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AFGHANISTAN

**USAID PROMOTE: WOMEN IN GOVERNMENT
Gender Analysis Report (Phase I)**

**Contract No. AID-306-I-14-00012
Task Order No. AID-306-TO-15-00044
August 21, 2015**

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ACRONYMS

ACSI	Afghanistan Civil Service Institute
ALBA	Assistance to Legislative Bodies of Afghanistan
ALDO	Afghan Learning and Development Organization
ATVI	Afghan Technical and Vocational Institute
CSO	Civil Society Organization
EA	Equal Access
EPD	Equality for Peace and Democracy
GIRoA	Government of the Islamic Republic of Afghanistan
HR	Human Resource
IDLG	Independent Directorate for Local Governance
KAP	Knowledge, Attitudes, and Perception
MAIL	Ministry of Agriculture, Irrigation and Livestock
MCN	Ministry of Counter Narcotics
MoD	Ministry of Defense
MoE	Ministry of Economy
MoF	Ministry of Finance
MoFA	Ministry of Foreign Affairs
MoHE	Ministry of Higher Education
MoI	Ministry of Interior
MoJ	Ministry of Justice
MoLSAMD	Ministry of Labor, Social Affairs, Martyrs and Disabled
MoPH	Ministry of Public Health
MoWA	Ministry of Women's Affairs
MRRD	Ministry of Rural Rehabilitation and Development
NAPWA	National Action Plan for Women in Afghanistan
UN	United Nations
UNDP	United Nations Development Program
US	United States
USAID	United States Agency for International Development

EXECUTIVE SUMMARY

Promote is a joint commitment by the United States (US) and Afghan Governments that will work to empower 75,000 women between the ages of 18 and 30, and help ensure these women are included among a new generation of Afghan political, business, and civil society leaders. United States Agency for International Development (USAID) Promote: Women in Government is a task order under the Promote Indefinite Delivery Indefinite Quantity contract, designed to increase and advance the number of women in the Afghan civil service. In close coordination with the Ministry of Women's Affairs (MoWA), USAID Promote: Women in Government aims to ensure women are always represented at the highest levels of policy and decision-making in Afghan society and government. This component of Promote facilitates women's entry into decision-making roles in government service, encourages policy reform within the government of the Islamic Republic of Afghanistan (GIROA) at both the national and regional levels, increases support for women in government, and establishes an internship program for high school and college female students interested in working within government ministries.

The USAID Promote: Women in Government project has three objectives:

- Facilitate women's entry into decision-making roles in government service.
- Encourage a hospitable environment for female staff in government.
- Increase local stakeholder support for women in government.

To support the project's objectives, in July and August 2015, the project conducted a Gender Analysis in tandem with the Partnership Assessment to analyze the status of men and women as related to project activities and how local gender norms will shape project design and implementation, and opportunities for male engagement. The findings of this assessment revealed detailed information about the structural as well as cultural challenges faced by women trying to enter government. Perhaps not surprisingly, both female and male interviewees noted that security issues and the distance between home and work were two of the biggest perceived challenges faced by women. However the analysis process also revealed some interesting gender gaps on how men and women perceive other types of challenges – for example males noted more concern about close working quarters and the lack of bathrooms than the females, and conversely females noted more concern about the lack of available office equipment as challenge than the male respondents. The sex-disaggregated information was then used to shape the recommendations to overcome the perceived challenges for women working in government. The resulting recommendations center on how to ensure that existing project activities are designed and implemented in a way that addresses the differing ways in which women and men perceive women working in government.

Section I of this document outlines the methodology used to conduct the analysis. Section II then presents country and project relevant background to give context to the project as well as the recommendations included in this report. Sections in Section III and IV present the sex-disaggregated data relating to constraints, as well as an analysis of relevant gaps and opportunities. The bibliography of documents reviewed for the analysis, the list of meetings conducted and a framework for the questions discussed during the interviews can be found in Annexes A, B, and C respectively. The scope of work for this analysis is in Annex D and the six domain tool is presented in Annex F.

SECTION I. METHODOLOGY

This report analyzes the status of men and women as related to project activities, local attitudes of women working outside of the home, how local gender norms will shape project design and implementation, and possible opportunities for male engagement. Research for this report was done in tandem with the Partnership Assessment which examines the specific structural and policy related barriers facing women in government. By conducting research for these two reports at the same time, the team was able to confirm GIRoA partners at the national and subnational levels and identify potential internship opportunities to engage in meaningful work that will contribute to their professional growth.

The Gender Analysis will be completed in two phases to mirror the project design. This analysis focuses on Kabul to accompany the Year one internship program in Kabul. The second phase of this analysis will focus on Mazar, Jalalabad, Herat, and Kandahar to prepare for the internship program to be started in those areas in Year two. This model is designed to provide the most up-to-date information that will be used to design implementation activities in the year in which they are implemented. The Gender Analysis is comprised of three parts: document review, structured interviews and analysis for project recommendations. After the data was collected, the Gender Analysis uses the six domain framework as a basis of analysis and provides a structure from which to analyze constraints and opportunities for both men and women within the six domains of a person's life that influence their inclusion or exclusion in society.

