens' Charter. The local educated women recruited will teach in grade levels appropriate to their training as contract teachers. At the same time, they will be enrolled in in-service teacher education programmes of MoE. They will also be provided with accelerated learning courses to improve subject matter knowledge and teaching practices. After five years, the Ministry of Education will gradually absorb contract teachers into Tashkeel positions.

Further, in line with the National Education Strategic Plan, an initiative will be piloted to accept initial entry into the system of recruits who do not have the minimum required grade level 14 in education, or have no formal training in pedagogy. The top graduates of grade 12 in rural areas will be given the chance to apply for teaching positions in the local community and they will be at the same time enrolled in in-service teacher education program. They will work towards the necessary through an approved professional development plan. Participation in training workshops or packages may be granted credit towards the credential by the Equivalency Review Board.

The Credentialing System is already in place but it requires a structural plan with new policies, guidelines and procedures for coordination to be agreed between departments of academic supervision and teacher training. With support, roll-out will be managed by Provincial Education Directorates (PEDs) and District Education Directorates (DEDs) under their supervision.

Ministry of Higher Education

d) Construct Women's Dormitories in Provincial Centres

To increase women's access to higher education institutions, vocational training, and other education facilities, which are primarily present in urban areas, dormitory facilities will be built in selected institutions that have the potential to take in large numbers of female students. This will enable more women and girls from remote and rural areas to access post-secondary education and training institutions, particularly as related to activities under sub-component (c) above. It will also help increase the number of professional women in agriculture, health, and education, which over time will be needed to support sub-component 2(b). This component will be led by the Ministry of Urban Development and Housing, with the aim of constructing one women's dormitory in each of the 34 provincial capitals over the next ten years. Once construction is completed, the dormitories will be handed over to the Ministry of Education

2. Public health

International commitments in the health sector

CEDAW

Article 12

1. States Parties shall take all appropriate measures to eliminate discrimination against women in the **field of health care** in order to ensure, on a basis of equality of men and women, access to health care services, including those related to family planning.

2. Notwithstanding the provisions of paragraph 1 of this article, States Parties shall ensure to women appropriate services in connection with pregnancy, confinement and the post-natal period, granting free services where necessary, as well as adequate nutrition during pregnancy and lactation.

The **Programme of Action of the Cairo International Conference on Population and Development (1994)** calls on all states to ensure that women have equal access to health services, including services for reproductive health, family planning and sexual health.

Beijing Platform for Action (1995)

C. Women and health*

Strategic objective C.1. Increase women's access throughout the life cycle to appropriate, affordable and quality health care, information and related services

Actions to be taken

106. By Governments, in collaboration with non-governmental organizations and employers' and workers' organizations and with the support of international institutions:

- (a) Support and implement the commitments made in the Programme of Action of the International Conference on Population and Development, as established in the report of that Conference and the Copenhagen Declaration on Social Development and Programme of Action of the World Summit for Social Development 15/ and the obligations of States parties under the Convention on the Elimination of All Forms of Discrimination against Women and other relevant international agreements, to meet the health needs of girls and women of all ages;
- (b) Reaffirm the right to the enjoyment of the highest attainable standards of physical and mental health, protect and promote the attainment of this right for women and girls and incorporate it in national legislation, for example; review existing legislation, including health legislation, as well as policies, where necessary, to reflect a commitment to women's health and to ensure that they meet the changing roles and responsibilities of women wherever they reside;
- (c) Design and implement, in cooperation with women and community-based organizations, gender-sensitive health programmes, including decentralized health services, that address the needs of women throughout their lives and take into account their multiple roles and responsibilities, the demands on their time, the special needs of rural women and women with disabilities and the diversity of women's needs arising from age and socio-economic and cultural differences, among others; include women, especially local and indigenous women, in the identification and planning of health-care priorities and programmes; remove all barriers to women's health services and provide a broad range of health-care services;
- (d) Allow women access to social security systems in equality with men throughout the whole life cycle;
- (e) Provide more accessible, available and affordable primary health-care services of high quality, including sexual and reproductive health care, which includes family planning information and services, and giving particular attention to maternal and emergency obstetric care, as agreed to in the Programme of Action of the International Conference on Population and Development;

- (f) Redesign health information, services and training for health workers so that they are gender-sensitive and reflect the user's perspectives with regard to interpersonal and communications skills and the user's right to privacy and confidentiality; these services, information and training should be based on a holistic approach;
- (g) Ensure that all health services and workers conform to human rights and to ethical, professional and gender-sensitive standards in the delivery of women's health services aimed at ensuring responsible, voluntary and informed consent; encourage the development, implementation and dissemination of codes of ethics guided by existing international codes of medical ethics as well as ethical principles that govern other health professionals;
- (h) Take all appropriate measures to eliminate harmful, medically unnecessary or coercive medical interventions, as well as inappropriate medication and over-medication of women, and ensure that all women are fully informed of their options, including likely benefits and potential side-effects, by properly trained personnel;
- (i) Strengthen and reorient health services, particularly primary health care, in order to ensure universal access to quality health services for women and girls; reduce ill health and maternal morbidity and achieve world wide the agreed-upon goal of reducing maternal mortality by at least 50 per cent of the 1990 levels by the year 2000 and a further one half by the year 2015; ensure that the necessary services are available at each level of the health system and make reproductive health care accessible, through the primary health-care system, to all individuals of appropriate ages as soon as possible and no later than the year 2015;
- (j) Recognize and deal with the health impact of unsafe abortion as a major public health concern, as agreed in paragraph 8.25 of the Programme of Action of the International Conference on Population and Development;
- (k) In the light of paragraph 8.25 of the Programme of Action of the International Conference on Population and Development, which states: "In no case should abortion be promoted as a method of family planning. All Governments and relevant intergovernmental and non-governmental organizations are urged to strengthen their commitment to women's health, to deal with the health impact of unsafe abortion 16/ as a major public health concern and to reduce the recourse to abortion through expanded and improved family-planning services. Prevention of unwanted pregnancies must always be given the highest priority and every attempt should be made to eliminate the need for abortion. Women who have unwanted pregnancies should have ready access to reliable information and compassionate counselling. Any measures or changes related to abortion within the health system can only be determined at the national or local level according to the national legislative process. In circumstances where abortion is not against the law, such abortion should be safe. In all cases, women should have access to quality services for the management of complications arising from abortion. Post-abortion counselling, education and family-planning services should be offered promptly, which will also help to avoid repeat abortions", consider reviewing laws containing punitive measures against women who have undergone illegal abortions;

