

WOMEN AND MEN IN AFGHANISTAN 2011





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The Central Statistics Organization (CSO)

in partnership with

The Ministry of Women's Affairs (MOWA), Afghanistan

Published 2012

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FOREWORD

I am very glad that the Central Statistics Organization (CSO) and the Ministry of Women's Affairs (MOWA) have jointly updated the baseline handbook on Gender Statistics in Afghanistan recently, entitled **"Women and Men in Afghanistan 2010: Gender Sensitive Statistics"** by collecting additional data from various sources. Women empowerment and bringing gender perspective in the mainstream of development is a priority agenda of the Government of Afghanistan. The Government has put in place a policy framework supportive of gender equality beginning with the Constitution. It is also signatory to the Convention on the Elimination of Discrimination against Women (CEDAW). Other notable efforts by the Government include ratification of the Beijing Platform for Action and mainstreaming gender equality into major policy frameworks such as the Afghanistan Millennium Development Goals (AMDG), Afghanistan Compact, and the Afghanistan National Development Strategy (ANDS). More importantly, the Government has developed and adopted the National Action Plan for the Women of Afghanistan (NAPWA) which serves as its main vehicle for implementing its gender equality commitments.

Gender statistics and sex disaggregated data are essential components for monitoring progress in achievement of the NAPWA, its associated National Priority Programs and other related commitments. This Hand Book has been prepared to provide preliminary baseline data on key gender indicators of NAPWA which will be enriched progressively as further research is undertaken. This Hand Book provides key sex disaggregated data based on the NAPWA Pillars/ sectors, providing a useful data source for planners, administrators, policymakers, researchers, development partners and gender activists to formulate appropriate programmes and policies for the development of women.

I would like to express my sincere thanks to the President General, Central Statistics Office (CSO), Director, MOWA, Country Director and OIC, UN Women Afghanistan, Unit Manager, ICDU, UN Women Afghanistan and her team including the gender and statistics advisor who drafted the report, an external editor who helped review the draft report, and the distinguished members of the Technical Committee for finalizing this handbook.

Suggestions and comments on the report are most welcome.

Ministry of Women Affairs, Government of the Islamic Republic of Afghanistan

PREFACE

Sex disaggregated data are a requirement for policy review and a guide for the design and implementation of development interventions for the women in Afghanistan. As the lead entity for statistics in Afghanistan, the Central Statistics Organization (CSO) has been generating statistical data that meets the needs of development planning and policy making. Gender disaggregated data presented in this publication, are from existing surveys and administrative records.

In light of the user's demand for gender statistics, the *Women and Men in Afghanistan 2010: Gender Sensitive Statistics* has been compiled by taking published and unpublished data from different Ministries and Departments of Afghanistan. The framework to compile this updated gender statistics is based on the baseline gender statistics report of 2008.

This handbook presents the status on women and men in Afghanistan in the six major thematic areas, namely, Gender and Population; Security, Legal Protection and Human Rights; Leadership and Political Participation; Economy, Work and Poverty; Health; and Education. Each chapter presents the latest available statistics on women and men more importantly, it provides an analysis of the statistics from a gender perspective, revealing existing gender inequalities and calling attention to issues that must be addressed. Where possible, comparisons are made with the women's status in the neighboring countries, particularly in the SAARC region.

We are grateful to the UN Women Afghanistan for providing financial and technical support in developing this publication. We also thank the Ministry of Women Affairs (MOWA) for extending their valuable support in preparation of this report.

I hope that the report will be a useful reference for planners, administrators, policy makers, development partners and women activists in their quest to develop appropriate programmes and policies for women's empowerment and gender equality.

Suggestions and comments for further improvement of the report are most welcome.

Abdul Rahman Ghafoori
The President General
Central Statistics Organization
Government of the Islamic Republic of Afghanistan

ACKNOWLEDGEMENTS

The Central Statistics Organization (CSO) and the Ministry of Women's Affairs (MOWA) are pleased to convey their most profound gratitude to various ministries and departments, which were involved in updating this handbook on Gender Statistics of Afghanistan.

This publication would have not been possible without the support of the UN Women Afghanistan who provided funding and technical support and the distinguished members of the Technical Committee for finalizing this handbook.

We also express our gratitude to our colleagues in the Central Statistics Organization (CSO) and the Ministry of Women Affairs (MOWA), for their valuable assistance in planning the data collection and in supporting us throughout the completion of the updating process. More importantly, we thank the related ministries and departments who provided the necessary data on time.

We hope to be able to update this statistics on a regular basis with the same support and process in the future in order to fulfill the commitment of the Government of Afghanistan to achieve women empowerment and gender equality.

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ABBREVIATIONS

AIHRC	Afghanistan Independent Human Rights Commission
AMDG	Afghanistan Millennium Development Goals
ANDS	Afghanistan National Development Strategy
ANA	Afghan National Army
ANP	Afghan National Police
AISA	Afghanistan Investment Support Agency
BPFA	Beijing Platform for Action
CDC	Community Development Council
CEDAW	Convention on the Elimination of all forms of Discrimination against Women
CPR	Contraceptive Prevalence Rate
CSO	Central Statistics Organization
DHS	Demographic and Health Survey
DoWA	Department of Women's Affairs
GDI	Gender Development Index
GDP	Gross Domestic Product
GEM	Gender Empowerment Measure
GII	Gender Inequality Index
ICDU	Institutional Capacity Development Unit
IDLG	Independent Directorate of Local Governance
IDU	Inject able Drug Users
IMR	Infant Mortality Rate
LFPR	Labor Force Participation Rate

MDGs	Millennium Development Goals
MICS	Multiple Indicators Cluster Survey
MMR	Maternal Mortality Ratio/Rate
MoE	Ministry of Education
MoJ	Ministry of Justice
MoWA	Ministry of Women's Affairs
NGOs	Non-Government Organizations
NHDR	National Human Development Report
NRVA	National Risk and Vulnerability Assessment
NAPWA	National Action Plan for the Women of Afghanistan
TFR	Total Fertility Rate
SAARC	South Asian Association for Regional Cooperation
SRS	Sample Registration System
UNAMA	United Nations Assistance Mission in Afghanistan
UNMACA	United Nations Mine Action Center for Afghanistan
UNFPA	United Nations Population Fund
UXO	Unexploded Ordnance
VAW	Violence Against Women

Executive Summary

The low socio-economic situation of women and girls in Afghanistan presents a serious challenge to human development for the country. Their situation is particularly desperate in the areas of health, human rights, economic productivity, education and literacy, and public participation in leadership and politics. Yet a systematic and comprehensive approach to advocacy and policy influencing in the above areas have been slowed down by lack of statistics in virtually all sectoral areas. This is because the decades of armed conflict made data collection impossible, not to mention that gender was never treated as a variable in the previous studies. These factors have made it difficult to capture the status of women and men in various sectors of life as no data exists in the national records about them.

This Handbook, which is an updated version of the first publication entitled '*Women and Men in Afghanistan: Baseline Statistics on Gender*', provides gender statistics which is a consolidated and reliable source of the evidence needed to bring the concerns of women, girls, boys and men into public domain for appropriate remedial interventions.

Chapter 1 deals with the theme of "Gender and Population." The total population of Afghanistan was estimated at 26 million in 2010, where 24.5 million are settled, and 1.5 million are nomadic groups. Out of settled population, 12 million (49 percent) were females and 12.5 million (51 percent) were males. Data on the population composition pyramid shows that in the 0-4 year age group, 10 percent are girls while 9.5 percent are boys, indicating that more girls being born than boys. But it might also mean that male-child mortality is higher than female-child mortality. The pattern changes for the 25-39 year broad age group where females outnumber males. The shift is explained on war that has claimed the lives of many men and migration to neighboring countries for employment or higher education.

Chapter 2 deals with "Security, Legal Protection and Human Rights." It addresses the impact of violent conflicts on women, especially their participation in security and legal sectors. It emerges that though combatants are generally males, those who bear the brunt of violence, displacement, poverty, widowhood and death are mainly women, girls and boys. The girls suffer threats, kidnappings and other forms Violence against Women (VAW). Data on violence against women obtained from Ministry of Women's Affairs (MOWA/DOWA 2005-2010) and Independent Human Rights Commission (AIHRC, 2011) agree that the top three reported cases of VAW were beating, forced marriage and lack of economic support from husband. What is curious about the two studies is their variance. While MOWA reports a decline in VAW

between 2008 and 2010, AIHRC reports an increase on the same between 2007 and 2009. Representation of women in security and justice system is also quite low.

Chapter 3 looks at the national landscape of women in leadership and politics. It reveals a comparative picture of gender related inequality index, women in the government sector, women and men in decision making positions including community development councils. According to the CSO Statistical Book, 2008/9 reveals that there are 329,911 employees working in the government, of which 81.6 percent are male and 18.4 percent are female. This survey shows that, of the above figure, there are 4,393 government staff holding grade 2 and above positions. Of these, 4,034 or 91.8 percent are male and only 359 or 8.2 percent are female.

Data analyzed reveals that apart from three ministries, nearly all departments register low numbers of women in leadership and governance. To meet the target of National Action Plan of Women of Afghanistan (NAPWA) target of 30 percent representation of women in decision making positions, the government has to retain all the women currently holding decision making positions and attain an annual increase of 2.4 percent in the current level of female representation over the next nine years.

Chapter 4 discusses the statistics showing women's economic status. An assessment of the employment and unemployment by sex shows that females are mostly engaged as unpaid family workers (75 percent). On the other hand, most of the males are working as own account workers (56 percent). It is also reported that females tend to work more in vulnerable types of work, with 96 percent as compared to males with 88 percent. It is alarming to note that there was not even one female who worked as an employer, which implies lack of opportunities for females to progress as leaders in the economic sector.

Chapter 5 contains the current status of women and children with the key maternal and child health indicators in Afghanistan such as life expectancy at birth; infant, under-5 and maternal mortality; total fertility rates, contraceptive use, proportion of births attended by skilled health professionals, immunization coverage and access to improved water and sanitation. The life expectancy of Afghan women is approximately one half of the highest female life expectancy in the world, which is Japan at 85.6 years. Curiously, the life expectancy for women in Afghanistan deviates from world trends. In other countries, women normally live longer than men by an average of three to six years. In Afghanistan, women's life expectancy is a little shorter than that of men. Pregnancy-related conditions remain the main cause of death among Afghan people since 2002, comprising 23 percent of the total deaths in 2009. This partly explains the short life expectancy of women and their under-representation in the country's population.

Chapter 6 on “Education” is the last chapter of the book. Women’s education is the cornerstone for building women’s human capital and a requirement for their meaningful participation, effective leadership, and equal enjoyment of rights in Afghanistan. In this chapter educational data at all levels disaggregated by sex are presented in comparison with the base year. The total enrolment at the primary level disaggregated by sex and province indicates that girls-boys ratio in primary schools is 40/60 in 2010, which was slightly higher than 2005 (ratio was 36/64). The least number of girls attending primary schools was in the Urozgan province with a ratio of 11:89, and the most number of girls attending primary schools were in the Badakhshan and Laghman provinces (where ratio were both 48:52) which is almost equal to gender parity. Seven south eastern provinces had the smallest percentage of girls attending primary schools (where the girl-boy ratio was less than 30 percent) in Afghanistan. The teacher-student ratio at the national level in 2010 is 1:127. Only 14 percent of the total number of teachers in primary schools, are female. Sixteen provinces out of the 34 have less than 10 percent female teachers. The average annual growth rate of girls in the secondary level of education during 2005-2009 was 61 percent for girls and only 34.5 percent for boys indicating that there were more girls enrolled in middle and high schools during the time period.

In Afghanistan, the statistical system is not comprehensive and technical capacity to produce gender statistics is still work in progress. Numbers, as the old saying goes, never lie. Good information builds the mind, character and development choices of a nation. Rebuilding the country’s capacity to generate and process comprehensive data in new areas is a highly compelling imperative. It is a prerequisite to smooth implementation of the strategies mentioned in NAPWA to mainstream gender in Afghanistan. The gaps identified in this Hand Book do not, in any way, downplay the tremendous achievements recorded so far by the government in promoting gender mainstreaming in the six thematic areas. It celebrates the achievements while at the same time pointing out challenges that have to be overcome to achieve the 2020 targets.

INTRODUCTION

The low socio-economic situation of women and girls in Afghanistan presents a serious challenge to human development. They are among the worst off in the world, both in comparison to Afghan men and to women of most countries. Their situation is particularly poor in the areas of health, human rights, economic productivity, education and literacy, and public participation in leadership and politics. Yet a systematic and comprehensive approach to advocacy and policy influencing in the above areas have been slowed down by lack of statistics on the participation of women in the decision-making processes in Afghanistan. This is because previous studies have, for a long time, not included gender as one of the units of analysis. This has made it difficult to capture the status of women and men in various sectors of life as no data exists in the national records about them. To make women visible, the statistics contained here attempt, in a modest way, to bring to the fore the realities that define women's and girls' marginalization in the Afghan society, steps taken to ameliorate the situation, gains or losses recorded and what needs to be done to better their situation. This Handbook, therefore, provides gender statistics which is a consolidated and reliable source of the evidence needed to bring the concerns of women, girls, boys and men into public domain for appropriate remedial interventions.