The document review was completed before departure for Kabul to provide a foundational understanding of historical constraints faced by women, lessons learned from ongoing gender equality and women's empowerment activities, and to identify relevant people and institutions to include in the structured interviews. Information was collected from project documents including project work plans, reports, M&E plans, the draft Partnership Assessment, and relevant country level and provincial level reports on the status of men and women in relation to the project scope of work. Annex A provides the bibliography of sources used for this analysis. Structured interviews with counterparts, partners, project beneficiaries and their communities was conducted in-country through a combination of individual interviews, focus groups, and sample demographic surveys. The interviews collected both quantitative and qualitative data from 64 females and 45 males. Of this group 17 percent of the respondents represented civil service organizations (CSO) or other implementing organizations, 25 percent represented ministries or government actors, and 58 percent represented members of communities. The majority of respondents, 57 percent were between the ages of 18-30. Annex B provides the interview schedule and Annex C lists the questions asked of the three interview cohorts. Data collected from the document review and structured interviews was used to analyze the existing constraints and develop recommendations for opportunities to further the objectives of the USAID Promote: Women in Government project.

While in-country, focus groups and individual interviews were given demographic surveys to complete on an individual basis before the start of the discussion. This analysis has a limited sample size of respondents (109 individuals total) given the security/mobility limitations during the analysis time period which also impacted the regional scope of the review as transportation restrictions limited travel to Kabul City with some respondents representing Parwan Province. Given the mostly urban environment of Kabul, respondents were mostly educated (58 percent with a bachelor's degree and 18 percent with a master's degree) and from higher socioeconomic status and thus not a reflection of the cultural, ethnic, religious and regional diversity of the country. Additionally, security played a role in the location of interviews which may have impacted the willingness of respondents to be open and honest with responses. For example, many of the interviews with representatives of ministries took place in their professional offices thus leaving

some respondents less comfortable voicing their opinion of the real status of women in government. The presence of an expatriate woman conducting the interview may have played a role in the openness of the respondents and their responses as well.

SECTION II. BACKGROUND

Afghanistan is signatory to many international conventions which address women's rights and human rights, including the Convention on the Elimination of All forms of Discrimination Against Women. Formal documents such as the Afghanistan Constitution provides legal path for equal rights for all and prohibits discrimination. The National Action Plan for Women in Afghanistan (NAPWA), which was developed in 2008, includes pillars specifically calling for access to economic opportunities, education and justice for Afghan women. With support from international donors, the government is also working on a National Action Plan for United Nations (UN) Security Council Resolution 1325 which emphasizes the need for women to be fully involved in post-conflict reconstruction. These international commitments, along with the relevant domestic legal frameworks lay the foundation for women's increased participation in across all domains of society. In addition to these supporting frameworks, the gradual liberalization of society has led to an increase in the number of women obtaining education with 54 percent of all girls enrolled in secondary school and around twenty percent of young women enrolled in universities - an increase from only 18 percent of young women enrolled in higher education during the 2013 school year according to the 2015 Afghanistan Statistical Yearbook. This has created more tolerance for women to work not only outside the home but with institutions and environments that have a strong male presence. GIRoA continues to support women's engagement in all aspects of society which extends to the civil service as mentioned in Article 50 of the Constitution:

“The citizens of Afghanistan shall be recruited by the state on the basis of ability, without any discrimination, according to the provisions of the law”

According to data collected from the USAID Promote: Women in Government Partnership Assessment, women make up 23 percent of the total tashkeel positions among 23 ministries. Despite the fact that women now make up almost one quarter of the government positions, their presence in leadership and decision making positions still lags behind. While up-to-date information on the grade details of the current civil servants was not available during the assessment period, information gathered suggests that there has been little change to information collected by the 2011 Gender Capacity Assessment conducted by the Ministry of Justice (MoJ), which noted only six percent of the total positions currently occupied by civil servants were held by women at Grade 1, 2 and 3. As an advantage to the project, currently 13 percent of the tashkeel positions are vacant. Many of these vacancies are located at the sub-national level within the Ministry of Economy (MoE), Ministry of Public Health (MoPH) and Ministry of Agriculture, Irrigation, and Livestock (MAIL). This leaves potential room for project interns to enter government offices without displacing existing staff.

Within this context the USAID Promote: Women in Government is designed to address the barriers preventing women from entering the civil service and realizing their full potential to impact policies and procedures that lead to a more inclusive society. The internship program aims to increase the number of females within government positions through the provision of technical and professional skills training. To ensure that interns not only remain within the civil service but more importantly thrive, the project will address harassment, discrimination, and policy gaps that discourage a hospitable working environment for women. Concurrently, the project's outreach and communication efforts will address the importance of

galvanizing community support for recognizing women's role in affecting positive change in government. Interview questions were designed to consider the structural and cultural barriers to women's engagement in government. The accompanying Partnership Assessment provides detailed information on the policy related issues that are anticipated to impact intern placement and retention. As the project baseline survey was not available during the Gender Analysis, interview questions used for this analysis incorporated aspects of the Promote Knowledge, Attitude, and Perceptions (KAP) Baseline Questionnaire.

A majority of the respondents had positive impressions of government jobs given the economic stability of the positions and most respondents recognized a handful of women in leadership positions within government including parliamentarians, ministers, department heads and police officers. Despite this, negative impressions of women working in government remain, including of the few women in leadership positions. The cultural stigma associated with either women or their families for allowing such work remains. Interestingly, men who were able to identify female leaders believed them to be figureheads with little to no authoritative powers or capacity. Male and female government peers equally pointed out that women don't work within the values of Islam.