- (l) Give particular attention to the needs of girls, especially the promotion of healthy behaviour, including physical activities; take specific measures for closing the gender gaps in morbidity and mortality where girls are disadvantaged, while achieving internationally approved goals for the reduction of infant and child mortality - specifically, by the year 2000, the reduction of mortality rates of infants and children under five years of age by one third of the 1990 level, or 50 to 70 per 1,000 live births, whichever is less; by the year 2015 an infant mortality rate below 35 per 1,000 live births and an under-five mortality rate below 45 per 1,000;
- (m) Ensure that girls have continuing access to necessary health and nutrition information and services as they mature, to facilitate a healthful transition from childhood to adulthood;
- (n) Develop information, programmes and services to assist women to understand and adapt to changes associated with ageing and to address and treat the health needs of older women, paying particular attention to those who are physically or psychologically dependent;
- (o) Ensure that girls and women of all ages with any form of disability receive supportive services;
- (p) Formulate special policies, design programmes and enact the legislation necessary to alleviate and eliminate environmental and occupational health hazards associated with work in the home, in the workplace and elsewhere with attention to pregnant and lactating women;
- (q) Integrate mental health services into primary health-care systems or other appropriate levels, develop supportive programmes and train primary health workers to recognize and care for girls and women of all ages who have experienced any form of violence especially domestic violence, sexual abuse or other abuse resulting from armed and non-armed conflict;
- (r) Promote public information on the benefits of breast-feeding; examine ways and means of implementing fully the WHO/UNICEF International Code of Marketing of Breast-milk Substitutes, and enable mothers to breast- feed their infants by providing legal, economic, practical and emotional support;
- (s) Establish mechanisms to support and involve non-governmental organizations, particularly women's organizations, professional groups and other bodies working to improve the health of girls and women, in government policy-making, programme design, as appropriate, and implementation within the health sector and related sectors at all levels;
- (t) Support non-governmental organizations working on women's health and help develop networks aimed at improving coordination and collaboration between all sectors that affect health;
- (u) Rationalize drug procurement and ensure a reliable, continuous supply of high-quality pharmaceutical, contraceptive and other supplies and equipment, using the WHO Model List of Essential Drugs as a guide, and ensure the safety of drugs and devices through national regulatory drug approval processes;
- (v) Provide improved access to appropriate treatment and rehabilitation services for women substance abusers and their families;

- (w) Promote and ensure household and national food security, as appropriate, and implement programmes aimed at improving the nutritional status of all girls and women by implementing the commitments made in the Plan of Action on Nutrition of the International Conference on Nutrition, 17/ including a reduction world wide of severe and moderate malnutrition among children under the age of five by one half of 1990 levels by the year 2000, giving special attention to the gender gap in nutrition, and a reduction in iron deficiency anaemia in girls and women by one third of the 1990 levels by the year 2000;
- (x) Ensure the availability of and universal access to safe drinking water and sanitation and put in place effective public distribution systems as soon as possible;
- (y) Ensure full and equal access to health-care infrastructure and services for indigenous women.

Strategic objective C.2. Strengthen preventive programmes that promote women's health

Actions to be taken

107. By Governments, in cooperation with non-governmental organizations, the mass media, the private sector and relevant international organizations, including United Nations bodies, as appropriate:

- (a) Give priority to both formal and informal educational programmes that support and enable women to develop self-esteem, acquire knowledge, make decisions on and take responsibility for their own health, achieve mutual respect in matters concerning sexuality and fertility and educate men regarding the importance of women's health and well-being, placing special focus on programmes for both men and women that emphasize the elimination of harmful attitudes and practices, including female genital mutilation, son preference (which results in female infanticide and prenatal sex selection), early marriage, including child marriage, violence against women, sexual exploitation, sexual abuse, which at times is conducive to infection with HIV/AIDS and other sexually transmitted diseases, drug abuse, discrimination against girls and women in food allocation and other harmful attitudes and practices related to the life, health and well-being of women, and recognizing that some of these practices can be violations of human rights and ethical medical principles;
- (b) Pursue social, human development, education and employment policies to eliminate poverty among women in order to reduce their susceptibility to ill health and to improve their health;
- (c) Encourage men to share equally in child care and household work and to provide their share of financial support for their families, even if they do not live with them;
- (d) Reinforce laws, reform institutions and promote norms and practices that eliminate discrimination against women and encourage both women and men to take responsibility for their sexual and reproductive behaviour; ensure full respect for the integrity of the person, take action to ensure the conditions necessary for women to exercise their reproductive rights and eliminate coercive laws and practices;

- (e) Prepare and disseminate accessible information, through public health campaigns, the media, reliable counselling and the education system, designed to ensure that women and men, particularly young people, can acquire knowledge about their health, especially information on sexuality and reproduction, taking into account the rights of the child to access to information, privacy, confidentiality, respect and informed consent, as well as the responsibilities, rights and duties of parents and legal guardians to provide, in a manner consistent with the evolving capacities of the child, appropriate direction and guidance in the exercise by the child of the rights recognized in the Convention on the Rights of the Child, and in conformity with the Convention on the Elimination of All Forms of Discrimination against Women; ensure that in all actions concerning children, the best interests of the child are a primary consideration;
- (f) Create and support programmes in the educational system, in the workplace and in the community to make opportunities to participate in sport, physical activity and recreation available to girls and women of all ages on the same basis as they are made available to men and boys;
- (g) Recognize the specific needs of adolescents and implement specific appropriate programmes, such as education and information on sexual and reproductive health issues and on sexually transmitted diseases, including HIV/AIDS, taking into account the rights of the child and the responsibilities, rights and duties of parents as stated in paragraph 107 (e) above;
- (h) Develop policies that reduce the disproportionate and increasing burden on women who have multiple roles within the family and the community by providing them with adequate support and programmes from health and social services;
- (i) Adopt regulations to ensure that the working conditions, including remuneration and promotion of women at all levels of the health system, are non-discriminatory and meet fair and professional standards to enable them to work effectively;
- (j) Ensure that health and nutritional information and training form an integral part of all adult literacy programmes and school curricula from the primary level;
- (k) Develop and undertake media campaigns and information and educational programmes that inform women and girls of the health and related risks of substance abuse and addiction and pursue strategies and programmes that discourage substance abuse and addiction and promote rehabilitation and recovery;
- (l) Devise and implement comprehensive and coherent programmes for the prevention, diagnosis and treatment of osteoporosis, a condition that predominantly affects women;
- (m) Establish and/or strengthen programmes and services, including media campaigns, that address the prevention, early detection and treatment of breast, cervical and other cancers of the reproductive system;
- (n) Reduce environmental hazards that pose a growing threat to health, especially in poor regions and communities; apply a precautionary approach, as agreed to in the Rio Declaration on Environment and Development, adopted by the United Nations Conference on Environment and Development, 18/ and include reporting on women's health risks related to the environment in monitoring the implementation of Agenda 21; 19/
- (o) Create awareness among women, health professionals, policy makers and the general public about the serious but preventable health hazards stemming from tobacco consumption

and the need for regulatory and education measures to reduce smoking as important health promotion and disease prevention activities;

(p) Ensure that medical school curricula and other health-care training include gender-sensitive, comprehensive and mandatory courses on women's health;

(q) Adopt specific preventive measures to protect women, youth and children from any abuse - sexual abuse, exploitation, trafficking and violence, for example - including the formulation and enforcement of laws, and provide legal protection and medical and other assistance.