Gender statistics reflect improved statistical systems, and are vital for informed policy and decision making required to facilitate advances towards achievement of gender equality and women's empowerment. Gender statistics provide the basis for analysis of the differences in the situations and conditions of women and men, girls and boys to lay a foundation for concretisation, public debate and change. The production of gender-sensitive statistics does not involve only the production of sex-disaggregated data. It is just one important component of gender sensitive statistics. To ensure effective mainstreaming of gender, CSO- Afghanistan will strive expand this initiative to identify, produce and disseminate sex disaggregated statistics with respect to all the key sectors in the country to facilitate monitoring changes in the lives of women and men, girls and boys and for the formulation of appropriate policies, plans and measures that directly address the core development challenges. Additionally, the Government of Afghanistan appreciates the need to update gender statistics on a regular basis in addition to re-evaluating available statistics which were organized without considering gender as a unit of analysis across all line ministries.

This Handbook is an updated version of the first publication entitled '*Women and Men in Afghanistan: Baseline statistics on Gender 2010.*' It illuminates the current status of women and men, the changes that have occurred in recent years at the national and provincial levels in

Afghanistan and the gaps that need to be filled. The revision of this publication has been made possible through the coordinated support from the UN Women, the CSO and MOWA. It is hoped that the information contained will serve as a practical guide/tool for gender responsive planning for the country in achieving the ANDS goals by 2020. This publication is designed to be used by planners, policy and decision makers, program developers and implementers, researchers, media, teachers, lawmakers and anyone who works for social justice and pro-people development.

5.6.1 BACKGROUND OF THE PUBLICATION

This is the updated version of the first publication, entitled '*Women and Men in Afghanistan: Baseline statistics on Gender*' which aims to highlight the current status of women and men and also the changes that happened in recent years at the national and provincial levels in Afghanistan. With support from the UN Women, the CSO and MOWA jointly coordinated the updating of this publication. The information contained will serve as a practical guide/tool for gender responsive planning for the country in achieving the ANDS goals by 2020.

Objectives

1. To generate and disseminate data on the key gender concerns as prioritized by the National Action Plan for Women of Afghanistan (NAPWA) that government and partners can use in the process of promoting women's advancement, progress monitoring and reporting;
2. To increase availability and accessibility of gender-sensitive data necessary for better policy development and targeted service delivery required for the achievement of national development objectives;
3. Provide a valuable source of gender-disaggregated data to facilitate policy makers, advocates and development actors explore issues and trends related to gender in Afghanistan;

5.6.2 TARGET USERS

This publication is designed to be used by planners, policy and decision makers, program developers and implementer, researchers, media, teachers, law makers and anyone who works for social justice and pro-people development.

Organization of the Publication

The content of this publication begins with an introduction that describes the current status of women in Afghanistan, the importance of gender statistics, objectives to produce this handbook. The remaining part follows the six sectoral chapters based on the key priorities of the National Action Plan for Women In Afghanistan (NAPWA): Gender and Population; Security, Legal Protection and Human Rights; Leadership and Political Participation; Economy, Work and Poverty; Health; and Education. Each chapter presents the available statistics on women and men in that particular sector. More importantly, it gives an analysis of the statistics from a gender perspective, surfacing the gender inequalities and calling attention to the issues that must be addressed. Whenever possible, comparisons are made with the women's status in the neighboring countries.

CHAPTER 1: GENDER AND POPULATION

Gender issues on population reflect the women's position in the society in terms of population dynamics like fertility level, mortality, migration and their reasons for migrating, age composition, population growth etc. The indicators identified herein are sufficient enough to show how deprived women are in comparison to men.

The chapter presents the sex disaggregated data on population structure by age, population growth, population by provinces, sex ratio, dependency ratios in recent years. Comparisons are made by presenting the time series data to come across the changes that happened with the female population in Afghanistan.

1.1 TOTAL POPULATION

The population of Afghanistan may be classified into two: Settled and nomadic. Settled population, composed of people who reside in fixed place, whether in rural or urban areas, and the "nomadic" population, composed of the so-called "kuchis" who do not have permanent areas of residence.

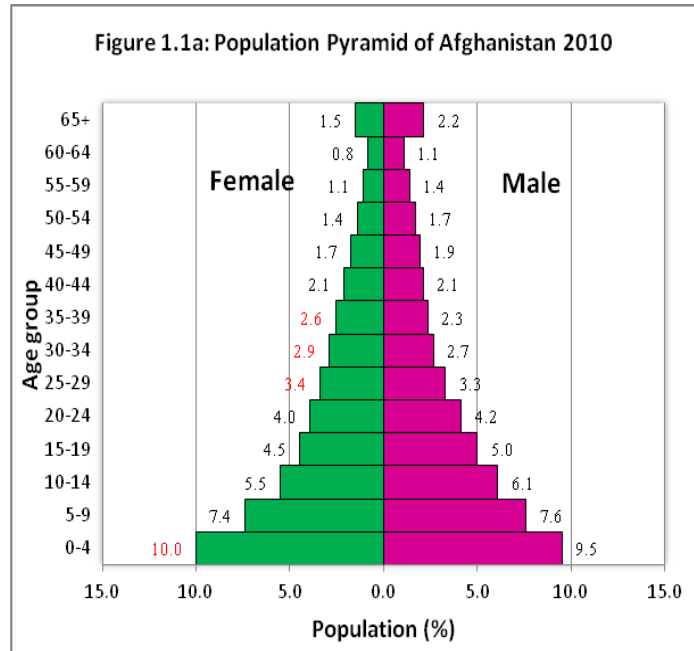
The total population of Afghanistan was estimated at 26 million in 2010, where 24.5 million are settled, and 1.5 million are nomadic groups. Out of settled population, 12 million (49percent) were females and 12.5 million (51 percent) were males. This means that for every 100 females, there are 105 males in Afghanistan. This is called the sex ratio. This ratio is true for the Kuchi population as well.

The growth rate of settled population in Afghanistan was estimated by CSO at 2.03 percent per annum. It is estimated that the settled population will be doubled in the next 35 years if the growth rate will not reduce significantly. The annual growth rates for males and females are 2.031 percent and 2.029 percent respectively in the same year, which means that there will still be more men than women among settled population within the time period.

1.2 AGE-SEX COMPOSITION OF POPULATION

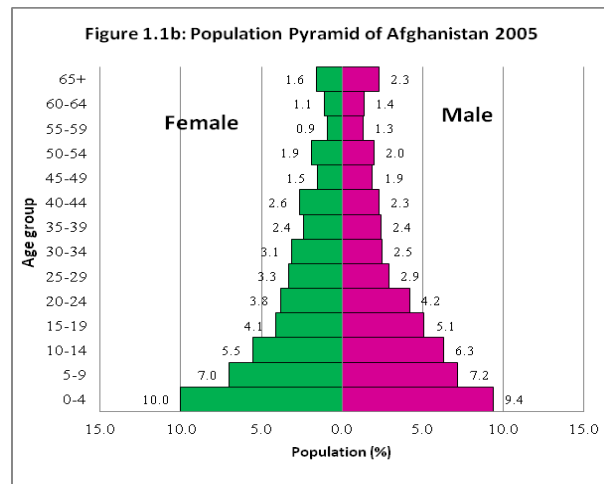
The population composition pyramid shows the structure of various age groups disaggregated by sex. The population pyramids (age, sex & structure) of Afghanistan are presented in the Figures 1.1a and 1.1b for the years 2010 and 2005, respectively.

The figures show the distribution of females and males in 5-year age groups for 2005 and 2010. The data shows that in the 0-4 year age group, 10 percent are girls while 9.5 percent are boys, indicating that more girls being born than boys. But it might also mean that male-child mortality is higher than female-child mortality. However this assumption needs further research for verification. Therefore, there is a need to analyze these data vis-à-vis infant and child mortality rates. At the 5-24 year broad age group however, it is noticeable that there are more males than females.



On the other hand, it can be seen that there are more females in the 25-39 broad age group. This may be attributed to several factors like political conflict in Afghanistan where males are more vulnerable to violence and death caused by these conflicts, and migration to other countries like Pakistan and Iran for employment.

Figure 1.1a shows declining numbers for the female age bracket of 40 years and above in 2010. Of the elderly population, those in the 65 years or above, the country demographics are similar to other South Asian countries. Only 1.6 percent females and 2.3 percent males are in this age group. There has not been much difference in the population pyramid by sex and age-group during the 5-year gap. Females only dominate in the 0-4 and 25-44 age groups. In this age group, there were more females than male's.



Source: Population estimate, CSO, 2011

5.6.3

SEX RATIOS IN SETTLED POPULATION

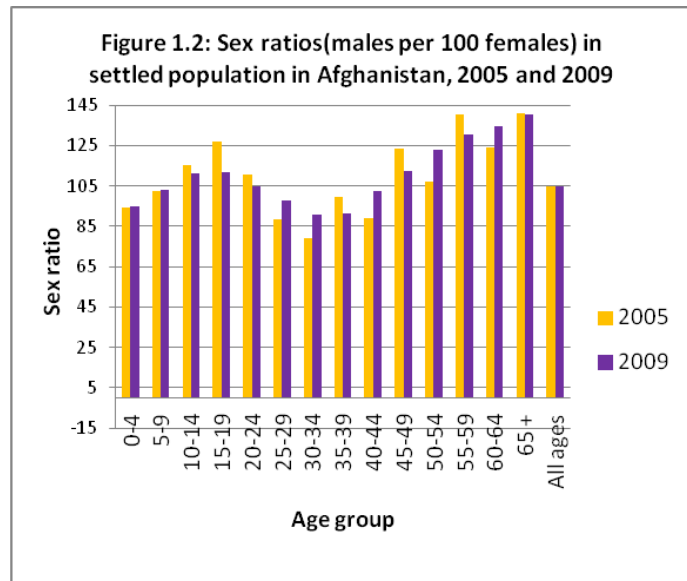
Sex ratios among the settled population, for the years 2009 and 2005 by age groups are shown in Figure 1.2. Sex ratio¹ shows the number of males per 100 females. There was no change in sex ratio in Afghanistan for the years 2005 and 2009. The sex ratio remains that there were 105 males per 100 females. Up to 9 years of age, sex ratio was less than 100 for both the years. There was not much difference in 2005 and in 2009.

Sex ratios were more than 100 in age 10 -24 years in both the years 2005 and 2009. In 2009, sex ratios were less than the sex ratios of 2005 except the age groups of 25-29, 30-34 and 40-44. Male population has decreased from 2005 to 2009, so there was a decline in sex ratios. International migration in quest of employment/education or male mortality due to conflict might be probable causes of decline in the sex ratios.

Sex ratios again went down below 100 for the age 25 years to 44 years for both the years 2005 and 2009. This is the working age group and the youth have the option to leave the country or as mentioned in the above paragraph, there is mortality among males due to conflict.

After the age of 45 years, sex ratios gradually increased up to more than 140 for both the years 2005 and 2009. This indicates that in older age group more men are surviving than women due to higher mortality of women in those ages. But this proposition has to be validated by the age specific mortality rate, which is not available in Afghanistan at present.

There is no change of average sex ratios from the years 2005 to 2009, which are 105.



¹ Sex ratio implies number of males per 100 females in a country in specific year.

Source: Statistical Yearbook, CSO, 2009-10

Age group	2005						2009					
	Female		Male		Total		Female		Male		Total	
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
0-4	2201760	10.0	2078499	9.4	4280259	19.4	2406800	10.0	2279522	9.5	4686322	19.5
5-9	1550018	7.0	1588885	7.2	3138903	14.2	1768947	7.4	1826187	7.6	3595134	15.0
10-14	1214921	5.5	1399436	6.3	2614357	11.8	1317499	5.5	1463377	6.1	2780876	11.6
15-19	895609	4.1	1135630	5.1	2031239	9.2	1071948	4.5	1200504	5.0	2272452	9.5
20-24	835104	3.8	922686	4.2	1757790	8.0	949322	4.0	997097	4.2	1946419	8.1
25-29	733626	3.3	649310	2.9	1382936	6.3	813511	3.4	793883	3.3	1607394	6.7
30-34	690151	3.1	546733	2.5	1236885	5.6	701892	2.9	638139	2.7	1340031	5.6
35-39	528672	2.4	525646	2.4	1054318	4.8	614491	2.6	562577	2.3	1177068	4.9
40-44	571222	2.6	507772	2.3	1078994	4.9	502542	2.1	513972	2.1	1016514	4.2
45-49	339504	1.5	419435	1.9	758939	3.4	415249	1.7	466243	1.9	881492	3.7
50-54	416470	1.9	445971	2.0	862440	3.9	334099	1.4	409832	1.7	743931	3.1
55-59	204824	0.9	287862	1.3	492686	2.2	259520	1.1	339431	1.4	598951	2.5
60-64	246982	1.1	307213	1.4	554195	2.5	197027	0.8	265189	1.1	462216	1.9
65 +	354606	1.6	499353	2.3	853959	3.9	367753	1.5	516947	2.2	884700	3.7
Total	10783469	48.8	11314431	51.2	22097900	100.0	11720600	48.8	122729002	51.2	23993500	100.0

Source: Statistical Yearbook, CSO, 2009-10

5.6.4 POPULATION BY BROAD AGE GROUP

Populations by the broad age groups² of Afghanistan and four South Asian countries (Pakistan, India, Bangladesh and Sri Lanka) are presented in Figure 1.3.