- | Anticipated Project Results | |
|------------------------------------|---|
| - | At least 3,000 female university graduates and secondary school graduates complete one year government internships and transition to full-time employment |
| - | 70 percent of females employed by the GIRoA within 24 months of finishing their internship |
| - | 75 percent of reforms made to GIRoA agency workplace policies are those which benefit and protect female employees |
| - | 50 percent gain in number of local stakeholder supporters for women working outside the home |

SECTION III. ANALYSIS

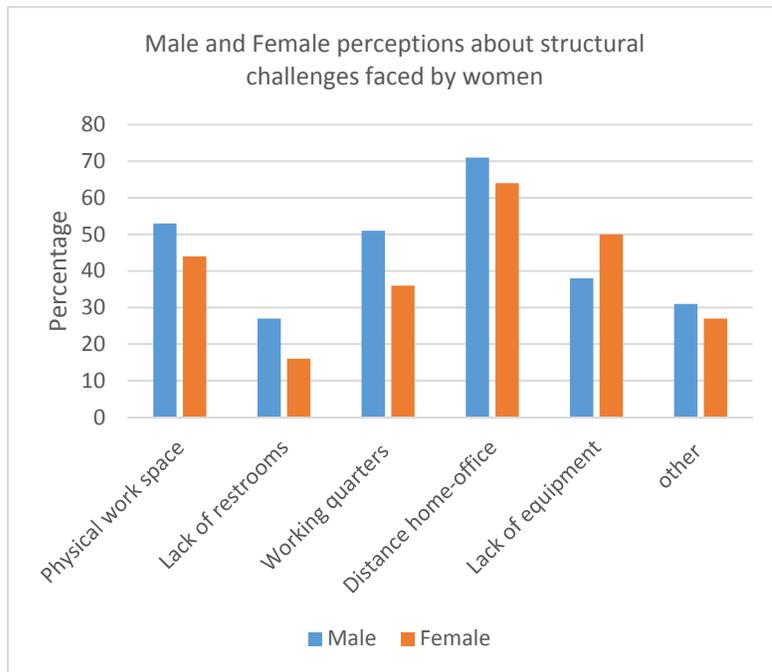
This section provides a Gender Analysis of the operating environments for women in Afghanistan including focusing specifically in Kabul. The analysis shares input collected through the interview process on men's and women's status with regards to the project activities, local attitudes towards women working away from their homes, and how gender norms will shape the project design and implementation. Based on this information, the report then identifies opportunities for male engagement and provides clear recommendations about how to be culturally effective in the Afghan context.

A. Structural Challenges

Structural challenges focused on the basic physical infrastructures available in an office at the ministerial level and did not ask interviewees about their perceptions of national level structures such as gender equitable policies. Interviewees were allowed to select up to three structural issues that they perceived as a challenge to women working in government. The choices included: lack of physical work space, lack of restrooms for women, close working quarters with men, distance between home and office, lack of equipment (such as computers), or other reasons. On average, men selected slightly more structural challenges (with an average of 2.7 answers selected) that they perceived women faced than women (with an average of 2.3 answers selected) selected.

Both men and women perceived the distance between home and the office to be a challenge to women which coincides with the findings that both women and men also marked perceptions about security being the biggest cultural barrier to women working in government. During the interviews, many respondents

agreed that distance between home and the workplace played a role in their mobility options. Families may be supportive of women working outside the home however this option is moot if availability of transportation is lacking. Many Afghans live in mostly rural locations, far from sub-national or central government institutions, making commuting to work a necessity. Commuting to work requires the availability of transportation services suitable for women such as multi passenger buses with dedicated space for women or private vehicles or taxis. Both options can be costly as some respondents shared stories of women having to pay for two seats on a bus in



order to have enough space between the female passenger and other men on the bus to meet societal expectations for appropriate decorum. Private taxis and hired car and drivers are also costly taking into consideration low wages among lower civil service grades. There are shared transportation options for ministry staff however these are often limited.

There was a gendered difference in what women and men identified as the second most important challenge to women working in government with women being more concerned with the lack of equipment whereas men perceive that women would have a challenge of lacking physical workspace. Men were similarly more concerned than women with the perception that women would be in close working quarters with men and the lack of female restrooms. Though it is tolerated that women are working more in more in public institutions, there is still skepticism of non-segregated environments. In an urban center such as Kabul, there is a strong desire to segregate men and women with regards to some activities such as separate dining areas or prayer rooms. Separate facilities for men and women are lacking. There are “lockable” facilities like restrooms and changing rooms for women to access at best however a dedicated space for women only is non-existent.

Additionally, proper and safe childcare facilities are also lacking which hinder women’s consideration to enter work outside the home or apply for positions in government. As one former civil servant manager noted “...there were no considerations for mothers with young children. Either you pick up your child at 4pm and miss the meeting to face resentment from senior management or leave your child alone at the daycare.” The availability of childcare facilities play a significant role in opportunities for women to consider or apply for management or leadership positions. Despite the cultural acceptability of women working outside the home, women are still expected to manage their home and childcare responsibilities and address these challenges on their own. According to data collected for the Partnership Assessment, only 8 of the 23 ministries consulted scored “acceptable” with little support needed to provide work and health facilities for interns. The remaining ministries scored “satisfactory” however requires significant support to ensure their facilities meet minimum standards for access by both male and female staff.