Strategic objective C.3. Undertake gender-sensitive initiatives that address sexually transmitted diseases, HIV/AIDS, and sexual and reproductive health issues

Actions to be taken

108. By Governments, international bodies including relevant United Nations organizations, bilateral and multilateral donors and non-governmental organizations:

(a) Ensure the involvement of women, especially those infected with HIV/AIDS or other sexually transmitted diseases or affected by the HIV/AIDS pandemic, in all decision-making relating to the development, implementation, monitoring and evaluation of policies and programmes on HIV/AIDS and other sexually transmitted diseases;

(b) Review and amend laws and combat practices, as appropriate, that may contribute to women's susceptibility to HIV infection and other sexually transmitted diseases, including enacting legislation against those socio-cultural practices that contribute to it, and implement legislation, policies and practices to protect women, adolescents and young girls from discrimination related to HIV/AIDS;

(c) Encourage all sectors of society, including the public sector, as well as international organizations, to develop compassionate and supportive, non-discriminatory HIV/AIDS-related policies and practices that protect the rights of infected individuals;

(d) Recognize the extent of the HIV/AIDS pandemic in their countries, taking particularly into account its impact on women, with a view to ensuring that infected women do not suffer stigmatization and discrimination, including during travel;

(e) Develop gender-sensitive multisectoral programmes and strategies to end social subordination of women and girls and to ensure their social and economic empowerment and equality; facilitate promotion of programmes to educate and enable men to assume their responsibilities to prevent HIV/AIDS and other sexually transmitted diseases;

(f) Facilitate the development of community strategies that will protect women of all ages from HIV and other sexually transmitted diseases; provide care and support to infected girls, women and their families and mobilize all parts of the community in response to the HIV/AIDS pandemic to exert pressure on all responsible authorities to respond in a timely, effective, sustainable and gender-sensitive manner;

(g) Support and strengthen national capacity to create and improve gender-sensitive policies and programmes on HIV/AIDS and other sexually transmitted diseases, including the provision of resources and facilities to women who find themselves the principal caregivers or economic

support for those infected with HIV/AIDS or affected by the pandemic, and the survivors, particularly children and older persons;

(h) Provide workshops and specialized education and training to parents, decision makers and opinion leaders at all levels of the community, including religious and traditional authorities, on prevention of HIV/AIDS and other sexually transmitted diseases and on their repercussions on both women and men of all ages;

(i) Give all women and health workers all relevant information and education about sexually transmitted diseases including HIV/AIDS and pregnancy and the implications for the baby, including breast-feeding;

(j) Assist women and their formal and informal organizations to establish and expand effective peer education and outreach programmes and to participate in the design, implementation and monitoring of these programmes;

(k) Give full attention to the promotion of mutually respectful and equitable gender relations and, in particular, to meeting the educational and service needs of adolescents to enable them to deal in a positive and responsible way with their sexuality;

(l) Design specific programmes for men of all ages and male adolescents, recognizing the parental roles referred to in paragraph 107 (e) above, aimed at providing complete and accurate information on safe and responsible sexual and reproductive behaviour, including voluntary, appropriate and effective male methods for the prevention of HIV/AIDS and other sexually transmitted diseases through, inter alia, abstinence and condom use;

(m) Ensure the provision, through the primary health-care system, of universal access of couples and individuals to appropriate and affordable preventive services with respect to sexually transmitted diseases, including HIV/AIDS, and expand the provision of counselling and voluntary and confidential diagnostic and treatment services for women; ensure that high-quality condoms as well as drugs for the treatment of sexually transmitted diseases are, where possible, supplied and distributed to health services;

(n) Support programmes which acknowledge that the higher risk among women of contracting HIV is linked to high-risk behaviour, including intravenous substance use and substance-influenced unprotected and irresponsible sexual behaviour, and take appropriate preventive measures;

(o) Support and expedite action-oriented research on affordable methods, controlled by women, to prevent HIV and other sexually transmitted diseases, on strategies empowering women to protect themselves from sexually transmitted diseases, including HIV/AIDS, and on methods of care, support and treatment of women, ensuring their involvement in all aspects of such research;

(p) Support and initiate research which addresses women's needs and situations, including research on HIV infection and other sexually transmitted diseases in women, on women-controlled methods of protection, such as non-spermicidal microbicides, and on male and female risk-taking attitudes and practices.

Strategic objective C.4. Promote research and disseminate information on women's health

Actions to be taken

109. By Governments, the United Nations system, health professions, research institutions, non-governmental organizations, donors, pharmaceutical industries and the mass media, as appropriate:

- (a) Train researchers and introduce systems that allow for the use of data collected, analysed and disaggregated by, among other factors, sex and age, other established demographic criteria and socio-economic variables, in policy-making, as appropriate, planning, monitoring and evaluation;
- (b) Promote gender-sensitive and women-centred health research, treatment and technology and link traditional and indigenous knowledge with modern medicine, making information available to women to enable them to make informed and responsible decisions;
- (c) Increase the number of women in leadership positions in the health professions, including researchers and scientists, to achieve equality at the earliest possible date;
- (d) Increase financial and other support from all sources for preventive, appropriate biomedical, behavioural, epidemiological and health service research on women's health issues and for research on the social, economic and political causes of women's health problems, and their consequences, including the impact of gender and age inequalities, especially with respect to chronic and non-communicable diseases, particularly cardiovascular diseases and conditions, cancers, reproductive tract infections and injuries, HIV/AIDS and other sexually transmitted diseases, domestic violence, occupational health, disabilities, environmentally related health problems, tropical diseases and health aspects of ageing;
- (e) Inform women about the factors which increase the risks of developing cancers and infections of the reproductive tract, so that they can make informed decisions about their health;
- (f) Support and fund social, economic, political and cultural research on how gender-based inequalities affect women's health, including etiology, epidemiology, provision and utilization of services and eventual outcome of treatment;
- (g) Support health service systems and operations research to strengthen access and improve the quality of service delivery, to ensure appropriate support for women as health-care providers and to examine patterns with respect to the provision of health services to women and use of such services by women;
- (h) Provide financial and institutional support for research on safe, effective, affordable and acceptable methods and technologies for the reproductive and sexual health of women and men, including more safe, effective, affordable and acceptable methods for the regulation of fertility, including natural family planning for both sexes, methods to protect against HIV/AIDS and other sexually transmitted diseases and simple and inexpensive methods of diagnosing such diseases, among others; this research needs to be guided at all stages by users and from the perspective of gender, particularly the perspective of women, and should be carried out in strict conformity with internationally accepted legal, ethical, medical and scientific standards for biomedical research;

- (i) Since unsafe abortion 16/ is a major threat to the health and life of women, research to understand and better address the determinants and consequences of induced abortion, including its effects on subsequent fertility, reproductive and mental health and contraceptive practice, should be promoted, as well as research on treatment of complications of abortions and post-abortion care;
- (j) Acknowledge and encourage beneficial traditional health care, especially that practised by indigenous women, with a view to preserving and incorporating the value of traditional health care in the provision of health services, and support research directed towards achieving this aim;
- (k) Develop mechanisms to evaluate and disseminate available data and research findings to researchers, policy makers, health professionals and women's groups, among others;
- (l) Monitor human genome and related genetic research from the perspective of women's health and disseminate information and results of studies conducted in accordance with accepted ethical standards.