²The broad age groups are 0-14, 15-64 and 65 years and above.

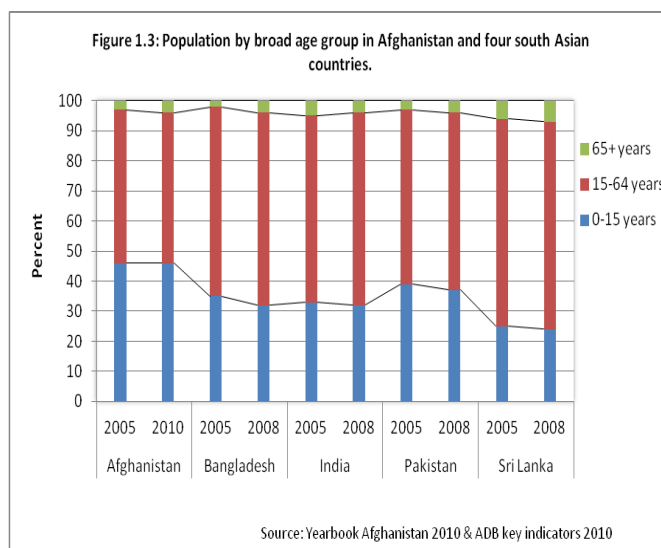
The result shows that Afghanistan has the highest child population (0-14 years) among the countries in South Asian region and also has the lowest working age (15-64 years) population.

The proportion of child population in Afghanistan in 2009 remained the same in 2005 (46.1percent), which is nearly twice as high as that of Sri Lanka (24percent) in 2008. The high percentage of children in the population is a direct result of high fertility. The high proportion of children in the population means increased competition for food, clothing and shelter, and for social services like health and education. In cultures where male preference is pervasive, competition for limited resources results in serious disadvantage of females, particularly girls. Afghanistan's Total Fertility Rate³⁸ was 6.3 in 2009. Such high fertility, combined with illiteracy, poverty, poor access to health care, including limited number of female health care providers and facilities put Afghan women at high risk of mortality.

Afghanistan is not only challenged by a high proportion of children in the population, it also has lower percentage of working age (15-64 years) population. In 2009, the proportion of working age population (50percent) decreased slightly compared to 2005 (51percent). Working age population is the core workforce of a country required to support economic growth. The figure of Afghanistan is 19 percentage points lower than that of Sri Lanka (69percent).

Among the settled population in Afghanistan in 2009, the total working age population of females (25.8 percent) was slightly higher than that of males (24.4 percent). These figures show a slight decline in working age population from 2005 figures.

A high proportion of children and low proportion of people in the working age population denotes a high age dependency ratio. The age dependency ratio is the ratio of non-working age population (0-14 and 65+ years) to the number of working age population, (15-64 years). It can be also be obtained by adding the child dependency ratio and old age dependency ratio.



³ The average number of live births per woman of reproductive age group (15-49) years

The child dependency ratio was 9.18 persons per 10 working age population out of the total settled population of Afghanistan. The old age dependency ratio was 0.73 persons per 10 working age population. Therefore, the age dependency ratio was 9.91 persons per 10 working age population in 2009.

The age dependency ratio of 9.91 per 10 working age population means that, on average, every 10 persons of working age have to support 9.91 non working populations (children and old age). Population in the age group of 65+ years is still not a concern in Afghanistan for both the females and males. The ageing population is 3.7 percent, which is almost same as in 2005.

Age group	2005						2009					
	Female		Male		Total		Female		Male		Total	
	Number	%	number	%	no.	%	no.	%	no.	%	no.	%
0-14	4966699	22.5	5066820	22.9	10033519	45.4	5493246	22.9	5569086	23.2	11062332	46.1
15-64	5462164	24.7	5748258	26.0	11210422	50.7	5859601	24.4	6186867	25.8	12046468	50.2
65+	354606	1.6	499353	2.3	853959	3.9	367753	1.5	516947	2.2	884700	3.7
Total	10783469	48.8	11314431	51.2	22097900	100.0	117206800	48.8	12272900	51.2	23993500	100.0

Source: Statistical Yearbook, CSO, 2009-10

In economic terms, higher child and old age dependency ratio means a higher burden on the working age population. High age dependency ratio leads to a scarcity of resources in poorer families, where women and girls are often most likely the first victims of such scarcity. The majority of women in Afghanistan are involved only in unpaid household work. The male population therefore largely bears the economic burden of age dependency in terms of their better participation in the economy.

5.6.5 LOCATION, HOUSEHOLDS AND GENDER

Majority of the Afghan population is in the rural areas, representing 77 percent of the total population. In 2009, the breakdown of Afghanistan's total population by location according to CSO is:

Rural population: 18,486,200 (72.5percent)

Urban population: 5,507,300 (21.6percent)

Nomadic population: 1,500,000 (5.9percent)

Nearly 80percent of the population lives in the rural/nomadic areas. This poses a challenge to the government to focus on development policies and appropriate strategies that are rural based and can be sustained and implemented through the building of local capacity and mobilization of the rural population.

At an average household size of 7.3 persons at the national level, 7.2 persons for the rural and 7.6 in nomadic populations, and 7.3 persons for the urban population, as reported by NRVA 2007. The estimated total number of households is 3,438,000, where 2,563,000 are in the rural areas, 193,000 are nomadic and 682,000 in the urban areas.

The NRVA estimates of average household size suggests that, on the average, there are 3 - 4 females and a similar number of males in every household. According to NRVA report in 2007, female-headed households were more than 2 percent.

Although the percentage of female-headed households⁴ is small, the absolute number is still large, at around 53,006 in the rural areas, 21,396 in the urban areas, and 4,586 in the nomadic areas. This is a critical concern that government must address because a significant number of female-headed households do not have any economically active members and the women themselves have no sustainable income, economic skills, and capital, which makes them highly vulnerable to economic shocks⁵ and poverty

According to the 2007 NRVA report, there are 660,000 widows. This may be due to the fact that Afghanistan went through war for 23 years where most of the men, most probably family men,

⁴ A female-headed household refers to a household whose head is a female, who is not currently married or living with her husband in such households. The female heads are responsible for the economic sustenance of their family. Such female heads also make most of the major decisions in household matters.

⁵ WFP Rural poverty Report notes that "there is a strong relationship between the sex of the household head and household welfare as follows: female-headed households, defined as such by the households themselves, are more concentrated in the lowest consumption quintiles. Given this, it is not surprising to find female-headed households amongst the poorest."

died. These widows, whether heads of households or not, are relatively young, with an average age of only 35 years. 94 percent of them are illiterate while around 90 percent of Afghan widows have children, majority experiencing difficulties in providing basic needs for their families.

5.6.6 SETTLED POPULATION IN PROVINCES BY SEX

Understanding the population rate of the provinces by sex is essential for identifying the development needs of females and males in the provinces and for the allocation of development funds based on the priority needs of people in these provinces.

Provinces	2005						2009					
	Female		Male		Total		Female		Male		Total	
	Number	%	number	%	no.	%	no.	%	no.	%	no.	%
Kabul	1485.3	6.7	1586.3	7.2	3071.6	13.9	1725.3	7.2	1843.2	7.7	3568.5	14.9
Kapisa	185.5	0.8	189.0	0.9	374.5	1.7	197.9	0.8	201.6	0.8	399.5	1.7
Parwan	277.1	1.3	283.7	1.3	560.8	2.5	296.5	1.2	303.5	1.3	600.0	2.5
Wardak	247.9	1.1	258.4	1.2	506.3	2.3	264.4	1.1	275.7	1.1	540.1	2.3
Logar	163.3	0.7	169.1	0.8	332.4	1.5	174.4	0.7	180.5	0.8	354.9	1.5
Nangarhar	616.1	2.8	645.8	2.9	1261.9	5.7	663.1	2.8	695.3	2.9	1358.4	5.7
Laghman	184.4	0.8	193.7	0.9	378.1	1.7	196.7	0.8	206.8	0.9	403.5	1.7
Panjsher	63.7	0.3	66.7	0.3	130.4	0.6	68.0	0.3	71.1	0.3	139.1	0.6
Baghlan	371.7	1.7	390.8	1.8	762.5	3.5	399.0	1.7	419.6	1.7	818.6	3.4
Bamyan	187.0	0.8	192.2	0.9	379.2	1.7	199.6	0.8	205.1	0.9	404.7	1.7
Ghazni	508.6	2.3	531.5	2.4	1040.1	4.7	543.5	2.3	567.8	2.4	1111.3	4.6
Paktika	179.7	0.8	189.4	0.9	369.1	1.7	191.7	0.8	202.1	0.8	393.8	1.6
Paktya	228.5	1.0	239.0	1.1	467.5	2.1	244.0	1.0	255.5	1.1	499.2	2.1
Khost	237.8	1.1	249.6	1.1	487.4	2.2	253.8	1.1	266.4	1.1	520.2	2.2
Kunarha	186.4	0.8	195.5	0.9	381.9	1.7	199.0	0.8	208.8	0.9	407.8	1.7
Nooristan	61.6	0.3	64.1	0.3	125.7	0.6	65.7	0.3	68.4	0.3	134.1	0.6
Badakhshan	395.1	1.8	410.4	1.9	805.5	3.6	422.0	1.8	438.3	1.8	860.3	3.6
Takhar	405.5	1.8	422.0	1.9	827.5	3.7	434.3	1.8	452.1	1.9	886.4	3.7
Kunduz	409.3	1.9	424.0	1.9	833.3	3.8	442.1	1.8	458.2	1.9	900.3	3.8
Samanga	159.9	0.7	167.8	0.8	327.7	1.5	171.0	0.7	179.4	0.7	350.4	1.5

n												
Balkh	524.2	2.4	548.8	2.5	1073.0	4.9	571.1	2.4	597.9	2.5	1168.0	4.9
Sar-i-pul	230.7	1.0	242.0	1.1	472.7	2.1	246.6	1.0	258.8	1.1	505.4	2.1
Ghor	286.6	1.3	299.3	1.4	585.9	2.7	305.8	1.3	319.4	1.3	625.2	2.6
Dai Kundi	190.2	0.9	200.8	0.9	391.0	1.9	203.0	0.8	214.3	0.9	417.3	1.7
Urozgan	144.2	0.7	153.0	0.7	297.2	1.3	153.9	0.6	163.3	0.7	317.2	1.3
Zabul	125.5	0.6	132.1	0.6	257.6	1.2	134.0	0.6	141.1	0.6	275.1	1.1
Kandahar	482.3	2.2	507.8	2.3	990.1	4.5	526.2	2.2	554.1	2.3	1080.3	4.5
Jawzjan	222.0	1.0	230.0	1.0	452.0	2.0	238.3	1.0	247.0	1.0	485.3	2.0
Faryab	411.5	1.9	428.9	1.9	840.4	3.8	440.7	1.8	459.3	1.9	900.0	3.8
Helmand	380.6	1.7	401.5	1.8	782.1	3.5	406.7	1.7	429.1	1.8	835.8	3.5
Badghis	205.5	0.9	214.9	1.0	420.4	1.9	219.4	0.9	229.4	1.0	448.8	1.9
Herat	762.3	3.4	782.5	3.5	1544.8	7.0	827.0	3.4	849.0	3.5	1676.0	7.0
Farah	208.9	0.9	219.9	1.0	428.8	1.9	223.3	0.9	235.2	1.0	458.5	1.9
Nimroz	67.7	0.3	70.8	0.3	138.5	0.6	72.6	0.3	75.9	0.3	148.5	0.6
Total	10796.6	48.9	11301.3	51.1	22097.9	100.0	11720.6	48.8	12272.9	51.2	23993.5	100.0

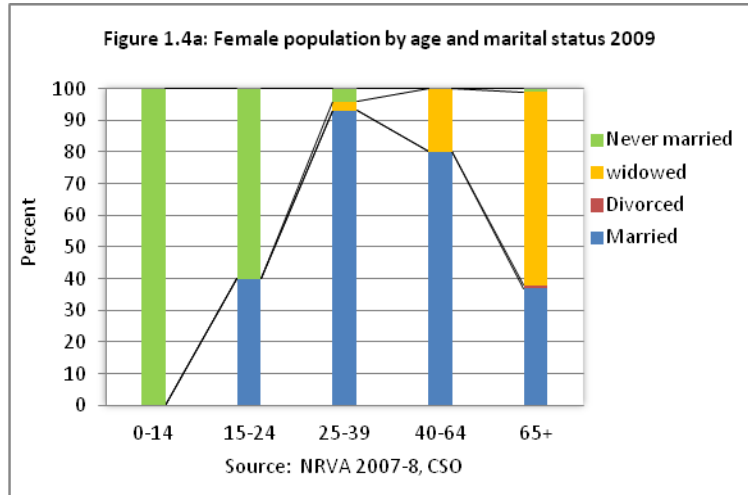
Source: Statistical Yearbook, CSO, 2009-10

The total settled population and the proportion of Afghanistan population by province and sex, as per CSO estimates, are given in Table 1.3. The Kabul province has the highest population at 15percent in 2009, where 7.2percent are females and 7.7percent are males.