Structural challenges extend to the capacity of ministries at the central and sub-national level to address gender concerns in the workplace. Serving as the departmental lead within ministries to develop and institute gender mainstreaming activities in addition to operationalizing the NAPWA strategy, the perception and capacity of gender units is that these units have little power or affect. Gender units have little or no authority with limited capacity to carry out responsibilities they are given within their ministry. Of the ministries consulted during the period of this report all recognized the mandate of the gender units however few recognized the impact of the gender unit in addressing gender constraints within the ministries. Interestingly, the feedback given on the skills and capacity of the gender unit mirrored the feedback provided on the perception of level of skills and capacity of women throughout their ministry: limited interaction of women with their male colleagues including speaking up in meetings, limited analytical skills applied to work tasks and recurring absenteeism. These same ministries also admitted that gender units are not consulted during ministerial policy research, review or finalization process to address gender considerations at that time. Interviews with ministry representatives including staff working in the human resources directorates and gender units confirmed that data demographics collected often weren't sex-disaggregated or in rare cases when they are recorded not available. This hinders the ability to analyze gendered trends at the individual ministry level or at the very least recognize the importance of thinking through a gender lens to allow for improvements in gender relations.

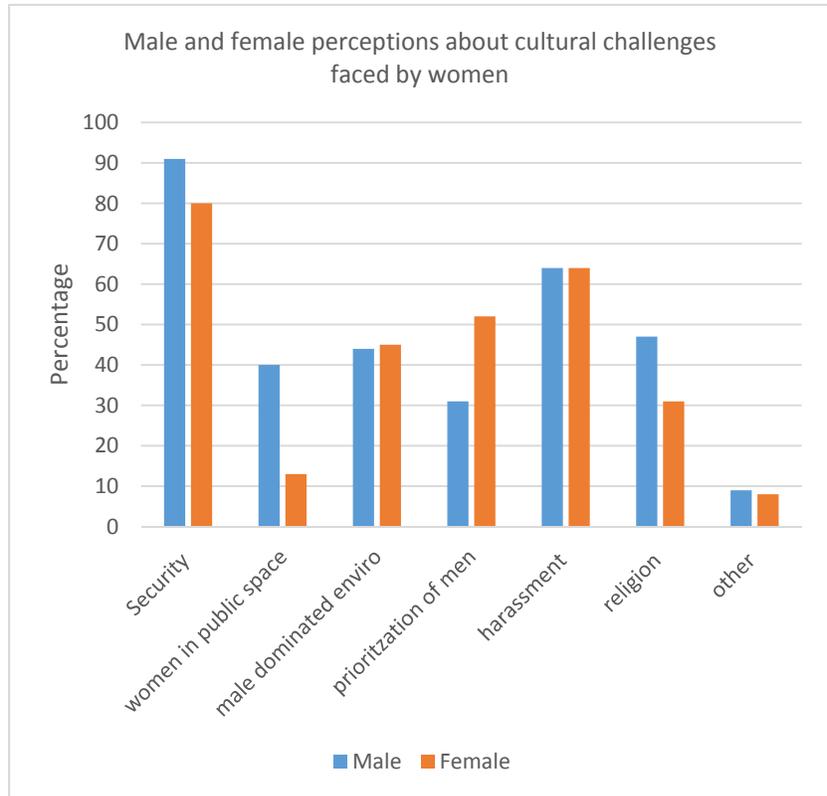
Once women are able to overcome some of these barriers, significant barriers to women's advancement into management or leadership roles within the ministries remain. Despite women's presence and work history in particular ministries, the Civil Service Law calls for open recruitment for external and internal candidates for vacant positions. This often places women at a disadvantage as their work history and performance within the same ministry of the vacant position plays no role or added benefit in the selection criteria. During the interview process, there seemed to be confusion on whether performance development plans existed. Many ministry representatives, including human resources directors noted a performance evaluation process however admitted that they have never seen negative performance recorded which suggests this as a ceremonial process rather than a tool for professional development.

B. Cultural Challenges

Cultural challenges encapsulate the wide variety of issues outside of the office setting that impact women's interest and willingness to work in a government job. These include concrete issues such as the security situation as well as cultural issues such as the perception of women being able to operate in a public space. Interviewees were asked to select up to three structural issues that they perceived as a challenge to women working in government. The choices included: security, women working in public space, women working in male dominated environment, prioritization of employing men before women, harassment/discrimination, interpretation of religion, or other challenges. Similar to perceptions about

structural challenges, men were likely to select slightly more issues that they perceived as a challenge to women (with an average of 3.3 answers selected) than women (with an average of 2.9 answers selected).

Both women (80 percent) and men (91 percent) identified security concerns as the most significant perceived challenge for women to work in a government position. Although it is not surprising that security was cited as a challenge, an analysis of the demographic information suggested significantly more male and female respondents worried about security also were living at home with a parent. Those who did not cite security as a challenge to women's



employment were less likely to be living at home with a parent. Despite this, security remains an important issue to address. Meetings with those representing government agencies, civil society and community members cited that it does not matter what advancements occur in gender relations as long as security issues are not addressed country wide. During the qualitative focus groups, participants explained that security concerns included safety to and from the home, personal security at work and also physical security of the overall work space given that many government institutions are targeted on a daily basis.