Strategic objective C.5. Increase resources and monitor follow-up for women's health

Actions to be taken

110. By Governments at all levels and, where appropriate, in cooperation with non-governmental organizations, especially women's and youth organizations:

- (a) Increase budgetary allocations for primary health care and social services, with adequate support for secondary and tertiary levels, and give special attention to the reproductive and sexual health of girls and women and give priority to health programmes in rural and poor urban areas;
- (b) Develop innovative approaches to funding health services through promoting community participation and local financing; increase, where necessary, budgetary allocations for community health centres and community-based programmes and services that address women's specific health needs;
- (c) Develop local health services, promoting the incorporation of gender-sensitive community-based participation and self-care and specially designed preventive health programmes;
- (d) Develop goals and time-frames, where appropriate, for improving women's health and for planning, implementing, monitoring and evaluating programmes, based on gender-impact assessments using qualitative and quantitative data disaggregated by sex, age, other established demographic criteria and socio-economic variables;
- (e) Establish, as appropriate, ministerial and inter-ministerial mechanisms for monitoring the implementation of women's health policy and programme reforms and establish, as appropriate, high-level focal points in national planning authorities responsible for monitoring to ensure that women's health concerns are mainstreamed in all relevant government agencies and programmes.

111. By Governments, the United Nations and its specialized agencies, international financial institutions, bilateral donors and the private sector, as appropriate:

- (a) Formulate policies favourable to investment in women's health and, where appropriate, increase allocations for such investment;
- (b) Provide appropriate material, financial and logistical assistance to youth non-governmental organizations in order to strengthen them to address youth concerns in the area of health, including sexual and reproductive health;
- (c) Give higher priority to women's health and develop mechanisms for coordinating and implementing the health objectives of the Platform for Action and relevant international agreements to ensure progress.

The **Final Declaration of the UN Conference on Sustainable Development** (Rio + 20 Summit, 2012) includes the commitment to reduce maternal mortality and improve the health situation of women. It also enshrines the right of women and men to decide freely on matters relating to their sexuality and sexual and reproductive health.

Sustainable Development Goals (2030 Agenda for Sustainable Development 2015)

Goal 3: Ensure healthy lives and promote well-being for all at all ages

Targets	Indicators
3.1. By 2030, reduce the global maternal mortality ratio to less than 70 per 100,000 live births	3.1.1 Maternal mortality ratio 3.1.2 Proportion of births attended by skilled health personnel
3.2. By 2030, end preventable deaths of newborns and children under 5 years of age, with all countries aiming to reduce neonatal mortality to at least as low as 12 per 1,000 live births and under-5 mortality to at least as low as 25 per 1,000 live births	3.2.1 Under-five mortality rate 3.2.2 Neonatal mortality rate
3.3. By 2030, end the epidemics of AIDS, tuberculosis, malaria and neglected tropical diseases and combat hepatitis, water-borne diseases and other communicable diseases	3.3.1 Number of new HIV infections per 1,000 uninfected population, by sex, age and key populations

	<p>3.3.2 Tuberculosis incidence per 1,000 population</p> <p>3.3.3 Malaria incidence per 1,000 population</p> <p>3.3.4 Hepatitis B incidence per 100,000 population</p> <p>3.3.5 Number of people requiring interventions against neglected tropical diseases</p>
3.4. By 2030, reduce by one third premature mortality from non-communicable diseases through prevention and treatment and promote mental health and well-being	<p>3.4.1 Mortality rate attributed to cardiovascular disease, cancer, diabetes or chronic respiratory disease</p> <p>3.4.2 Suicide mortality rate</p>
3.5. Strengthen the prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol	<p>3.5.1 Coverage of treatment interventions (pharmacological, psychosocial and rehabilitation and aftercare services) for substance use disorders</p> <p>3.5.2 Harmful use of alcohol, defined according to the national context as alcohol per capita consumption (aged 15 years and older) within a calendar year in litres of pure alcohol</p>
3.6 By 2020, halve the number of global deaths and injuries from road traffic accidents	3.6.1 Death rate due to road traffic injuries
3.7 By 2030, ensure universal access to sexual and reproductive health-care services, including for family planning, information and education, and the integration of reproductive health into national strategies and programmes	<p>3.7.1 Proportion of women of reproductive age (aged 15-49 years) who have their need for family planning satisfied with modern methods</p> <p>3.7.2 Adolescent birth rate (aged 10-14)</p>

	years; aged 15-19 years) per 1,000 women in that age group
3.8 Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all	<p>3.8.1 Coverage of essential health services (defined as the average coverage of essential services based on tracer interventions that include reproductive, maternal, newborn and child health, infectious diseases, non-communicable diseases and service capacity and access, among the general and the most disadvantaged population)</p> <p>3.8.2 Number of people covered by health insurance or a public health system per 1,000 population</p>
3.9 By 2030, substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination	<p>3.9.1 Mortality rate attributed to household and ambient air pollution</p> <p>3.9.2 Mortality rate attributed to unsafe water, unsafe sanitation and lack of hygiene (exposure to unsafe Water, Sanitation and Hygiene for All (WASH) services)</p> <p>3.9.3 Mortality rate attributed to unintentional poisoning</p>
3.C Substantially increase health financing and the recruitment, development, training and retention of the health workforce in developing countries, especially in least developed countries and small island developing States	3.C.1 Health worker density and distribution

Goal 5: Achieve gender equality and empower all women and girls

Targets	Indicators
<p>5.2. Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation</p>	<p>Indicator 5.2.1: Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age</p> <p>Indicator 5.2.2: Proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner in the previous 12 months, by age and place of occurrence</p>
<p>5.3. Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation</p>	<p>Indicator 5.3.1: Proportion of women aged 20–24 years who were married or in a union before age 15 and before age 18</p>
<p>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</p>	<p>Indicator 5.6.1: Proportion of women aged 15–49 years who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care</p> <p>Indicator 5.6.2: Number of countries with laws and regulations that guarantee full and equal access to women and men aged 15 years and older to sexual and reproductive health care, information and education</p>

National commitments

WEE-NPP

c) Train women as agriculture, health, and education paraprofessionals to meet local needs

According to the 2014 Afghanistan Midwifery Report, in 2012, only 23% of the estimated need for professional midwives was met, and if the country maintains its current graduation rate, only 8% of the estimated need will be met in 2030. As the 2015 Lancet Midwifery report stated, 87% of essential health services are provided by nurses and midwives; expanding the midwifery and nursing education programmes will improve the quality of care, promote respectful maternity care and enhance behaviour change for this purpose. Meanwhile, to ensure health access in remote areas, community midwifery programmes and community health nursing education programmes will be expanded. This will also contribute to the economic empowerment of Afghan women by creating a viable career for midwives, as midwifery is a socially accepted profession for women.

Roll-out of this programme will follow the existing Community Midwifery Education Programme and the Community Nursing Education Programme being implemented by the Ministry of Public Health and partner NGOs. Over the next five years, the Ministry of Public Health plans to roll-out these programmes across 34 provinces. One key issue that will be addressed in this process is the formation of a regulatory body for nursing and midwifery accreditation in private sector institutions. Through this process, the programme can provide linkages not only through public institutions, but also through private institutions that meet the required curriculum and standards of the Ministry of Public Health.