Besides Kabul, five other provinces also have high population. These are Nangarhar (5.7 percent), Ghazni (4.6 percent), Balkh (4.9 percent), Herat (7 percent) and Kandahar (4.5 percent).

5.6.7 MARITAL STATUS OF SETTLED POPULATION BY SEX

Marital status is a key social relation in Afghan society. Figures 1.4a shows that after 40 years of age no female remained unmarried. In the age group 25-39 years, 4 percent women remained unmarried. Conversely, 1 percent men were never married even after 40 years of age.



Marriage is a leading determinant of women’s fertility and child bearing, both of which are determining factors in their reproductive health⁶. Early child-bearing has long been seen as a risk to maternity, contributing significantly to large families. It has negative consequences from a physiological point of view. Girls married before puberty are likely to have more children, a risk factor to maternal health.

Figure 1.4b shows the male population by age and marital status in 2009. The analysis shows that 14 percent of females got married early in the 15-24 years age group. The NRVA, 2007/08 estimated that the average first age at marriage for the female was 17.9 years. The percentages of women who were married before they reached age 15, 18 and 20 years were 8, 35 and 52 percent, respectively.

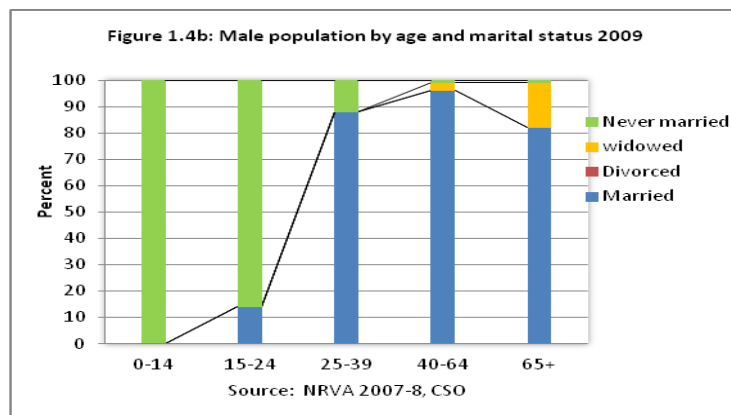
The incidence of divorce and separation are not significant in numbers for both females and males in Afghanistan. The incidence of widowhood had increased as the age increased, particularly for women. The figure shows that around 3 and 17 percent of men aged 45-64 and 65+ years respectively, were widowers; the corresponding data for women were 19 and 61 percent. The major causes of a large number of widows are high male mortality in the past due to conflict in Afghanistan and large age differences between spouses. Widows are classified as a vulnerable group.⁷

⁶ CSO, 2009. ‘National Risk and Vulnerability Assessment 2007/08’

⁷ ibid

The differential between men and women is clearly visible from the two figures, with women having a tendency of getting married earlier than men and thereafter a higher percentage become widowed earlier.

In addition to these figures, NRVA, 2007-8 found that 6 percent of married women (256 thousand) were in union with a husband who had more than one wife. The incidence of polygamy is higher (over 10 percent) among Kuchi and lower (around 4 percent) in the urban areas.



5.6.8 RETURNED REFUGEES

During 23 years of civil war in Afghanistan, it is said that up to 6 million Afghans became refugees, especially in Pakistan and Iran. Refugees started returning to the country from early 2002.

Table 1.4 shows the annual figures when refugees have returned to the country and average annual rate of change. The data shows that the number of returning refugees has been declining over the years during the 8-year period except for 2004 and 2007.

In 2009, the number of assisted returned refugees was 54,552 of which 26,611 were females and 27,941 were males. There was 80 percent reduction of female returned refugees from 2008 to 2009; the corresponding figure for male is also same. **By volume, it was 109,235 females and 144,697.**

In general, 4.4 million refugees returned so far to country as of 2009. Data disaggregated by sex are also available only for the assisted returned refugees. The proportion of females among assisted refugees (47.4 percent) is slightly less than that of the males (52.6 percent). This may reflect the higher number of males who had become refugees in foreign lands. Interventions for returnees, including programs of health, education, shelter, legal services and economic support, should take into account the different needs of women and men. Data on service recipients should also be disaggregated by sex.

Table 1.4: Total number of Assisted returned refugees by sex and annual rate of change,

2002-2009						
Year	Number			Annual rate of change (%)		
	Female	Male	Total	Female	Male	Total
2002	855278	979259	1834537			
2003	214334	261305	475639	-74.9	-73.3	-74.1
2004	364915	396207	761122	70.3	51.6	60.0
2005	253956	260134	514090	-30.4	-34.3	-32.5
2006	69567	70237	139804	-72.6	-73.0	-72.8
2007	178249	187161	365410	156.2	166.5	161.4
2008	135846	142638	278484	-23.8	-23.8	-23.8
2009	26611	27941	54552	-80.4	-80.4	-80.4
Total	2098756	2324882	4423638			

Source: CSO, Statistical year book 2010

5.6.9 DATA GAPS

Afghanistan has not undertaken a complete census of population. The data used in this chapter are those estimated by the CSO and published in the Afghanistan Statistical Yearbook 2009 and Estimated population of Afghanistan,1389. The accuracy of these data is limited by the assumptions made by the CSO in estimating them.

Present data gaps related to population did not allow for the comprehensive examination of relationships between gender and population variables. In this regard, collection of more data and researches are needed.

5.6.10 RESEARCH NEEDS

There is an urgent need for a complete census of the Population of Afghanistan to provide accurate sex disaggregated data on the total population in Afghanistan and information on demographic characteristics such as fertility, mortality, and migration, population size and structure, and household characteristics such as average size. The census gives the sex disaggregated benchmark data on population variables in a country at the lowest level geographical unit viz. village/community. Census data provides government planners, policymakers and administrators with valuable information on which to base their social and economic plans and programs.

Gender sensitive statistics on births, deaths, and marriages per year could also be carried out on the basis of the data generated from the vital registration system (VRS). At

present, the vital registration has been done by the Ministry of Interior, and it is in a very elementary stage and requires considerable development.

Complete vital registration systems, however, are expensive. A sample registration system (SRS) would be less expensive, compared to VRS. Therefore, the nationwide sample registration system could be implemented to collect, analyze and disseminate data on birth, deaths, marriages and migration data.

As mentioned above, further data collection and research are needed to discuss the relationships between gender and population variables in Afghanistan. For example, research is needed on the effects of women's empowerment on the age at marriage, age at first birth, fertility, contraceptive use, proportion of births attended by skilled health personnel, breast feeding, birth spacing, pre-natal, post-natal and during delivery care, infant, child, under five and maternal mortality rates, age structure of population, participation of women in labor market, internal and international migration of women, and size and growth rate of population.

Demographic and health surveys are also a special kind of survey needed to understand the state of fertility and mortality, as well as health and nutrition, and the factors that influence them.

There is a need to systematize the collection of other data and information on the population generated by various ministries and other organizations, including:

Administrative data – data maintained by government and non – government institutions as part of their administrative records;

Service statistics- data from the services provided through programs and projects of government and non – government institutions; and

Secondary data generated by research, assessment or special studies conducted by government, non – government, academic and research institutions as well as individuals on specific themes/ areas.

CHAPTER 2: SECURITY, LEGAL PROTECTION AND HUMAN RIGHTS

2.1 SECURITY SITUATION IN AFGHANISTAN

Security, based on the traditional concept, is defined as becoming free from external and internal threats⁸. Afghanistan has been facing security threats like continuing gun battles with anti-government elements, suicide attacks in many provinces that retarded the pace of development. Security of the country is essential for economic growth and poverty reduction. The Government of Afghanistan has developed the national security policy to ensure security of state, persons and assets through the provision of an integrated and sustainable national security infrastructure, law and order policy. This will facilitate development of Afghanistan's economy, social fabric and thus will enhance national unity.⁹

The enjoyment of women's rights in Afghanistan remains elusive in spite of the Constitutional guarantee of equality in rights and duties of women and men because of on-going armed conflict, cultural beliefs and practices, and the limited capacity of justice system. There were some measures taken, in particular the national action plan for women, to establish greater gender equality by eliminating discrimination and promoting women's participating and leadership.

The chapter contains the areas relating to the conflict and violence on the lives of women viz. participation of women in security sector and legal departments, trend of violence against women, situation of right to information etc.

2.1.1 Concept of Security in NAPWA

Secure environment is a vital precondition to women's advancement. Security for women is defined in the NAPWA as 'security being free from intimidation, fear, threats and violence in

⁸ Security is defined in terms of traditional and modern concepts. According to the traditional concept, a country's military is responsible for providing security for its people from external threats, while the police force is responsible for providing internal security. The intelligence service helps contain both external and internal threats. The modern concept of security, on the other hand, is based on the principle of human security.

⁹ Govt. of Afghanistan. 'Afghanistan National Development Strategy, 2008-2013',

both the public and private spheres of life, allowing them to freely exercise their rights, and pursue activities that will develop their capacities and lead a full and satisfying life.

Insecurity still continues with a slight reduction of armed conflict since the peace process started in 2001. Insurgency and organized crimes present pervasive threats to the lives of people in Afghanistan. Women and girls bear the adverse effects of insecurity. There is threat against school girls, kidnapping by anti-government forces as well as Violence against Women. The threats have also been disrupting the delivery of services in the areas of health, education and income generation.

2.1.2 Internal Displacement of People

Generally, there are two factors of displacement of people within the country: I) Push factors which are related to fear or violence in the place of origin and ii) Pull factors which are related to basic need (improved food, water, shelter, and clothing) that are available at the place of destination. Push factors forced the people to leave the place and pull factors attract them to have better quality of life compared to the place of displacement or origin.

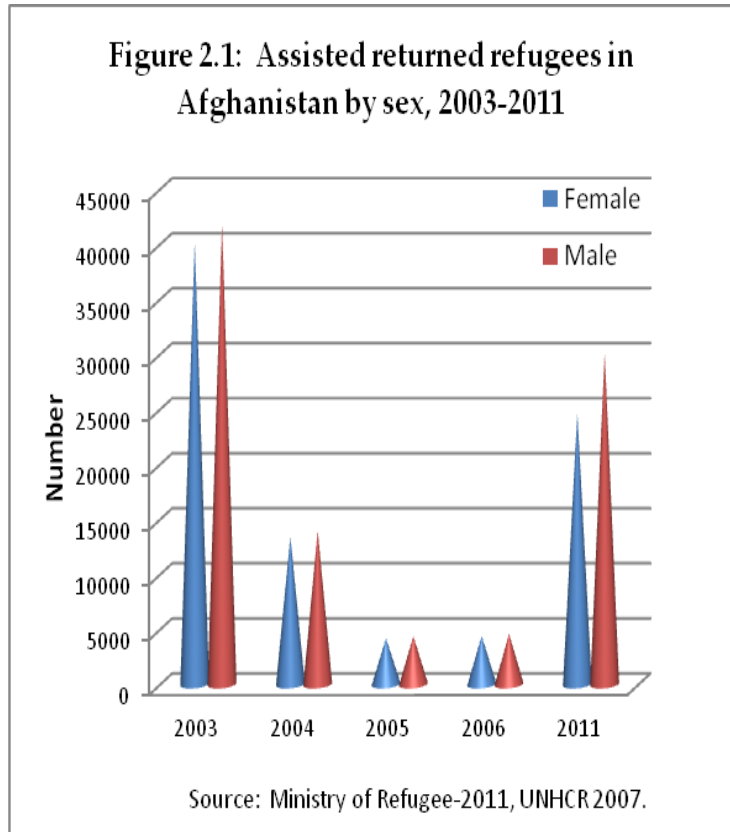
Year	Female		Male		Total	
	No.	%	No.	%	No.	%
2003	40213	49.0	41854	51.0	82067	100.0
2004	13422	49.0	13969	51.0	27391	100.0
2005	4204	49.0	4376	51.0	8580	100.0
2006	4413	49.0	4593	51.0	9006	100.0
2011	24665	45.0	30147	55.0	54812	100.0

Source: Ministry of Refugee, 2011, UNHCR 2007

One of the survey¹⁰ reports by AIHRC on Social and Economic Rights showed that one fifth of the people left due to fear and other factors are availability of improved basic needs at the new place.

¹⁰ AIHRC, 2006. 'Social and Economic Rights'.

Data on returned internally-displaced persons assisted by sex for the years 2003-2006 and 2011 are presented in Table-2.1 and Figure-2.1. As per the Ministry of Refugees and Returnees, the estimated number of internally displaced persons who have returned in 2011 is 54,812. Out of which 24,665 (45percent) were women and 30,147 (55percent) were men. The figure is six times higher than the 2006 figures. It can be seen that the figures were continuously declining from 2003 to 2005, but went slightly higher in 2006. However, it can also be observed that the percentage of women during the 4-year period were all the same, at 49percent.



The ministry also reported that the cumulative number of returnees until 2011, who displaced earlier, is about 5,900,000 and about 5,530,000 Afghan displaced people are still away from the country who yet to be returned to their homes/provinces.

Women and girls tend to suffer more, in terms of their basic needs (such as food, shelter, health, education, and others) before, during and after their displacement. Security should be strengthened, and programmers to improve standards of living need to be implemented in high risk areas to adjust the returnees.