Additionally, the presence of anti-government insurgents put government institutions at a greater security risk given their high profile. According to the Partnership Assessment, security facilities such as alarms, security notification procedures, and safe rooms are non-existent in many ministries. One respondent noted how she tells her family how much she loves them before departing for work, having accepted the probability of her workplace being targeted by a bomb or other improvised explosive.

In the quantitative information collected for this analysis, an equal number of female and male (64 percent for both) respondents cited harassment as the second biggest challenge to women working in a government office. During the focus groups sessions both groups of respondents noted the frequency of street harassment that women face during their travel to and from work. Street harassment can vary in degree from unwanted looks, to verbal assault and/or physical contact. Women in densely populated cities like Kabul are especially vulnerable to this challenge. As many government institutions are predominately male, women are susceptible to similar harassment in the work place though in these instances women are less likely to report them given the affect it may have on their job. Unfortunately, many of the ministries consulted for the Partnership Assessment do not have an Anti-Harassment Policy in place. One respondent noted “You’re a good girl if you accept your boss but a bad girl if you challenge him. The shame is on the woman.” As cases of harassment go unrecorded, ministries don’t prioritize the development and implementation of anti-harassment policies.

The prioritization of male staff was noted by female respondents as the third greatest challenge to working in an office environment – which was the only cultural challenge where female respondents (52 percent) saw this as a bigger issue than the male respondents (31 percent). Challenges related to a male-dominated environment was noted as another concerning challenge for female respondents. Nepotism in hiring and promotion process hinder women’s ability to advance in government let alone obtain a position in government. The negative stigma around women working outside the home, especially in mostly male-dominated space persists. Negative perception of ministries-usually ministries that are predominantly male dominated like the Ministry of Interior (MoI). Respondents mentioned there are some ministries that have a reputation for sexual harassment like the Ministry of Defense (MoD), MOI, and Ministry of Foreign Affairs (MoFA).

Male respondents were more likely to cite issues such as women working in a public space or the interpretation of religion as a challenge to women’s work in government than the female respondents in the survey. There is a perception that women who work come from an “immoral” family and as such assumptions are made that the women working are immoral themselves. This often serves as a justification and sometimes invitation for harassment. Interpretation of Islam plays a role in the stigma or support around women working in government. Given the perceptions of women in the work environment, it is unsurprising then that male respondents third greatest challenge to women working in government were related to interpretations of religion, followed by concerns about women being in public spaces.

SECTION IV. PROPOSED ACTION PLAN

Despite the challenges identified above, there is a large contingent of the population who want to see women rise in ranks to decision-making positions. They recognize the talent that is often overlooked and the important role women have in paving the path for a stable and economically viable Afghanistan. As one respondent put it, “women are like birds. If there are no wings, then it can’t fly.” The USAID Promote: Women in Government internship program is the core activity to be implemented over the life of the project. During this time, it is projected that 3,000 female interns go through a rigorous civil service training program and be placed in the ministries for on-the-job training. Respondents were asked during the interview process for their opinions on key aspects of a successful internship program. These responses, along with the quantitative survey information, helped to inform the proposed action points below.

Transportation: Both female and male participants noted that security and the distance between home and the workspace were two of the biggest challenges for women to work in government positions. To alleviate these concerns, it is recommended to ensure secure transportation is provided for interns to and from the Afghan Civil Service Institute (ACSI) and to their respective ministries. It is important to take into consideration the type of transportation provided to interns. A bus would allow others to see young women traveling to work in turn, raising awareness and building a culture of women traveling in public to work. If government-provided transportation was available, encouraging women to use the transportation, this would help to build a culture where men and women safely and comfortably occupy shared space in public.

Facilities: Male participants in the analysis were more concerned about women’s overall physical location in the office setting than the female participants, with greater concerns about women being in close working quarters with men, not having dedicated restrooms and their lack of physical workspace. The only area where female participants scored higher than the male participants related to challenges around the lack of equipment to do their job. Although this project will not invest in any facilities upgrades, it can target its outreach materials towards men to address and alleviate concerns related to women’s honor when they are

in the work environment. Similarly recruitment materials geared towards the female interns can be designed to highlight the office equipment that will be made available to them during the course of their internship.

Policy: Discussions about structural challenges identified policy-related issues that served as barriers for women's success in government. A thorough review of ministerial-level policies through a gender lens is a starting point in identifying institutional barriers that prevent a positive enabling work environment for women. Recommendations for policy considerations for the draft Policy Reform and Workplace Obstacles Reports include:

- Encourage the transition of gender units into a directorate to afford these units the authority they need to make effective changes and the associated required resources
- Implementation of a gender equality strategy at the individual ministry level
- Creation and implementation of Anti-harassment and Anti-discrimination Policy at the ministry level
- Review of the Civil Service Law/Civil Service Reform Law especially with regards to the recruitment process, provision of positive discrimination, internal promotion process and quota system
- Development of "Employee Code of Conduct" at the ministry level that provides serious disciplinary actions taken in the event ethical conduct is violated. Recognize that procedures in place to investigate conduct violations, such as complaints against harassment, balance the protection of all parties and at a minimum employ "Do No Harm" guidelines
- Review benefit policies that provide for gender equitable enabling environment such as leave policies (i.e. maternity/paternity leave) and childcare assistance