WEE-NPP

c) Train women as agriculture, health, and education paraprofessionals to meet local needs

Under this area, the particular focus will be on training women based on geographic gaps in vital fields including agriculture, health, and education. The Ministries of Agriculture, Public Health, and Education, will identify key areas which lack basic female service providers including: extension workers, para-veterinarians, nurses, midwives, and teachers. Currently, there is a mismatch between supply and demand in many of these fields. Each responsible Ministry will build mechanisms into its selection process to ensure women from areas that lack basic service providers have better access to such programmes. Where funding is available, scholarships can also be made available to increase access.

Citizen Charter

Delivery of Basic Package of Health Services

o Health facilities will comply with required opening hours (8am to 4pm); required staffing requirements; and provide mandated services

Delivery of Basic Package of Health Services – Same as rural areas, and additionally:

- Private health facilities will provide services according to agreed standards with MoPH.
- Pharmacies will be registered and meet basic requirements stipulated by MoPH.
- Health: Family health posts; support and incentives for community health workers.

3. Agriculture and rural development

Checklist Rural development and agriculture

Guiding questions³⁴:

- What is the division of labour in agriculture? Which crops are grown by men and which are grown by women?
- What are the differences in productivity between women and men?
- Do women and men have equal access to inputs such as fertilisers and seeds?
- Do women have the same rights to own, buy and sell land as men?
- Do women and men have the same possibilities to respond to new incentive systems in the agricultural sector? Do women and men face different constraints arising from socio-cultural norms and values?
- Will the social division of labour such as child care responsibilities and access to property rights impact on their potential to take up new economic opportunities?
- Do female farmers have equal access to credit, information and technology?
- Are extension services equally accessible for female and male farmers?
- What different constraints do women and men face in terms of using agricultural services?
- Do agricultural services cover topics that are relevant for male and female farmers equally?

Examples of possible budgetary implications

- Invest in training of more female extension service workers
- Invest in agricultural credit schemes for women
- Invest in training programs for female farmers

Examples of gender-sensitive indicators:

- Ratio of women to men farmers receiving agricultural extension services
- Ratio of women to men farmers assisted in fish farming activities
- Ratio of women to men farmers receiving planting materials
- Ratio of women and men benefiting from agricultural credit and loans subsidized by government
- Ratio of women and men receiving assistance with technology from government
- Ratio of women and men receiving assistance with marketing from government

³⁴ Adapted from: Commonwealth Gender Management System Series: Gender Mainstreaming in Agriculture and Rural Development: A Reference Manual for Governments and Other Stakeholders

International commitments in the agricultural/rural sector

CEDAW

Article 14

1. States Parties shall take into account the particular problems faced by rural women and the significant roles which rural women play in the economic survival of their families, including their work in the non-monetized sectors of the economy, and shall take all appropriate measures to ensure the application of the provisions of the present Convention to women in rural areas.

2. States Parties shall take all appropriate measures to eliminate discrimination against women in rural areas in order to ensure, on a basis of equality of men and women, that they participate in and benefit from rural development and, in particular, shall ensure to such women the right:

- (a) To participate in the elaboration and implementation of development planning at all levels;
- (b) To have access to adequate health care facilities, including information, counselling and services in family planning;
- (c) To benefit directly from social security programmes;
- (d) To obtain all types of training and education, formal and non-formal, including that relating to functional literacy, as well as, inter alia, the benefit of all community and extension services, in order to increase their technical proficiency;
- (e) To organize self-help groups and co-operatives in order to obtain equal access to economic opportunities through employment or self employment;
- (f) To participate in all community activities;
- (g) To have access to agricultural credit and loans, marketing facilities, appropriate technology and equal treatment in land and agrarian reform as well as in land resettlement schemes;
- (h) To enjoy adequate living conditions, particularly in relation to housing, sanitation, electricity and water supply, transport and communications.

The Agenda 21 of the UN Conference on Environment and Development (1992) emphasises the important role of women in sustainable development. Access to property ownership and land, to agricultural resources, finances and markets, as well as to education are set out as essential to enabling women to have equal participation in development.

Rooted in the Declaration and Action Plan of the World Food Summit (Rome, 1996), gender equality is specified as an objective to be achieved in the struggle for food security.

The Final Declaration of the UN Conference on Sustainable Development (Rio+20 Summit, 2012) affirms the universal right to safe, sufficient and nutritious food and recognises that women's empowerment is essential to agricultural and rural development and to food security.

Beijing Platform for Action

A. Poverty

Strategic objective A.1. Review, adopt and maintain macroeconomic policies and development strategies that address the needs and efforts of women in poverty

Actions to be taken

58. By Governments:

- (e) Develop agricultural and fishing sectors, where and as necessary, in order to ensure, as appropriate, household and national food security and food self-sufficiency, by allocating the necessary financial, technical and human resources;
- (f) Develop policies and programmes to promote equitable distribution of food within the household;
- (i) Formulate and implement, when necessary, specific economic, social, agricultural and related policies in support of female-headed households;
- (m) Enable women to obtain affordable housing and access to land by, among other things, removing all obstacles to access, with special emphasis on meeting the needs of women, especially those living in poverty and female heads of household;
- (n) Formulate and implement policies and programmes that enhance the access of women agricultural and fisheries producers (including subsistence farmers and producers, especially in rural areas) to financial, technical, extension and marketing services; provide access to and control of land, appropriate infrastructure and technology in order to increase women's incomes and promote household food security, especially in rural areas and, where appropriate, encourage the development of producer-owned, market-based cooperatives;

Strategic objective A.2. Revise laws and administrative practices to ensure women's equal rights and access to economic resources

Actions to be taken

61. By Governments:

- (b) Undertake legislative and administrative reforms to give women full and equal access to economic resources, including the right to inheritance and to ownership of land and other property, credit, natural resources and appropriate technologies;

Strategic objective A.3. Provide women with access to savings and

credit

mechanisms and institutions

Actions to be taken

62. By Governments:

- (a) Enhance the access of disadvantaged women, including women entrepreneurs, in rural, remote and urban areas to financial services through strengthening links between the formal banks and intermediary lending organizations, including legislative support, training for women and institutional strengthening for intermediary institutions with a view to mobilizing capital for those institutions and increasing the availability of credit;
- (b) Encourage links between financial institutions and non-governmental organizations and support innovative lending practices, including those that integrate credit with women's services and training and provide credit facilities to rural women.