2.1.3 Land Mines

Land mines and other explosive remnants of war are major obstacles to infrastructure and economic reconstruction and a major cause of insecurity in Afghanistan. Afghanistan is one of the most heavily land mined countries in the world. As per the AHDR, 2011, the benchmark for locating and destroying all stockpiles of anti-personnel mines was reached in 2007. However the existence of mines and explosives still pose a threat to the lives of four million Afghans. Only

two provinces have been completely cleared of mines. Statistics have shown that about 5000 Afghans have been either killed or injured in mine explosions since 2001.

According to the United Nations Mine Action Centre for Afghanistan (UNMACA), the number of people injured due to landmines and unexploded ordnance (UXOs) was 1,070 in 2011, which was 73 percent higher than in 2006. Among the injured persons, 163 (15percent) were females and 907 (85percent) were males. It can be seen in Table 2.2 that the number of injured people due to landmines and UXOs has declined from 2005 to 2006 but the figures almost doubled in 2011.

Year	Female		Male		Unknown		Total
	No.	%	No.	%	No.	%	No
2005	71	9.2	668	90.5	2	0.3	771
2006	68	11.0	549	89.0	0	0	617
2011	163	15.0	907	85.0	0	0	1070

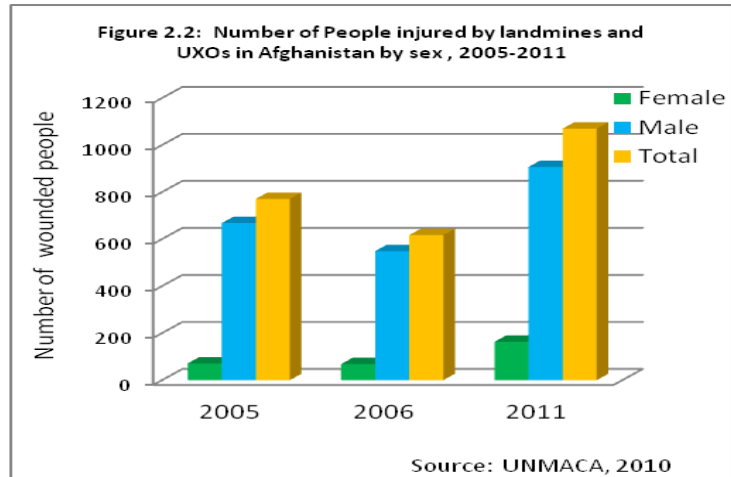
Source: UNMACA, 2011

UNMACA also have data on people killed by land mines. On Table 2.3, a total of 581 people were killed in 3 years, where 10.2percent were women.

Year	Female		Male		Unknown		Total
	No.	%	No.	%	No.	%	No
2005	13	8.1	146	91.3	1	0.6	160
2006	11	9.5	105	90.5	0	0	116
2011	35	11	270	89	0	0	305

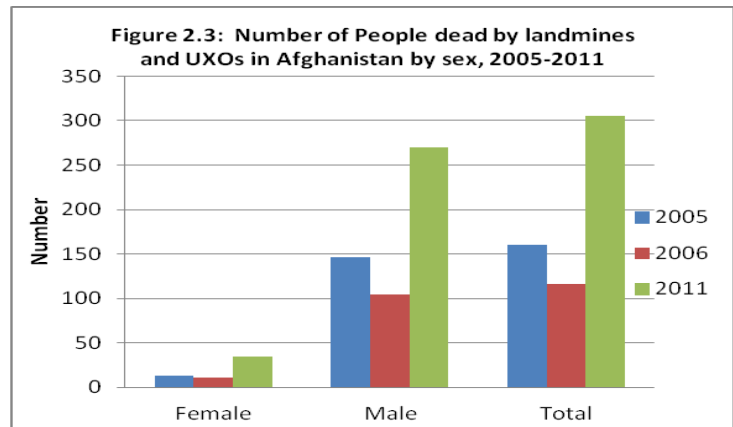
Source: UNMACA, 2011

Land mines and UXO not only threaten Afghans with death or dismemberment, they rob farmers of their livelihoods and impede reconstruction. The total number of male injured persons has also been increased during the same time, 65 percent increases (2005-2011), as shown on Figure 2.2.



The Mine Action Programmed for Afghanistan which was established in 1989 employs some 8,000 Afghans across the country. However, there were no sex-disaggregated data available to support this. The total number of males killed by land mines and UXOs has also increased by 157 percent during 2005-2011, (Fig-2.3).

UNAMA documented 1,462 civilian deaths and 2,144 civilian injuries in the first six months of 2011, an increase of 15 percent over the same period in 2010 due to armed conflict. Civilian deaths from IEDs (Improvised Explosive Devices) increased 17 percent from the same period in 2010, making IEDs the single largest killer of civilians in the first half of 2011. Suicide attacks in 2011 have become more complex, often using multiple bombers in spectacular attacks that kill many Afghan civilians. Recruitment and use of children in the armed conflict emerged as an increasing concern. Deaths as a result of aerial attacks increased 14 percent in the first half of 2011, causing 38 percent of civilian deaths attributed to pro-government forces¹¹.



2.1.4 Violence targeting schools

¹¹ UNAMA report, 2011.

Girls in Afghanistan started to go to school at the onset of peace and reconstruction in December 2001. They have been barred from schooling during the Taliban regime. Some families in highly conservative parts of Afghanistan, such as the southern and eastern regions, still deny girls the right to schooling.

The occurrence of school destruction has been increasing over the years. In 2009 alone, there were a total of 112 Afghan schools that were attacked, burned or destroyed, compared to a cumulative total of 192 schools in 2005-2007. Out of these 112 schools, 21 were primary schools, 45 were middle schools, and 43 were high schools.

Higher burning cases found in four provinces (Logar, Kunarha, Badakhshan and Urozgan) where more than 10 schools had been burned in 2009. School burning incidence was more in middle and high school levels than the primary level.

Provinces	2009					2005-07 (Total)
	Total	Primary	Middle	High	Unknow n	
Kabul	0					3
Kapisa	0					3
Parwan	2	-	2	-	-	4
Wardak	4	-	-	4	-	11
Logar	11	2	7	2	-	16
Nangarhar	2	-	1	1	-	3
Laghman	2	-	-	2	-	2
Panjsher	0					1
Baghlan	2	-	-	1	-	0
Ghazni	8	-	3	5	-	13
Paktika	0	-	-	-	-	10
Paktiya	4	2	-	2	-	8
Khost	4	1	-	3	-	5
Kunarha	12	4	4	4	-	3
Nooristan	5	1	2	2	-	1
Badakhshan	19	1	11	7	-	4
Takhar	0	-	-	-	-	2
Kunduz	2	-	-	2	-	5
Balkh	0	-	-	-	-	9
Sar-e-Pal	0	-	-	-	-	3

Ghor	2	-	1	1	-	3
Dai Kundi	0	-	-	-	-	1
Urozgan	11	8	3	-	-	5
Zabul	0	-	-	-	-	11
Kandahar	0	-	-	-	-	11
Jawzjan	9	1	5	3	-	1
Faryab	3	-	3	-	-	1
Helmand	0	-	-	-	-	39
Badghis	1	-	-	-	1	4
Heart	3	-	-	2	1	0
Farah	5	1	2	2	-	8
Nimroz	1	-	1	-	-	2
Total	112	21	45	43	3	192
Source: Ministry of Education 2010						

2.1.5 Violence against Women

Violence against women¹² is one of the main security problems for women in Afghanistan. Current data on violence against women were obtained from Ministry of Women's Affairs and Independent Human Rights Commission where most of the cases were reported. However, there are efforts by government and NGOs to record VAW cases systematically.

The total number of VAW incidences reported to MOWA was lower in 2010 compared to 2008 (Table 2.5). The total number of reported cases 2010 was 1,443 compared to 2,914 cases in 2008. This showed a decrease of slightly more than 50percent. The top three reported cases of VAW in 2010 were escape from home (340 cases or 23.6 percent) beating (319 cases or 22.1 percent), and divorce/separation (171 cases or 11.9percent) which comprised almost 58 percent of all reported cases. These were also the top reported cases in 2008 but beating came first with 723 cases (32.6percent), divorce / separation with 259 cases (11.2percent), and escape from home with 226 cases (10.2percent). It can be noted from the data that the number of cases reported for beatings and forced marriages has been decreasing over the years. The total number of beatings reported in 2005-2006 was 1,011, which comprised almost half of the total number of reported

¹² VAW is defined as "any act of gender based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life" (BPFA, para.113).

cases of VAW incidence in Afghanistan with 47.4 percent. These reports have significantly decreased to 723 cases in 2008 and only 319 cases in 2010. Likewise, for forced marriages, a total of 769 cases were reported in 2005-2006. Reporting decreased to 190 cases in 2008 and 95 cases in 2010. Other significant VAW cases reported included murder, lack of economic support from husband, self immolation/burning and abduction/disappearance.

Types of VAW	Cases 2010		Cases 2008		Cases 2005-2006	
	No	%	No	%	No	%
Beating	319	22.1	723	32.6	1011	47.4
Forced Marriage	95	6.6	190	8.6	769	36.1
Lack of economic support from husband	107	7.4	87	3.9	100	4.7
Property taken away by in-laws	27	1.9	52	2.4	20	0.9
Murder	69	4.8	194	8.8	87	4.1
Exchange of women/girl	8	0.5	93	4.2		
Rape	12	0.8	83	3.7	33	1.5
Prevention of women in social activities	-	0	-	0	24	1.1
Trafficking of girls/ selling	9	0.6	42	1.9	10	0.5
Suicide	17	1.2	30	1.4	-	-
Self immolation /burning	84	5.8	54	2.4	-	-
Heritage (property) not received from parents	-	0	-	0	3	0.1
Escape from Home	340	23.6	226	10.2	2	0.1
Divorce/ Separation	171	11.9	259	11.7	-	-
Abduction/ Disappear	40	2.8	49	2.2	-	-
Others (child marriage, nullify engagement, drug addict etc.)	145	10	134	6	74	3.4
Total	1443	100.0	2914	100.0	2133	100.0

Source: MOWA, 2011

The total number of reported VAW cases registered in the Afghanistan Independent Human Rights Commission headquarters in Kabul and regional offices are shown in Table 2.6. The total number of reported cases nationally in 2007-09 was 1,603 indicating an increase of 33.7 percent compared to 1,199 cases in 2006. The top three reported cases of VAW in 2007-09 were beating

(538 cases or 33.6 percent), forced marriage (237 cases or 14.6 percent) and lack of economic support from husband (276 cases or 17.2 percent) which comprised almost 65.6 percent of all reported cases. These were also the top reported cases in 2006. Other types of violence that indicate significant increase include murder, rape and prevention of women in social activities and exchange of girls/women. Registered cases relating to murder and prevention of women in social activities increased significantly in 2007-09 from 2006 from 50 cases to 158 cases and 19 cases to 90 cases, consecutively.

Type of Violence	Cases, 2007- 2009		Cases 2006	
	No	%	No	%
Beating	538	33.6	558	46.5
Forced Marriage	237	14.8	213	17.8
Lack of economic support from husband	276	17.2	198	16.5
Property taken away by in-laws	0	0.0	74	6.2
Murder	158	9.9	50	4.2
Exchange of women/girl	18	1.1	41	3.4
Rape	39	2.4	34	2.8
Prevention of women in social activities	90	5.6	19	1.6
Trafficking of girls/ selling	0	0.0	12	1.0
Suicide	261	16.3	0	0.0
Self immolation /burning	144	9.0	0	0.0
Total	1603	100.0	1199	100.0
Source: AIHRC, 2011				

Suicide and self immolation by women in Afghanistan most commonly triggered by domestic violence are a common practice in among women. Table 2.6 shows that registration of reported cases of suicide and self – immolation increased significantly from nil in 2006 to 261 cases and 144 cases in 2007-2009. There are two major reasons of this. First, because the country is patriarchal and traditionally, women, especially among rural and nomadic communities are not allowed to go outside of their home and farm compound unless they are accompanied by their husbands or a male family member. Therefore, most women in rural and nomadic areas and even in urban areas are not able to go outside of their homes to report cases of violence perpetrated against them.

Secondly, the elders in the villages and the police, who are mainly men with traditional cultural values, are the decision makers in such cases. Women are not confident that they would access justice and therefore do not report cases to them. Although the total number of cases in the

tables is small, they show the types of brutality committed against women by family members and others.

A new form of violence that needs examination is prevention of women from participation in social activities, a direct contradiction of the Government's policy of promoting women's participation in all aspects of life¹³. Selling and trafficking of girls, while low in percentage terms, is another form of VAW that requires close monitoring.

5.6.11 STATE SECURITY PROVIDERS

Afghanistan's security and justice sector includes a number of institutions responsible for maintaining security and ensuring enforcement of laws. The security and justice sectors include the Ministry of Justice, Attorney General's Office, Afghan National Police and Courts. The Afghan National Army also provides security from internal and external threats. The number and proportion of these services is important for providing security to women.

2.2.1 Afghan National Police

There are a total of 137,697 police officers in the country in 2011, denoting an increase of 82.7 percent compared to 2007 total count of 75,353. The number of female police personnel in 2007 and 2011 is shown in Table 2.7. Currently, only 1,112 women are working in the police force which is only slightly less than one percent of the total police force. Comparatively, in 2007, only 275 or 0.4 percent women were in police force. By rank, women police constituted only 0.82 percent of officers, 1.51 percent of sergeants, and 0.52 percent of soldiers in 2011.