Advocacy Campaigns: This analysis highlights the challenges that women and men feel impact the ability of women to work in government offices. While some of the challenges are beyond the scope of the project to address (such as changing the security environment in Afghanistan or constructing new office infrastructure) other challenges can be addressed in the way that the project communicates to and engages the community in its activities. In Kabul, television and the internet were the two most commonly accessed media sources and should be considered as the prime vehicles for project campaigns. Similar to the findings of other outreach related studies, female respondents who participated in this analysis accessed on average fewer media sources (2.2 media sources accessed) to get information about their community than their male counterparts (2.8 media sources accessed). For this reason, campaigns that are targeted specifically towards females should strive to use multiple media sources to ensure that the messaging reaches the target audience. Advocacy campaigns developed for this project will follow the below guidance:

- Develop culturally appropriate advocacy campaigns with influential community figures
- Collaborate with religious leaders on the appropriate interpretation of Islam in supporting women not only working outside the home but also working alongside their male peers
- Continued advocacy training for civil servants for all grade levels in topics such as gender awareness, anti-harassment/anti-discrimination, how to work with male and female peers
- Increased role of women in government is in the best interest of all Afghan citizens

As the team prepares to expand into the four target provinces, it will be especially important to take the following into considerations for Phase II of the Gender Analysis:

- Facilitate a small focus group to further analyze the findings from this report using the six domain framework process listed in Annex F
- Increase focus group discussions for a larger, more diverse sampling of respondents – covering equal numbers of male and female respondents, equal numbers of government, CSOs and community representatives, and greater representation of different age groups
- Add in a cohort of religious leaders especially in rural areas given their influence on private and public life
- Include analysis breakdown of female high school graduates and university graduates different demographics to areas outside of Kabul
- Consider expanding the data/interview team to ensure full participation of sample group respondents

The USAID Promote: Women in Government is an opportunity to supplement and advance efforts for women to realize their positive impact in the development of Afghanistan. Concrete and perceived cultural and structural barriers to women’s advancement in government plays a considerable role in designing and implementing the objectives of this project. By addressing these challenges in project activities, women will have greater access to affect the decision-making paradigm within the GIROA to benefit the men and women across Afghanistan.

ANNEX A. BIBLIOGRAPHY OF GENDER RESOURCES

[2015 Afghanistan Statistical Yearbook, Central Statistics Organization, 2015](#)

[*Afghan National Development Strategy: A Strategy of Security, Governance, Economic Growth and Poverty Reduction \(2008-2013\)*, Islamic Republic of Afghanistan](#)

[Afghanistan Statistics, UNICEF, 2015](#)

[*Assessment of Gender Capacity in the Ministries and State Institutions*](#)

[*Constitution of the Islamic Republic of Afghanistan*, Islamic Republic of Afghanistan.](#)

[*Gender Analysis of Civil Service Training: Working towards equal opportunities for women in the civil service*](#)

USAID Gender Analysis: Sub-National Governance.

Gender Equity Strategy (2007-2013). Afghanistan National Development Strategy, Islamic Republic of Afghanistan

[*Implementation of the National Action Plan for Women in Afghanistan*](#)

[*National Action Plan for the Women of Afghanistan \(NAPWA\), 2007-2017, Islamic Republic of Afghanistan*](#)

Women in the Eyes of Men: Tackling the Structural Roots of Women's Problems in Afghanistan. Afghanistan Human Rights & Democracy Organization. February 2015.

ANNEX B. SCHEDULE OF MEETINGS CONDUCTED

Organization Name	Contact	Date of Meeting
USAID Promote: Women in Government Leadership team	[REDACTED], Interim COP [REDACTED] Acting DCOP [REDACTED] Government Liaison Lead	July 22 th
USAID Promote: Women in Government component technical team	[REDACTED] Internship Coordinator Team Lead [REDACTED] Recruitment/Placement Advisor [REDACTED] Training Specialist [REDACTED] Cont Prof Development Advisor	July 23 rd
EGGI Internship POC	[REDACTED] Communications and Outreach Manger	July 23 rd
USAID Promote: Women in Government COR and technical team	[REDACTED] USAID Promote: Women in Government COR	July 25 th
Provincial Council, Kabul	[REDACTED] Council Member	July 26 th
EPD	[REDACTED]	July 27 th
MAIL	Dr. Yaqoub Hotak, HR Director, [REDACTED] Ahmad Farid Aryan, Deputy HR, [REDACTED]	July 27 th
Female Civil Servants Focus Group#1, Kabul	[REDACTED] USAID Promote: Women in Government	July 28 th
Female Civil Servants Focus Group #2, Kabul	[REDACTED] USAID Promote: Women in Government	July 28 th
Ministry of Education	Qudratullah Andar Sultani, HR Director, [REDACTED] [REDACTED] Meerwais Khan, [REDACTED]	July 29 th
Family Focus Group #2	[REDACTED] USAID Promote: Women in Government	August 1 st
Family Focus Group #3	[REDACTED] USAID Promote: Women in Government	August 1 st
Tadbeer	Mohmmad Ehsan Zai-[REDACTED]	August 1 st
Ministry of Economy	Mirwais Ahmadzai, HR Director, 07 [REDACTED] [REDACTED]	August 1 st
Ministry of Industry and Commerce	Dr. Yaqoub Hotak, HR Director, [REDACTED] Ahmad Farid Aryan, Deputy HR, [REDACTED]	August 1 st
Ministry of Public Works	Mohammad Sharif Rasikh, HR Director, [REDACTED] [REDACTED] Capacity Building Director, [REDACTED] Eng. Qudsia Kaker, Head of Gender Unit, [REDACTED]	August 2 nd
APPF Focus Group	[REDACTED]	August 3 rd
Gender Unit Focus Group#1	[REDACTED] USAID Promote: Women in Government	August 3 rd
Gender Unit Focus Group #2	[REDACTED] USAID Promote: Women in Government	August 3 rd
Male University Student Focus Group #1	[REDACTED]	August 4 th
Male University Student Focus Group #2	[REDACTED]	August 4 th