K. Women and the environment

Strategic objective K.1. Involve women actively in environmental decision-making at all levels

Actions to be taken

253. By Governments, at all levels, including municipal authorities, as appropriate:

- (e) Take measures to integrate a gender perspective in the design and implementation of, among other things, environmentally sound and sustainable resource management mechanisms, production techniques and infrastructure development in rural and urban areas;

Strategic objective K.2. Integrate gender concerns and perspectives in policies and programmes for sustainable development

Actions to be taken

256. By Governments:

- (a) Integrate women, including indigenous women, their perspectives and knowledge, on an equal basis with men, in decision-making regarding sustainable resource management and the development of policies and programmes for sustainable development, including in particular those designed to address and prevent environmental degradation of the land;
- (b) Evaluate policies and programmes in terms of environmental impact and women's equal access to and use of natural resources;
- (c) Ensure adequate research to assess how and to what extent women are particularly susceptible or exposed to environmental degradation and hazards, including, as necessary, research and data collection on specific groups of women, particularly women with low income,

indigenous women and women belonging to minorities;

(d) Integrate rural women's traditional knowledge and practices of sustainable resource use and management in the development of environmental management and extension programmes;

(e) Integrate the results of gender-sensitive research into mainstream policies with a view to developing sustainable human settlements;

(f) Promote knowledge of and sponsor research on the role of women, particularly rural and indigenous women, in food gathering and production, soil conservation, irrigation, watershed management, sanitation, coastal zone and marine resource management, integrated pest management, land-use planning, forest conservation and community forestry, fisheries, natural disaster prevention, and new and renewable sources of energy, focusing particularly on indigenous women's knowledge and experience;

Strategic objective K.3. Strengthen or establish mechanisms at the national, regional and international levels to assess the impact of development and environmental policies on women

Actions to be taken

258. By Governments, regional and international organizations and non-governmental organizations, as appropriate:

(a) Provide technical assistance to women, particularly in developing countries, in the sectors of agriculture, fisheries, small enterprises, trade and industry to ensure the continuing promotion of human resource development and the development of environmentally sound technologies and of women's entrepreneurship;

Sustainable Development Goals

Under the 2030 Agenda for Sustainable Development (2015), the international community has committed itself, in Goal 2, to end all forms of malnutrition, to address the nutritional needs of adolescent girls, pregnant and lactating women, and older persons and to double the incomes of small-scale food producers, in particular women, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment.

Goal 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture

Targets	Indicators
2.1. By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round	2.1.1: Prevalence of undernourishment 2.1.2: Prevalence of moderate or severe food insecurity in the population, based on the Food Insecurity Experience Scale (FIES)

<p>2.2. By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons</p>	<p>2.2.1: Prevalence of stunting (height for age <-2 standard deviation from the median of the World Health Organization (WHO) Child Growth Standards) among children under 5 years of age</p> <p>2.2.2: Prevalence of malnutrition (weight for height $>+2$ or <-2 standard deviation from the median of the WHO Child Growth Standards) among children under 5 years of age, by type (wasting and overweight)</p>
<p>2.3. By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment</p>	<p>2.3.1: Volume of production per labor unit by classes of farming/pastoral/ forestry enterprise size</p> <p>2.3.2: Average income of small-scale food producers, by sex and indigenous status</p>
<p>2.4. By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality</p>	<p>2.4.1 Proportion of agricultural area under productive and sustainable agriculture</p>
<p>2.5. By 2020, maintain the genetic diversity of seeds, cultivated plants and farmed and domesticated animals and their related wild species, including through soundly managed and diversified seed and plant banks at the national, regional and international levels, and promote access to and fair and equitable sharing of benefits arising from the utilization of genetic resources and associated traditional knowledge, as internationally agreed</p>	<p>2.5.1: Number of plant and animal genetic resources for food and agriculture secured in either medium or long-term conservation facilities</p> <p>2.5.2: Proportion of local breeds classified as being at risk, not-at-risk or at unknown level of risk of extinction</p>

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National commitments

WEE-NPP component related to agriculture and Rural development

Agriculture and Livestock:

Similar to the community-driven midwifery and nursing programmes, the Ministry of Agriculture will intensify its demand-driven training of female para-veterinarians and extension workers. In line with the roll-out of horticulture and livestock programmes outlined in component 5, MAIL will train female extension workers and para-vets based on existing gaps in roll-out areas. Service providers in these sectors will work for government on contract for short-term delivery, and later will be transitioned to the private sector as per the Ministry's strategy to privatise input services. Extension workers and para-vets will be trained through existing schools of agriculture in the country, as well as through provincial agriculture resource centres and markets for women outlined in component 5(c), Establishing Special Women's Markets.

Component 4: Ensuring inclusive access to finance

In conjunction with component 4(a) on inclusive finance, women in rural areas interested in starting small businesses will be supported with skills training to increase their chances of success. Through federations of women's savings and self-help groups and Village Savings and Loan Association (VSLAs), The Ministry of Rural Rehabilitation and Development (MRRD) will train women on business cycle and enterprise development. Focus will be placed on opportunity identification, resource mobilization, capacity building training, market linkages, transfer of technology and mentoring.

MRRD follows a demand-driven approach to skills development with support to entrepreneurs based on market demand. MRRD will design and implement capacity building training informed by the following:

- Training needs assessment of the participants and their capacity, including entrepreneurial competencies;
- Analysis and basic study of the value chain or sector/sub-sector;
- Technical feasibility and economic viability;
- Market situation analyses;
- Levels of both business management and technical skills; and
- Matching enterprise and entrepreneur's needs and requirements.

Technical capacity and training providers will vary depending on the nature of the value chains and sub-sectors, and MRRD will establish partnerships with different government and non-government institutions including the Ministry of Agriculture, Irrigation and Livestock (MAIL), Ministry of Commerce and Industries (MoCI), MoWA, MoLSAMD, The Afghan Chamber of Commerce and Industries (ACCI), the private sector, NGOs, and other relevant entities. Particularly on agro-business, MRRD will closely work with MAIL to complement efforts and ensure productivity for enterprise development. This will be done in close linkage with Component 5: Improving Access to Agricultural Inputs, Extension Services, and Markets. MRRD will also strengthen its partnership and coordination with MoCI to ensure sustainability and macro-level value chain assistance so that women entrepreneurs face fewer constraints on marketing their products. MRRD will also help women enterprises approach MoCI for registration and further support, which is linked to activities under Component 6 of this NPP:

Promoting Access to Creative Economy Markets.

Objective: Improve Women's access to finance through informal and formal channels

The WEE-NPP component on Access to Finance will expand women's access to economic resources. Working across ministries as well as in partnerships with NGOs and the private sector across 34 provinces, the government will work to ensure inclusive access to finance.

This part of the WEE-NPP will focus on three priority activities. First, a systematic approach will be developed to expand the reach of village savings and self-help programmes through community-level interventions such as revolving funds. Second, the programme will further expand access to credit for sector-specific associations such as cooperatives, for women undertaking activities in agriculture or handicrafts. Third, the government will work with the private sector to identify and eliminate bureaucratic constraints preventing women's access to formal credit channels.

Sub-Components:

a) Increase access to informal credit through village savings groups

Savings groups have emerged in several parts of the country through government programmes, NGO efforts, and self-organization/community-based programmes. Especially for women, these are important sources of grouping (often 8-10 members) to come together among peers, save small amounts of money, and lend to each other for various needs. They often function as an informal social safety net, with members borrowing small amounts, for example, to cope with a health or livelihood shock to the household. In Afghanistan, as in other countries, these savings groups have a good repayment record because of the strong social accountability involved in borrowing from peers' own money.

However, by themselves, savings groups are insufficient to fully support women's economic empowerment because members, especially poor women, generally lack enough cash for the group to invest in high productivity activities. Furthermore, savings groups often lack quality

and consistent access to training, information, and markets to support their productive activities, and women in savings groups also lack a broader platform beyond small groups to collectively address social constraints to economic empowerment at the community level.