Policewomen suffer from systematic gender biases within the police institutions. According to Afghanistan NHDR 2007, these gender issues include low level of participation of women in the police force, policewomen performing minor support role to policemen, and male-defined organizational and rank structures, policies and standards, trainings and promotion systems.

The following data showed that the number of women in the police service is very small, which comprised less than 1 percent of the total number of police personnel. Increasing women's

¹³ Strengthening women's participation in all spheres of life is a component of the ANDS gender equity goal.

representation in the ANP is an imperative because almost half of the population is women. More women suffering from violence will go to police stations to report if there are police women in the stations. Thus, the employment of women in the police is a vital component of improving the accessibility of police services to the female population.

Ranks/Posts	2011					2007	
	Female		Male		Total	Female :	Total
	No.	%	No.	%	No.	No (%)	No
Officers	183	0.82	22119	99.18	22302	93 (0.5%)	17314
Sergeant (Satanman)	500	1.51	32573	98.49	33073	131 (2.0%)	6472
Solders (Satonke)	429	0.52	81893	99.48	82322	51 (0.1%)	51567
Total	1112	0.81	136585	99.19	137697	275 (0.4%)	75353

Source: Ministry of Interior, 2011

2.2.2 Afghan National Army

The role of the military is to protect the country's borders and provide security to the people from internal and external aggression. In the Afghan National Army (ANA), there were a total of 164,000 military personnel in 2011 and, 43,000 in 2007. Only 105 female lieutenants (BRIDMAN) are working in the Ministry of Defense in 2011.

The right to serve in the military is one of the human rights of women. Therefore, the number of women in the ANA should be increased to a reasonable proportion in order to secure this right. An affirmative action policy is necessary to ensure that the percentage of women in the military increases progressively.

2.2.3 Women and Men in Justice Agencies

The Afghan Women Judges Association (AWJA) estimates that of the 2,000 sitting judges in Afghanistan, only a small number are women, between 65 and 70. And there has never been a female justice on the Scholar Council of the Supreme Court, Afghanistan's highest judicial body¹⁴. According to civil society organizations, the need for women to be represented on this

¹⁴ UN Women website: gender issues

body is especially critical for a justice system that has long been criticized for its lack of sensitivity to gender concerns.

The Afghanistan Human Development Report 2007 stated that of the 1,919 total posts in the Ministry of Justice, 1,325 are filled with 1,235 men (93.2percent) and 90 women (6.8percent).

According to the Attorney General’s Office, there were 105 female attorneys (5.5 percent) out of the total of 1,908 attorneys in the year 2011. Although there was an increase in the number of female attorneys in Afghanistan from 2007 (76 out of the total 1,241) to 2011, the percentage of female attorneys decreased from 6.1 percent to 5.5 percent.

Those low proportions would have adverse consequences to the ability of women to access justice. This is another area where focused targeting and an affirmative action policy should be adopted.

5.6.12 LEGAL PROTECTION

2.2.1 Number of cases on violence against women registered vs. acted upon in MOWA

All cases reported to MOWA were said to have been processed. Cases of women being beaten were solved in MOWA, while the rest of the cases were sent to Attorney General’s Office and appropriate courts. Of the women/girls who reported VAW cases to MOWA until 2011, 4,306 cases (64 percent) of the total were resolved and 2,459 (36 percent) were pending.

2.3.2 Centers for Women/Girls in Difficult Situations

There are no referral centers in Afghanistan for women in difficult situations. A few women in such situations go to MOWA, AIHRC, Women’s Judicial Union or the Assistance Department of the Supreme Court to register their cases, and seek advice and support. Where appropriate, these offices refer them to shelters for protection.

In 2011, there are 11 shelters in the country for women and children for difficult situations. Data on the number of women and children who are served by these shelters are shown in Table 2.8. The total number of women and children in shelters in 2011 has declined to 259 from the 2010 figure of 350. It can be seen from the table that the number of women and children in shelters has been steadily increasing from 2006 to 2010, but declined in 2011.

Table 2.8 Total number of women and children in shelters in Afghanistan, 2006-2011					
	2006	2008	2009	2010	2011

Number of Shelters	3	5	7	10	11
Number of Women	105	105	182	298	210
Number of Children	59	60	40	52	49
Total (women/children)	164	165	222	350	259
Rate of Increase (annual)	-	0.3	34.5	57.7	-26.0
Source: Ministry of Women' Affairs, 2011					

2.3.3 Girls in Juvenile Rehabilitation Centers

There is one juvenile rehabilitation centre in each province of the country. However, in some cases, children are kept in prisons for adults, because of lack of appropriate facilities for children. However, the boys and girls are placed in separate rooms.

Currently, there is one fully functioning juvenile court in Kabul, compared to other provinces, where the juvenile courts are not fully functioning. Table 2.9 shows the total number of girls and boys in Juvenile Rehabilitation Centers in Afghanistan (according to the Ministry of Justice) in 2007 and 2009. It can be seen that one in every ten children in these centers is a girl. It is important to know the causes of confinement of both girls and boys to such centers and the different circumstances they experience during and after their stay in the rehabilitation centers.

It can also be noted that there was a significant increase in the number of children being brought to juvenile centers. In 2007, there were only 320 children where girls comprised 9.4 percent of the total population of rehabilitation centers. However, in 2009, it ballooned to 1,804 where 178 were girls (9.9percent).

It is necessary to do a research to find out the reasons associated with the increasing number of girls and boys in the juvenile centers.

Table 2.9 Number of children in Juvenile Rehabilitation Centers, by sex, 2007 & 2009		
Sex	2007	2009

	No	%	No	%
Girls	30	9.4	178	9.9
Boys	290	90.6	1626	90.1
Total	320	100.0	1804	100.0
Source: Ministry of Justice, 2010				

2.3.4 Women and Men in Detention and Prison

In Afghanistan, there are overwhelmingly more men than women in detention and in prison. In April 2007, the proportion of men was 98.1percent in pre-trial and 96.7percent in prison, as per the data from UNODC. Although the proportion of female detainees and prisoners is small, there is a need to find out whether majority of the women in prison are actual offenders, and whether they have gone through proper trial.

The government has instituted reforms in the corrections system to address the deplorable conditions of prisoners and detainees, particularly the need for separate housing for women and children that can address their basic needs, such as adequate food, sleeping space, proper ventilation, health care and toilet facilities.

5.6.13 INFLUENCE AND DECISION MAKING IN LEGAL SYSTEM

2.4.1 Informal Legal System: Jirga and Shura

Although the constitution of Afghanistan guarantees equal rights to women and men before the law, women have a weaker legal position in both rural and urban areas, particularly in Family Law¹⁵, and the informal justice system¹⁶. Women access to this justice system is also very

¹⁵ Family law is an area of the law that details with family- related issues and domestic relations including, but not limited to marriage, divorce, spousal abuse, child custody and visitation, property, alimony, and child support awards, as well as child abuse issues, and adoption.

¹⁶ Local shura/jirga, consisting of local elders, who are exclusively men, provide justice informally in the local area.

limited, because local tradition prevents women from going to these systems without being accompanied by their husbands or a male relative.

As there is no representation of women in the local shura/Jirga as shown in the Table-2.10, women rarely get justice from such systems, which are male-dominated and heavily influenced by patriarchal local traditions. Hence, outcomes of these traditional legal processes can be detrimental to women and girls. Specifically, the Afghanistan 2007 HDR stressed that *baad* (the marriage of a woman from the offender’s family to the victim’s close relative to settle a dispute), although practiced rarely, is still regarded as a violation of Afghanistan’s laws.

Table 2.10 Influence and decision-making in Jirgas and Shuras in Afghanistan, 2007.		
Group	Has most dominant role	Has one of two most dominant role
Ordinary elders (rishsafidan)	63	78
Mullahs	18	48
Local Leaders (Khan or malik)	15	46
Commanders	3	17
Women	0	3
Other	1	1
Don’t know	0	0
Source: Afghanistan NHDR, 2007		

2.4.2 Formal Legal System

The formal legal system is also dominated by people who are educated in the traditional system of law is heavily influenced by the patriarchal value system, which seriously disadvantages women.

Most women and men rely heavily on media for information on human rights. In the survey of 2007, conducted by the CHPD, local leaders were the second most sought source of human rights information, followed by the mosque/mullah and the AIHRC. More women than men,

however, sought information from local leaders. A significant percentage of women on the other hand, have not known human rights in the last five years (AHDR, 2007, p-105). The data confirmed the continued influence of patriarchal value systems on the choice of information sources, but there is also recognition of other sources of information on human rights available to both women and men (Table-2.11)

Table 2.11 Percentage of access to sources of information on human rights by sex in Afghanistan, 2007.		
Source	Women	Men
Media (TV, radio, newspaper)	63	65
Local government leaders	3	4
Local elders	11	9
Mosque/Mullah	4	8
Afghan Independent Human Rights Commission	5	6
Haven't received information on human rights in the last five years	11	7
Source: Afghanistan NHDR, 2007		

According to the Medical Mondale (January 2007)¹⁷ “The judiciary overwhelmingly tends to hold women responsible for crimes even when they themselves are the victims and cases are judged employing tribal law or traditions instead of codified law. In particular, accusations of *zina*, or sexual intercourse outside of marriage-irrespective of the truth- are often prosecuted and the woman sentenced to prison, even when she was the victim of rape. As a result, most women avoid going through the courts altogether rather than face the humiliation it will bring them and the perceived dishonor to themselves and their families. In general, there is a serious lack of professionalism within all levels of the judiciary, with widespread accusations of corruption at all levels and a systematic failure to apply the law in a standardized fashion, particularly with respect to family law cases.”

In this context, there is a need to recruit more female and male law graduates from modern systems of legal education to provide equal justice to both women and men.

¹⁷ Medical Mondale, January 2007, ‘Women, peace and security in Afghanistan, implementation of United Nations Security Council Resolution 1325, Five years on: Post-Bonn Gains and Gaps.

2.5 DATA GAPS

Annual data on number of military, police and administrative personnel in the Ministries of Defense and Intelligence Agencies by sex and by rank.

Data on the number of employed persons in the Mine Action Programmed for Afghanistan

5.6.14 RESEARCH NEEDS

- Research on the gender impacts of the land mines and UXOs clearance programmers of UNMACA and other organizations.
- Gender oriented research on the police and military organization, the systems and procedures, and the issues faced by women, policy reform and entry points to increase women's participation in these organizations.
- In-depth qualitative studies on the impact of the school attacks/burning/destruction by rebel forces on the psychology of teachers and parents, and on the education of girls and boys.
- Study required on the extent and causes of the following VAW cases: those who escaped from their homes, beatings, divorce/separation, trafficking and selling of girls, suicide and self immolation among women and girls.
- A detailed study on legal protection provided to women by governmental and non-governmental organizations. Studies of whether the women and girls in prison are actual offenders, and whether they have been properly trialed under the law.
- Research on other potential sources of human right violation against rural women in Afghanistan.

CHAPTER 3: LEADERSHIP AND POLITICAL PARTICIPATION

The Government of Afghanistan affirms the importance of a gender perspective in decision, policy and law making in all institutions to promote greater understanding of both women and men's needs in the nation building processes. In this light, the Government has set the goal of 30 percent representation of women in high level decision, policy and law making positions in key government institutions including in the sectors of judiciary, security and service delivery by the year 2020.¹⁸

This chapter provides an analysis of the comparative picture of gender related inequality index, women in the government sector, women and men in decision making positions, women in national assembly, cabinet, diplomatic posts, media sector and in community development councils to track changes in women's leadership status and political participation.

3.1 MEASURING WOMEN'S EMPOWERMENT

The 2010 Global Human Development Report presented the gender inequality index that supports the claim that gender inequality remains a major barrier to human developments. Until 2009, human development report estimated two different indicators for measuring women's empowerment: Gender related Development Index (GDI) and Gender Empowerment Measure (GEM). The two measures have been used as advocacy and monitoring tools for gender-related human development analysis and policy discussions.

3.1.1 Gender related Development Index (GDI)

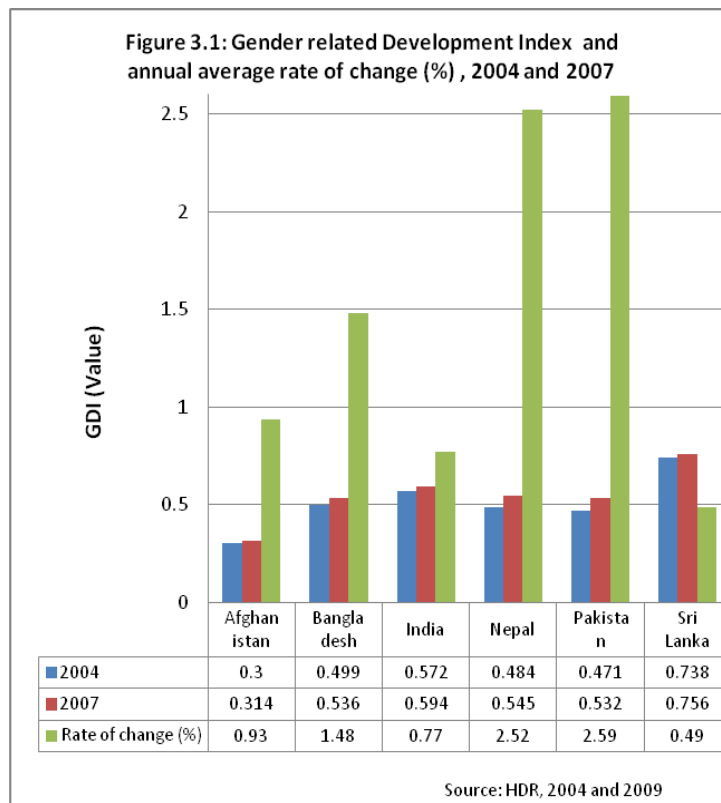
The Human Development Report 1995 introduced two new measures of human development that highlight the status of women. The first, Gender-related Development Index (GDI), measures achievement in the same basic capabilities as the Human Development Index (HDI) does, but adjusted to take note of inequalities between women and men. A higher GDI reflects a higher level of development for women and men, while a lower GDI reflects a greater gender disparity in basic capabilities. Simply stated, the GDI is the HDI discounted, or adjusted downwards, for gender inequality.