Provincial Council, Parwan	Chulam Bahaudin Jailani, President	August 9 th
Female University Student Focus Group #1, Parwan	██████████ ██████████ Danish University	August 9 th
IDLG, Parwan	Wahid Sediqy, Spokesman	August 9 th
Department of Women's Affairs, Parwan	Nadera Giyah, Director, DoWA	August 9 th
Female University Students Focus Group #1, Kabul	██████████ Kabul University	August 11 th
Ministry of Hajj and Religious Affairs	Mr. Kalantary, Phone# ██████████	August 14 th (Canceled due to security)
Religious Scholars, Focus Group	Mr. Kalantary, Phone# ██████████	August 14 th (Canceled due to security)

ANNEX C. FRAMEWORK OF QUESTIONS ASKED

The interviews will be conducted with three groups of individuals representing our counterparts and partners, implementing institutions, and community and household members. Each group will be asked to fill out a brief set of questions regarding their demographics. Following the survey, a directed set of questions will be asked to each group that will assist in assessing their current working knowledge of GIRoA and women in government as well as knowledge and attitudes that could be used when designing project activities.

State: Counterpart and Partner Meetings

1. What is their organization's mandate?
2. Are there sex-disaggregated data collected and available?
3. Do they have a gender policy in place? Do they have a gender strategy in place?
4. Do they have a gender unit? In what capacity do they interact with the gender unit?
5. How many male/female staff members work in their organization, department, unit/team? (is there any data available on the grade level and sex breakdown?) Why do you think there's a disparity in the ration of male to female staff members?
6. Do they currently host interns or have an internship program? If so, do they or have they hosted female interns?
7. Do you foresee any challenges with hosting female interns? If so, what would those challenges be?
8. What are some organizational policies in place that encourage gender equality?
9. What are some organizational policies in place that encourage advancement into leadership positions?
10. Are you aware of a women's quota in GIRoA?
11. Do you know of any women serving in a leadership role in government?
12. What is the hiring process for within the organization? (phase, hiring panel representation, etc.)
13. What is the promotion process for within the organization? How is it ensured that both men and women are considered for promotion?
14. Is there a reporting mechanism for all levels within the organization?
15. Is there a performance development plan of some type in place for all staff?
16. Do they work with the gender units to conduct a gender analysis of organizational policies and initiatives before they are finalized and implemented?
17. Do they recommend any polices that would further provide an environment to not only encourage more women in government but also promote women's advancement in leadership positions?
18. What does male engagement and support look like for this internship program?
19. What have been some challenges with internship programs in the past that you are aware of?
20. Do you think the Afghan government is taking initiatives to increase women's participation in the government?
21. Do you think women's inclusion in the local government is necessary for the development of this country?

Civil Society: Implementing Institution Meetings

1. What are the top 3 challenges they see with encouraging more women in government and advancement in government positions?
2. What kind of policies do they recommend would help encourage more women in government and advancement in government positions?
3. What is the perception of women currently working in government?
4. Are you aware of a women's quota in GIRoA?
5. Do you know of any women serving in a leadership role in government?
6. What is the perception of young women working in public spaces? How about young women working in mostly male dominated environments?
7. What are some structural challenges faced by women working in government?
8. What are some policy challenges faced by women working in government?
9. What are some cultural challenges faced by women working in government?
10. What needs to happen for male counterpart buy-in for working with women?
11. What do you see are key elements for success for this internship program?
12. How can civil society support more women in government?
13. Do you think the Afghan government is taking initiatives to increase women's participation in the government?
14. Do you think women's inclusion in the local government is necessary for the development of this country?

Community and Household

1. What are some of the cultural barriers preventing women working in government?
2. What are your impressions of people and women working in government?
3. Are you aware of a women's quota in GIRoA?
4. Do you know of any women serving in a leadership role in government?
5. What are your impressions of women working in mostly male dominated environment?
6. What are your concerns for allowing your wife, sister, daughter and/or niece to work in government? What are some things that could be done to encourage your support for your family members to work in government?
7. What are some things that could be done to encourage more women in government?
8. What do you think are challenges that would prevent women from successfully completing the internship program at the household/community level?
9. What do you think would prevent women from obtaining a job post internship program at the household/community level?
10. What do you think are the benefits of this internship program?
11. Who do you think are critical or influential figures at the community level that this program needs for community buy-in?
12. Would you support a woman in your household if she was offered a job in the public sector or local government entity?
13. Do you think the Afghan government is taking initiatives to increase women's participation in the government?
14. Do you think women's inclusion in the local government is necessary for the development of this country?