In India and Pakistan these limitations have been addressed by 'clustering' or 'federating' of small women's saving s groups into coordinated, community-level platforms supported by local organizations and government assistance.

This sub-component will develop and Afghan-specific model of such clustering with the potential for sustainability and scalability. It will build on MRRD's experience in implementing the Afghanistan Rural Enterprise Development Program (AREDP) — a programme financed by the Afghanistan Reconstruction Trust Fund (ARTF) for entrepreneurial development — but it will eventually operate on a larger scale and across a broader area. The programme will coordinate closely with experienced NGOs and other actors to create a systematised mechanism for clustering or federating self-help groups and providing them with access to village-level revolving funds. The revolving fund will be a grant entirely owned and managed by the clusters. The aim of the fund is to expand members' access to finance (members own savings will be reserved for basic needs and shock mitigation). The revolving fund at the village level will support prospective entrepreneurs, and will be jointly delivered with basic training outlined under component 2.

As this component will be very input intensive because it requires village-level delivery of interventions, the Government will not have the capacity to begin full-scale implementation across the country. The roll-out will be coordinated through both MRRD and NGOs. MRRD will work with other organisations that have had positive results in this work to form a regulatory body to develop an operational guideline and monitoring programme. A steering committee made up of on and off-budget implementing and managing entities of this programme will meet on a quarterly basis to coordinate national implementation, share best practices and challenges, and plan further scale-up.

Areas of the NPP that will be implemented by MRRD will be implemented through structures in place under the Citizens' Charter, including district-level MRRD officers. Federation of savings groups and enterprise groups will be informed by the various information gathering work that will be done by the CDCs and Facilitating Partners, including community and socio-economic profiling, together with seasonal calendars and women's mobility mapping. The VSLAs will be strengthened by participatory producer-led value chain analysis and their sustainability encouraged through self-evaluation methods to support the achievement of their economic goals.

Over the next five years, this programme will be rolled-out in up to 12,000 communities, aligned with the Citizens' Charter roll-out, depending on security, community acceptance, and the availability of resources.

b) Increase access to credit through associations and cooperatives.

Engaging with existing producer associations and cooperatives will be important for enhancing opportunities for women to access credit in addition to increasing the potential for employment and marketing agricultural and creative products.

The Ministry of Agriculture, Irrigation and Livestock (MAIL) has operated several agricultural credit programmes over the past four years. These include programmes run directly under the Agriculture Development Fund the focus has been on supporting women-owned businesses in agriculture. In particular, an Islamic credit system known as Zahra, was established in 2012, which has helped women-run businesses begin and expand their work, including the Saffron Production Association in Herat.

These sector-specific loans will be reviewed and scaled-up where there is a high potential for return.

c) Identify and eliminate constraints to formal banking

The private banking sector will play a vital role in the success of this NPP. There are a total of 17 commercial banks in Afghanistan, including three state-owned, nine private banks, and five foreign bank branches. These banks offer both conventional and Islamic banking products. Fund-based financing methods include term loans, overdraft, SME financing, and Islamic financial products such as murabahah, mudarabah, musharakah, and ijarah. Non-fund based financing is in the form letter of credit and bank guarantee.

The new Afghanistan banking law and the central bank's rules cover areas such as operating procedures, contract specifications and the operation of a centralized sharia board to determine whether products obey Islamic principles. In October 2015, Afghanistan's central bank, Da Afghanistan Bank (DAB), stated that all banks should provide Islamic banking services in compliance with the law.

Governance of the access to finance activities needs to strike a balance between prudent financial oversight and the need for microfinance institutions to remain flexible and innovative. Afghanistan already benefits from a microfinance regulatory system and these principles will be applied to the WEE- NPP activities as well. Through this component, the government and private sector will partner together to review existing constraints on women's access to finance. The Ministry of Finance and DAB will work with public and private banks to set-up a working group to identify and eliminate bureaucratic constraints around women's access to formal banking and micro-finance. Bank employees will be informed on the positive business impacts of ensuring access to services for women. Further, mobile banking innovations will be used to track both public and private use of new advances for enabling women in isolated parts of the country to access credit. To strengthen the sector while retaining the emphasis on expanding women's access, the Steering Committee will include the Central Bank and Ministry of Finance in order to provide high-level support and consistent oversight. Working under the guidance of the Steering Committee, specialized microfinance service providers such as Women's World Banking will also help local organizations improve their outreach and cost-effectiveness.

c) Train women as agriculture, health, and education paraprofessionals to meet local needs

Under this area, the particular focus will be on training women based on geographic gaps in vital fields including agriculture, health, and education. The Ministries of Agriculture, Public Health, and Education, will identify key areas which lack basic female service providers including: extension workers, para-veterinarians, nurses, midwives, and teachers. Currently, there is a mismatch between supply and demand in many of these fields. Each responsible Ministry will build mechanisms into its selection process to ensure women from areas that lack basic service providers have better access to such programmes. Where funding is available, scholarships can also be made available to increase access.

Component 5: Improving Access to Agricultural Inputs, Extension Services, and Markets

Objective: Increase women's capacity to engage in agricultural markets, enable a transition from subsistence farming to surplus production to improve food security and increase household incomes

Among working age women, only 29% are economically active and most are employed in the agricultural sector (66%).⁹ Agricultural development, food security and poverty reduction are inextricably inter-related and women potentially have a central role in this linkage. Despite their limited engagement in rural development compared to their potential role, they already play a critical role in addressing food insecurity and pervasive rural poverty. Contrary to public perceptions that women are restricted to the four walls of their homes, rural women spend a considerable part of their time on agricultural and livestock work, including the collection of agricultural and livestock produce. Since women's work is restricted to the initial stages of the value chain, the work done by women in agricultural labour is considered to be normal daily family work. As a result, they do not earn income, nor is their work and labour valued and appreciated (and it is also under-reported on formal surveys). However, access to land and regular irrigation are major barriers to the development of these resources.

Component 5 is designed to generate employment, reduce poverty, decrease malnutrition and improve the welfare of socioeconomically destitute and vulnerable families in rural, semi-urban and urban areas. The NPP will reinforce women's role in agriculture by increasing their access to resources, opening up marketing channels for women's products, and reducing the risks and volatility that women producers currently face.

Sub-Components:

a) Increase Agricultural Production through Kitchen Gardens, Nurseries, and Greenhouses for Women

With the aim of strengthening women's role in agricultural production, both for home and market, this sub-component supports kitchen gardening at homes and green houses and

nurseries for agricultural cooperatives. Training on kitchen gardens will be provided to women by female extension workers, who are hired on an as-needed-basis by MAIL to conduct training for beneficiaries on land preparation, horticulture, food processing, hygiene, nutrition, and packaging.

Women who are successful in this activity will then be encouraged to form cooperatives and associations, through which MAIL will then provide inputs and training to establish nurseries and greenhouses. This work will be coupled with extensive training on food production, processing, packaging and market linkage. These groups are also linked to financing mechanisms, as outlined in component 4(b).

Currently, close to 20,000 women are reached through this sub-component through MAIL's existing programmes. MAIL will further scale-up this activity and reach out to roughly 200,000 women over the next four years to provide the inputs and training for kitchen gardens. Considering the fragility of local economies, before the full scale-up plan is designed, an extensive study will be conducted on market feasibility of expanding the programme in areas where there is a risk of oversaturation in the market.