¹⁸ Govt. of Afghanistan, 2008. 'National Action Plan for the Women of Afghanistan (NAPWA)'.

GDI in Afghanistan and five other South Asian countries are presented in Figure 3.1. The data shows that Afghanistan has the lowest GDI among the selected countries in 2004 and 2007. In 2007, Afghanistan's HDI was 0.352, making it 154 (out of the total 182) in the global ranking.

The average annual rate of change of GDI in Afghanistan was about 1 percent during the 3-year period.

Among the South Asian countries Sri Lanka has the highest GDI in 2007 at 0.76. However, the rate of change of GDI was higher for Nepal and Pakistan both at around 2.5 percent.



3.1.2 Gender Empowerment Measure (GEM)

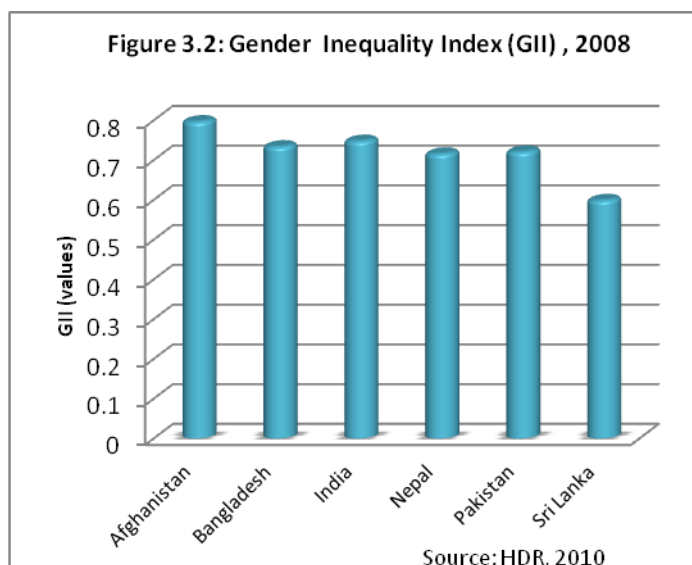
The second measure, Gender Empowerment Measure (GEM), evaluates progress in advancing women's standing in political and economic forums. It examines the extent to which women and men are able to actively participate in economic and political life and take part in decision-making. A low GEM shows that women's participation in political and social life is limited and they lack opportunities to make use of their capabilities. GEM was not possible to estimate for Afghanistan due to unavailability of data.

3.1.3 Gender Inequality Index (GII)

Gender inequality remains a major barrier to human development. Girls and women have made major strides since 1990, but they have not yet gained gender equality. Gender equity is a key aspect of human development. The 2010 Human Development Report introduced a new composite index, the Gender Inequality Index which aims to measure multidimensional inequality in gender.

The GII is unique in including educational attainment, economic and political participation and female-specific health issues and in accounting for overlapping inequalities at the national level.

The gender inequality index for Afghanistan and five other South Asian countries are shown in the figure 3.2. Afghanistan has the highest GII (0.797) in this region in 2008 with a global rank 134. Sri Lanka has the lowest GII and the other four countries having almost the same levels of GII in 2008.



To improve gender equity and equality in Afghanistan, the government should mainstream a gender perspective in all legislation, policies, and programmes and in addition take deliberate steps to

compensate for women's historical and social disadvantages that have persistently prevented women and men from otherwise operating on a level playing field in education, economic and political participation, health, human rights and justice, peace and security and other key social services.

3.2 WOMEN AND MEN IN GOVERNMENT SERVICES

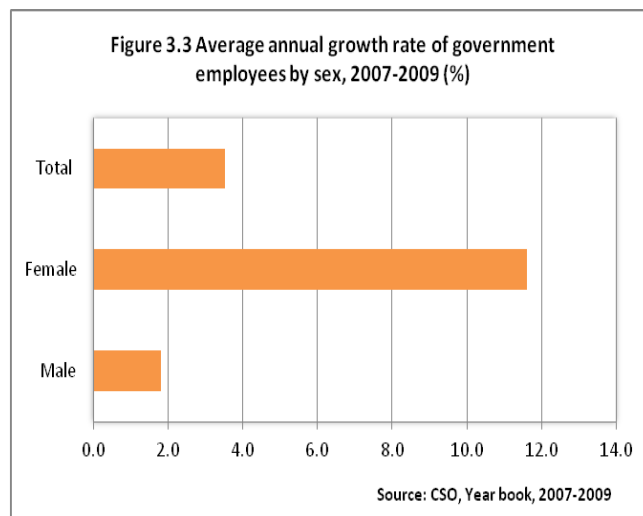
Participation of women in government services is one of the important indicators of women's access to political and decision making positions. This section indicates data about women in government service by year and female-male distribution among the provinces in Afghanistan.

3.2.1 Increasing of Government Employees by sex

According to the 2009-2010 Statistical Yearbooks, there were a total of 328,977 government employees in 2009, including contract workers, but excluding the police, army and security forces in the country. Of these, only 66,672 or 20 percent were females. This means that there was only one female for every five government staff (Table 3.1). But this was higher than the 2007 figure of 54,112 out of the total 307,278 government employees, or 17.6 percent.

Of the total number of government staff, 239,141 or 73 percent are regular government employees and 89,836 (27 percent) were contract workers. Among regular government employees, 58,797 or 25 percent were females. Among the 89,836 contract workers, females comprise 9 percent or a total of 7,875.

The annual average growth rate of government employees during 2007-2009 was 3.5 percent (Figure 3.3), where the figure for females was 11.6 percent. This is much higher than that of male's growth rate at 1.8 percent. If the female growth rate continues steadily until 2020, the share of female employees will be more than 40 percent which implies the reduction of gender inequality in government services.



From 2007 to 2009, there was an increase of 21,699 total employees in the government service with 12,560 or 58 percent were females and 9,139 or 42 percent were males (Table 3.1).

Table 3.1: Total government employees by sex and growth rate, 2007-2009.

Sex	2007		2009		Total Change	Annual average growth rate (%)
	Number	%	Number	%		
Female	54112	17.6	66672	20.3	12560	11.6
Male	253166	82.4	262305	79.7	9139	1.8
Total	307278	100	328977	100	21699	3.5

Source: CSO, Statistical Year book, 2009-10

3.2.2 Regular Government Employees by Ministry and Sex

Table 3.2 shows the number of regular government employees by ministry in 2005 and 2009. In addition, it shows the trend of women's participation in government services over the years.

In 2009, among the 45 ministries and departments, the Ministry of Women's Affairs had the highest number of females as regular staff (378 or 70% of the total). However, in 24 out of the 45 ministries and departments, the female participation was less than 10 percent in 2009. Among the ministries with the lowest share of female staff are the Independent Directorate of Local Governance (2 percent), Independent General Directorate of Nomads (3 percent), National

Olympic Department (4percent), and the Ministry of Agriculture, Irrigation and Livestock (4percent).

Ministry/ Department	2009				2005		Gender Inequality (Decreased ↓ = Increased ↑ =)
	Female		Male		% female	% male	
	Number	%	Number	%			
Office of Administrative Affairs	28	5	503	95	6	94	↑
Economy	64	14	386	86	15	85	↑
Foreign Affairs	41	11	344	89	5	95	↓
Justice	122	7	1,515	93	6	94	↓
Finance	279	6	4,164	94	7	93	↑
Frontier, Ethnic and Tribal Affairs	36	6	592	94	6	94	
Transport and Civil Aviation	100	7	1,337	93	9	91	↑
Water and Power	220	5	3,875	95	7	93	↑
Mines	333	13	2,178	87	12	88	↓
Agriculture, Irrigation and Livestock	193	4	4,559	96	4	96	
Higher Education	631	17	3,093	83	19	81	↑
Public Works	97	11	813	89	5	95	↓
Commerce and Industries	249	9	2,510	91	11	89	↑
Public Health	1807	24	7680	76	22	78	↓
Communication and Info Technology	259	17	1,301	83	19	81	↑
Religious Affairs and Haj	55	5	1,010	95	4	96	↓
Education	49,106	29	122,586	71	25	75	↓
Labor and Social Affairs, etc.	2474	45	3,012	55	56	44	↑
Information and Culture	273	13	1,861	87	14	86	↑
Repatriation and Refugee Affairs	55	9	545	91	10	90	↑
Urban Development	126	11	1,005	89	18	82	↑
Women's Affairs	378	70	165	30	67	33	↓
Rural Rehabilitation and Development	111	9	1,171	91	9	91	
National Defense	38	10	329	90	12	88	↑
Interior Affairs	31	9	331	91	2	98	↓
Counter Narcotics	13	6	215	94	3	97	↓
Academy of Science	45	13	289	87	13	87	

Geodesy and Cartography Head Office	51	11	418	89	10	90	↓
Attorney General	216	8	2,393	92	18	82	↑
Central Statistics Organization	81	15	471	85	14	86	↓
GI Administration of Anti Corruption	21	15	115	85	21	73	↑
IA Reform and Civil Service Commission	74	21	276	79	23	77	↑
Disaster Preparedness Department	9	5	165	95	7	93	↑
Control and Audit Office	20	9	209	91	8	92	↓
National Environmental Protection	23	6	351	94	8	92	↑
National Olympic Department	9	4	200	96	6	94	↑
Banks (Government)	290	17	1,401	83	21	79	↑
Kabul Municipality	94	9	933	91	9	91	
Afghan Red Crescent Society	337	36	593	64	16	84	↓
High Court	243	6	3,537	94	7	93	↑
Independent Directorate of Local Governance	75	2	3,074	98	-	-	
Afghan National Standards Authority	9	8	98	92	-	-	
Wulus e Jirga	42	13	273	87	-	-	
Meshrano Jirga	35	19	150	81	-	-	
Independent Directorate of Nomads	4	3	125	97	-	-	
TOTAL	58797	25	180344	75	22	78	

Source: CSO, Statistical Year book, 2009-10

Three ministries achieved the goal of at least 30 percent participation of females as regular staff in 2009. These are the Ministry of Women's Affairs (70 percent), Ministry of Labor and Social Affairs (45 percent) and Afghan Red Crescent Society (36 percent). In the Ministry of Education almost made it with 29 percent participation of females, Ministry of Public Health (24 percent) and Civil Service Commission (21 percent). The government should take necessary measures to increase the female participation in the ministries where there were very insignificant percentages of female employees.

Gender inequality has increased in 21 ministries/departments from 2005 to 2009. On the contrary, there is improvement of female participation i.e. decrease of gender inequality in 14

ministries/departments. The most significant improvement is found in Afghan Red Crescent Society where female participation has increased from 16 percent to 36 percent during the period 2005-2009 and the most significant decrease was in the Attorney General's Office where female participation decreased from 18 percent in 2005 to 8 percent in 2009

3.2.3 Contract Workers in Government Services by Ministry and Sex

Table 3.3 shows the participation of female contract workers in the government services. Out of the 45 ministries and departments, the Ministry of Women's Affairs has the highest number of females as contractual staff (86 or 34percent of total). It is interesting to note that in 17 of the 45 ministries and departments, female comprise more than 10 percent of their contract staff. The ministry with the lowest number of female contract staff is the Ministry of Religious Affairs and Haj (25 or 0.4percent)the other ministries/departments with low participation of women, are Kabul municipality (1 percent), Afghan National Standard Authority (2 percent), National Olympic Department (2 percent), Counter Narcotics (2 percent) and Ministry of Water and Power (2 percent).

Gender inequality for the contract workers has increased in 18 ministries/departments from 2005 to 2009. On the contrary, there is improvement of female participation i.e. decrease of gender inequality in 18 ministries/departments. The most significant improvement is found in the Ministry of Interior where female participation has increased from 1 percent to 16 percent from 2005 to 2009, but the biggest decline are in government banks and higher education where female participation decreased by more than 50 percent 2005 to 2009.