ANNEX D. SCOPE OF WORK

OBJECTIVE OF ASSIGNMENT: The Gender Specialist will conduct a gender analysis to assess the status of men and women as related to program activities, local attitudes of women working outside of the home, how local gender norms will shape program design and implementation, and possible opportunities for male engagement. Additionally, the Gender Specialist will support the project's Government Liaison Lead and team in conducting a partnership assessment to confirm potential GIRoA partners at the national and subnational levels and ensure potential internship opportunities to engage in meaningful work that will contribute to their professional growth.

SPECIFIC TASKS:

- Review and document available infrastructure in host government institutions, policies and procedures
- Review existing counterparts with gender focused policies and/or gender-blind policies that reinforce existing patterns of gender inequality or inadvertently affect women negatively
- Conduct an analysis to provide recommendations for host government institutions who wish to host female interns
- Conduct gender analysis in geographic areas and placement sites where USAID Promote: Women in Government intends to implement the internship program
- Support the technical team with the assessment of potential GIRoA partners at the national and subnational levels

ANNEX F. THE SIX DOMAIN FRAMEWORK

While USAID does not have a specified analytical framework that implementers are required to use when conducting gender assessments, the six domain framework mentioned in the ADS 205 is increasingly being used to identify constraints and opportunities faced by women, men, youth, persons with disabilities and other marginalized social groups who may need or want to access project services.

Purpose: The purpose of the six domain framework is to provide a structured rapid analysis of constraints and vulnerabilities faced by the different social groups in relation to specific activities to support more inclusive activities, services, and infrastructure. The tool allows the project team to identify areas of marginalization within six domains of a person's life that influence their inclusion or exclusion in society. By completing the framework, the team will be able to identify activities in which different social groups have significant constraints and to prioritize which activities should be modified to address the constraints.

When to use it: The six domain framework can be used as part of the work planning process as an activity level analysis tool. Understanding that the project is fluid and responsive to counterpart needs and priorities, there will be times when ad-hoc or new activities are introduced throughout the project year. The vulnerability matrix should also be used during such cases to help determine whether the new activities should be modified for inclusion to address the identified constraints.

How to use the tool and analyze results: Each activity should have its own framework analysis completed. Not all activities will present constraints for each social group. Completing the matrix is meant to be a rapid exercise to identify priority areas for inclusion with the technical teams providing technical and contextual understanding/confirmation of the vulnerabilities identified. Only indicate what you know of to be true within the context of the activity. Once the matrix is complete for all proposed activities, make note of the different social groups for whom constraints were identified. Are there any particular social groups who have more vulnerabilities than others for the component activities? These activities should be the priority for inclusion as theoretically these activities will have the greatest impact for inclusion. Review those activities and determine whether there are resources to modify the activities for more inclusion and address the vulnerabilities identified.

Vulnerability Matrix Terms and Definitions

Social Group - an identifiable group of people that share a common characteristic such as background, social status, lineage, language, experiences, or habits. The preliminary social groups identified for inclusion are women, youth, persons with disabilities, persons living with HIV/AIDS, the poor, and the illiterate.

Guiding questions by types of direct technical assistance to consider while completing the vulnerability matrix. Make sure to consider constraints and vulnerabilities by the participants of the activity and the beneficiaries of the outcome.

Trainings

- Who are the participants of the training? Will participants represent any of the PSGs?
- Will the training participants include management and non-management staff? If not, will the training inadvertently exclude any of the target social groups, for example women or youth?
- Do the training participants represent any of the target social groups? For example, do training participants represent persons with disabilities or rural communities?
- Who are the training facilitators? Are the facilitators representative of the needs of the social groups?
- Do adjustments to the time or location of the training need to be changed to be more inclusive?

Procurements

- Is the procurement process inclusive so that members or organizations representing different social groups are able to participate in the bidding process?
- How will the procurements address vulnerabilities faced by the different target social groups?

Consultations

- Are short-term facilitators or consultants aware of different social group vulnerabilities as they relate to the topic area of discussion?
- Who are the people involved in the consultation to provide input? Is the consultative process inclusive and responsive to the needs of the vulnerable groups?
- Is there a public feedback mechanism to obtain input from different social groups? If not, will there be additional vulnerabilities as a result?

Activity:

	Access: a person's ability to use the necessary resources to be a fully active and productive participant in society.	Knowledge, Beliefs, and Perception: the types of knowledge that different groups possess; the beliefs that shape group identities and behavior.	Practices and Participation: peoples' behaviors and actions in life and how women and men participate in activities.	Time and Space: differences where and how time is spent, and how different groups contribute to the welfare of the family, community, and society.	Legal Rights and Status: how people are regarded and treated by customary legal codes, formal legal codes, and judicial systems.	Power and Decision Making: ability to decide, influence, and enforce decisions freely over one's body, in the family, community, and society
Social group: Constraints						
Social group Opportunities						
Social group: Constraints						
Social group: Opportunities						