Under the WEE-NPP, goods and services will be procured as per existing legal procedures for Government. The majority of activities are implemented by MAIL. MAIL will also support the alignment of off-budget programmes in-line with this activity through its operational guidelines and through national and provincial level working groups that meet regularly to share information and experiences.

b) Strengthen Livestock Farming by Involving Women

Experience from neighbouring countries such as Bangladesh has shown that for the very poor, asset distributions can be a critical first step in building productive home economies, even taking into account moral hazard problems and the potential of such programs to go off track if not well handled. But tightly controlled programs managed through credible partnerships will strengthen poor women's ability to secure basic incomes from small numbers of livestock through the distribution of milking cows, goats, sheep, chickens and honeybees with specific identification tags, particularly to women living in remote or mountainous areas. This will be coupled with capacity building in the areas of raising milking cows, goats and sheep, aviculture and apiculture and honey production, based on a standard curriculum already in place and being used. Special attention would be given to issues of nutrition, hygiene, stable system reform, raising domestic animals, dairy products processing, packaging and marketing standards.

MAIL's Home Economic Directorate(HED) currently covers about 600 families in 10 provinces. Though small, the directorate built a model that can now be scaled up under the NPP, which is fully aligned with both the goals of the Comprehensive Agricultural Development Program and the government's policies to ensure the inclusion of nomads in development programming. The subcomponent will follow the below procedure:

- Identification of beneficiaries and their mobilization in groups;

- Identification of locations for livestock farms (green lands get cows and mountainous areas get goats);
- Delivery of goats/ cows by companies with expertise in livestock farming on the basis of the standards determined and monitored by MAIL;
- Registration of livestock farms under women's names to ensure women's ownership; and
- Delivery of training by MAIL contracted female extension workers.

The roll-out will be expanded to close to 2,000 families in 2017, with the aim of reaching 10,000 vulnerable families over the next five years.

c) Establish Specialized Women's Markets

This sub-component completes the value chain for the first two sub-components and ensures that women can earn higher profits from their agricultural and livestock products. In the absence of special women markets and cold storage, women producers, under the pressure of finding market for their products quickly after harvesting, agree to lower prices and thus do not make the profit that they are entitled to. With women's special markets, pressure for survival would be reduced and women's ability and talent for creativity in the area could be harnessed. This is in addition to the opportunity of pocketing higher profits.

Under this sub-component, MAIL will establish regional, and gradually provincial level special women markets, as per the following procedure:

- Identify feasible locations for women's markets for their agricultural and livestock products;
- Establish women's markets and connect them to national and international markets, with the aim of expanding women's activities and helping their businesses grow;
- Promote and support women's active role in these markets and help them improve their agricultural and livestock products;
- Support women in having an appropriate and secure location for agricultural and livestock markets; and
- Include cold-storage facilities to enable off-season sales that can yield higher returns.

Over the next five years, the aim will be to complete four regional markets, with the long-term goal of one women's market per province.

Ministry of Rural Rehabilitation and Development

Citizen Charter:

Lead Agency: MRRD and IDLG

Community Development Councils part includes the Gender component focused on financial inclusion and women's business support. Also the gender mainstreaming part include at least 40% of CDC members will comprise of Women, Specific women's mobility and socio-economic status mapping, Specific focus on increasing women CDC members in decision making processes, CDCs and Sub-Committees will be further trained on gender equity and women's needs, Exchange visits for female CDCs and Subcommittee members –identifying "Champion CDCs", Strong collaboration with WEENPP – CDCs to mobilize and support women business skills training and form partnerships in existing community-based lending and business groups.

Minimum Service Standards stated in Citizen Charter-Rural Areas

Access to Clean Drinking Water

- o Minimum of one water point per 25 households

Access to Rural Infrastructure - choice of:

- o Road Access - within 2km walking distance from nearest accessible rural road

- o Electricity - 100W per household

- o Small-scale irrigation - includes any of: Intakes (for secondary/tertiary canals); water divider; water control gates; syphon; water reservoir up to 10,000 M3 capacity; rehabilitation or construction of small Irrigation canal; protection wall; Gabion wall; aqueducts; Super passage.

Quality education in government schools

- o Teachers will have at least grade 12 education

- o Students will have 24 hours of education in grade 1-3, 30 hours of education in grade

4-6 and 36 hours of education in grade 7-12 (per week)

Delivery of Basic Package of Health Services

- o Health facilities will comply with required opening hours (8am to 4pm); required staffing requirements; and provide mandated services

Urban Areas

- Street upgrading and drainage: includes concreting streets; sidewalks; drainage; and tree plantation along streets.

- Solid waste management: includes awareness raising, linked to existing municipal waste collection mechanisms.

- Provision of potable water: includes extension of existing municipal water network; small water supply scheme; or hand pump installation.
- Household numbering
- Lightning/Electricity: Can include extension of electrical grip, including installation of electrical transformers. Additionally households will be encouraged to install lights outside their homes.
- Park, Recreation Area (mainly for women and children)
- Livelihood projects for women

Quality education in government schools – Same as rural areas

Delivery of Basic Package of Health Services – Same as rural areas, and additionally:

- Private health facilities will provide services according to agreed standards with MoPH.
- Pharmacies will be registered and meet basic requirements stipulated by MoPH.

Additional Development Activities Being Aligned with CDCs

- Agriculture: Basic market linkages; Natural resource management (Agricultural NPP);
- Education: Adult literacy classes; Community-Based Education; construction of schools,
- Health: Family health posts; support and incentives for community health workers.
- Disaster risk management: Community managed reconstruction, disaster risk awareness
- Gender: Financial inclusion and women's business support (WEE-NPP), women's literacy.

Gender Mainstreaming in Citizen Charter

- At least 40% of CDC members will comprise of Women
- Specific women's mobility and socio-economic status mapping
- Specific focus on increasing women CDC members in decision making processes
- CDCs and Sub-Committees will be further trained on gender equity and women's needs
- Exchange visits for female CDCs and Subcommittee members – identifying "Champion CDCs"
- Strong collaboration with WEENPP – CDCs to mobilize and support women business skills training and form partnerships in existing community-based lending and business groups

4. Labour and social protection

National commitments

WEE-NPP components related to MoLSAMD

- Facilitating Components,
- 1. “Facilitating activities” are reforms that improve the regulatory and normative environment for women’s economic development.
- 2. “Productive activities” are programs that provide resources directly to women.
-
- **Component 1: Increasing the Availability and Analysis of Gender Statistics**
- Objective: Increase the availability of gender statistics that impacts women’s participation in economic activities, and strengthen the capacity to track, analyse, and use data.
- **Component 2: Removing Legal Barriers to Participation**
- Objective: Eliminate legal barriers to economic participation, and ensure that women are better able to participate in economic and social activities.
 - Sub-components) Ensure that existing, draft, and new legislation do not create barriers to women’s participation
 - b) Raise awareness of legal rights and monitoring implementation of laws and policies

Annex:

Annex 4: GRB Specific Instructions

(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 ministries³⁵ 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.

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?

³⁵ 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

- 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.