Ministry/ Department	2009				2005	
	Female		Male		%	%
	Num ber	%	Num ber	%	fema le	male
Office of Administrative Affairs	29	5	591	95	6	94
Economy	39	13	251	87	9	91
Foreign Affairs	11	3	310	97	4	96
Justice	48	9	496	91	15	85
Finance	96	10	841	90	25	75
Frontier, Ethnics and Tribal Affairs	28	6	416	94	6	94
Transport and Civil Aviation	68	10	589	90	4	96
Water and Power	82	2	4,950	98	3	97
Mines	312	7	4,382	93	5	95
Agriculture, Irrigation and Livestock	143	3	3,979	97	4	96

Higher Education	219	12	1,646	88	27	73
Public Works	71	4	1,563	96	3	97
Commerce and Industries	120	4	2,565	96	6	94
Public Health	836	21	3,059	79	22	78
Communication and Info Technology	77	8	908	92	3	97
Religious Affairs and Haj	25	0.4	5,716	99.6	1	99
Education	3,572	11	28,945	89	8	92
Labor and Social Affairs, etc.	475	26	1,386	74	29	71
Information and Culture	190	15	1,040	85	15	85
Repatriation and Refugee Affairs	48	12	352	88	11	89
Urban Development	82	7	1,129	93	13	87
Women's Affairs	86	34	165	66	39	61
Rural Rehabilitation and Development	36	6	595	94	5	95
National Defense	481	17	2,390	83	13	87
Interior Affairs	228	14	1,384	86	1	99
Counter Narcotics	2	2	109	98	3	97
Academy of Science	22	18	100	82	20	80
Geodesy and Cartography Head Office	21	11	174	89	9	91
Attorney General	70	6	1,129	94	8	92
Central Statistics Organization	12	6	181	94	12	88
GI Administration of Anti Corruption	6	10	52	90	3	97
IA Reform and Civil Service Commission	5	5	93	95	4	96
Disaster Preparedness Department	3	4	77	96	2	98
Control and Audit Office	3	6	50	94	13	87
National Environmental Protection	12	8	139	92	8	92
National Olympic Department	3	2	152	98	2	98
Banks (Government)	63	5	1,206	95	12	88
Kabul Municipality	60	1	5,192	99	0.2	99.8
Afghan Red Crescent Society	46	9	474	91	8	92
High Court	47	3	1,461	97	0	100
Independent Directorate of Local Governance	9	8	98	92	-	-
Afghan National Standards Authority	1	2	47	98	-	-
Wulus e Jirga	42	14	261	86	-	-
Meshrano Jirga	18	14	115	86	-	-
Independent Directorate of Nomads	5	8	56	92	-	-
TOTAL	7,875	9	81,961	91	7	93
Source: CSO, Statistical Year book, 2009-10						

3.2.4 Government Employees by Level of Education and Sex The breakdown of government employees by their highest level of education are shown in Tables 3.4 and 3.5.

It can be seen that among the regular employees, in 2009, one in every two employees is a high school graduate. Among them, females accounted for only one-fifths (19.3percent). However, among those who have college degrees and higher education, only three in every ten (30.0percent) are females, which mean that only few females may be able to occupy higher positions in the government.

Comparing the 2009 figures with 2005, there hasn't been a significant difference in the percentages of female employees, although it can be seen that these figures are relatively higher than 2009, which means there was a decrease in their percentages particularly in high school, and college and higher education levels.

Level of Education	2009				2005	
	Female		Male		% female	% male
	Number	%	Number	%		
PH D	6	0.01	98	0.05	0.01	0.12
MSC	262	0.45	2,231	1.24	1.04	1.83
Upper BA	442	0.75	2,384	1.32	0	0
BA/BCS	5,845	9.94	15,393	8.54	11.53	8.3
College	11,335	19.28	21,686	12.02	23.24	9.76
High School	23,169	39.4	97,119	53.85	49.97	52.51
Vocational	294	0.5	1,608	0.89	2.27	2.41
Technical School	74	0.13	483	0.27	0.16	0.15
Primary School	10,326	17.56	36,148	20.04	11.69	24.38
Private School	32	0.05	622	0.35	0.09	0.54
Unknown	7012	11.93	2572	1.43	0	0

Total	58797	100	18034 4	100	100	100
Source: CSO, Statistical Year book, 2009-10						

Table 3.5 shows Government contract workers by highest level of education and sex, in 2005 and 2009. Most of the government contract workers in 2009 have little or no education at all. Four in every five (80.4 percent) female contract workers are uneducated, 6.6 percent have gone to primary school, and only 0.1 percent (or 7 out of the total 7,875 female contract workers) has college degrees.

Comparatively, among the male contract workers, three in every four (77.4 percent) are uneducated, 9.6 percent have gone to primary school, and a mere 0.1 percent (70 out of the total 81,961 male contract workers) have college degrees.

Level of Education	2009				2005	
	Female		Male		% female	% male
	Number	%	Number	%		
Upper BA			19	0.02		0
BA/BCS			0	0.00		0.01
College	7	0.09	70	0.09	0	0
High School	39	0.50	477	0.58	0.42	0.3
Vocational	17	0.22	117	0.14	0.05	0.01
Technical School	108	1.37	482	0.59	0.61	0.54
Primary School	522	6.63	5,320	6.49	8.99	11.04
Private School	283	3.59	7,910	9.65	8.46	7.17
Uneducated	6,334	80.43	63,404	77.36	45.27	48.86
Unknown	565	7.17	4,162	5.08	36.2	32.07
Total	7875	100	81961	100	100	100
Source: CSO, Statistical Year book, 2009-10						

It is interesting to note that the percentage of male and female contract workers who have no education at all in 2005 are 48.9 percent and 45.3 percent respectively. This is quite alarming since it was shown that as years passed, more and more uneducated Afghan persons are

entering the government service which might result in lower quality of service to people since they have not gone to school at all.

3.2.5 Government Employees by Province and Sex

Table 3.6 shows the total number of government employees (both regular and contract workers) by province.

Table 3.6: Total government employees by province and sex, 2007 and 2009						
Province	2009				2007	
	Female		Male		% female	% male
	Number	%	Number	%		
Kabul	29142	31	65464	69	24	76
Kapisa	447	8	5062	92	11	89
Parwan	1011	10	9122	90	5	95
Wardak	554	11	4481	89	6	94
Logar	398	10	3763	90	3	97
Nangarhar	1285	7	16569	93	5	95
Laghman	258	5	5269	95	7	93
Panjsher	263	11	2064	89	15	85
Baghlan	2015	15	11071	85	13	87
Bamyan	694	14	4250	86	14	86
Ghazni	1019	13	6811	87	12	88
Paktika	64	1	4899	99	10	90
Paktya	666	13	4310	87	10	90
Khost	134	2	5468	98	3	97
Kunarha	153	3	5392	97	7	93
Nooristan	145	6	2274	94	2	98
Badakhshan	3152	21	11751	79	35	65
Takhar	2147	21	8285	79	20	80
Kunduz	1609	17	7745	83	16	86
Samangan	562	14	3417	86	24	76
Balkh	6694	32	14329	68	23	77
Sar-i-pul	901	20	3619	80	13	87
Ghor	161	3	4715	97	5	95
Dai Kundi	512	20	1988	80	16	84
Urozgan	53	3	1919	97	8	82
Zabul	80	7	1055	93	4	96
Kandahar	585	7	7597	93	7	93

Jawzjan	2481	24	7984	76	23	77
Faryab	1856	20	7283	80	21	89
Helmand	421	10	3633	90	11	89
Badghis	313	10	2808	90	11	89
Heart	5670	31	12896	69	28	72
Farah	671	16	3646	84	12	88
Nimroz	556	29	1366	71	45	55
TOTAL	66672	20	262305	80	18	82
Source: CSO, Statistical Year book, 2009-10						

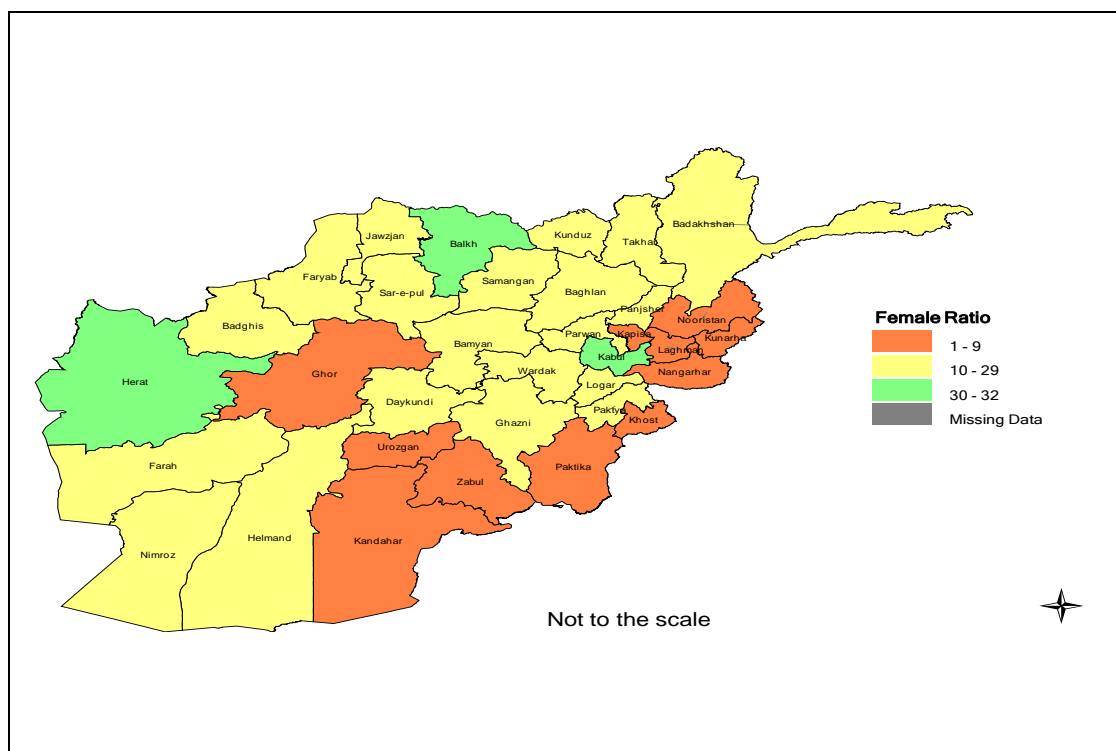
Kabul province, which has also city of Kabul, had the biggest share of government employees in 2009, totaling to 28.8 percent of the total government employees of Afghanistan. Among them, 43.7 percent were females and 56.3 percent are males. The comparative figures in 2007 were 24 percent and 76 percent, respectively.

Following Kabul with the biggest percentage of government employees are the provinces of Balkh (6.4percent), Heart (5.6percent), Nangarhar (5.4percent), Badakhshan (4.5percent), and Baghlan (4.0percent).

Most of the female employees are working in the Kabul province, accounting for 31percent followed by Balkh (10.0percent), Herat (8.5percent), Badakhshan (4.7percent), Jawzjan (3.7percent), and Takhar (3.2percent).

On the same hand, most of the male employees are working in the Kabul province, with (30.0percent), but followed by Nangarhar (6.3percent), Balkh (5.5percent), Herat (4.9percent), Badakhshan (4.5percent), and Baghlan (4.2percent).

Figure 3.4: Female participation of the government employees by province and sex, 2009



5.6.15 WOMEN AND MEN IN DECISION MAKING POSITIONS

3.3.1 Distribution of Government Decision Makers by Sex

The CSO Statistical Book, 2008/9 reveals that there are 329,911 employees working in the government, of which 81.6 percent are male and 18.4 percent are female (Table 3.7 and Figure 3.5). Finding of the Survey on Women and Men in Decision making shows that, there are 4,393 government staff holding grade 2 and above positions. Of these, 4,034 or 91.8 percent are male and only 359 or 8.2 percent are female.

	Total Government Employees		Decision Makers Surveyed	
	Number	Percent	Number	Percent
Male	269,186	81.6	4034	91.8
Female	60,725	18.4	359	8.2
Total	329911	100.0	4393	100.0

To meet the target of 30 percent representation of women in decision making positions, the government has to retain all the women currently holding decision making positions and attain an annual increase of 2.4 percent in the current level of female representation over the next nine years.

Table 3.7 shows that decision making positions in government comprise only around 4.4 percent of the total civil service positions. This is equivalent to 4,402 positions.

30 percent of these positions would require around 1,320 women who are eligible for appointment to decision making positions. Given the finding that there are already 8.2 percent women in decision making, the number of women who still have to appoint to decision making positions is roughly 1,212 which is attainable with the cooperation of all sectors.

3.3.2 Government decision makers by province and Sex

Out of the 4,393 decision makers who were included in the survey, 883 (20 percent) were born in Kabul province and 280 (6 percent) are from Nangarhar province (Figure 3.6). Eighteen provinces have representation in decision making positions (2.1 to 5percent, represented by yellow color). These provinces are around South-Eastern to Western provinces (Badakhshan to Farah). The least representation is found in 14 provinces which are almost north-south divide from the centre (Jawzjan to Kandahar province and adjacent areas). The lowest number of decision-makers was born in Zabul Province, with only 35 persons or a mere 0.8 percent to the total (Table 3.8). Among the male decision makers, the highest number (764 or 18.9 percent) is from Kabul and the lowest is from Zabul. Similarly, for females 119 persons (33percent) is from Kabul, the highest among female decision makers, and the lowest is from Nimroz with 1 female or 0.3percent of the total 37 persons from that province.

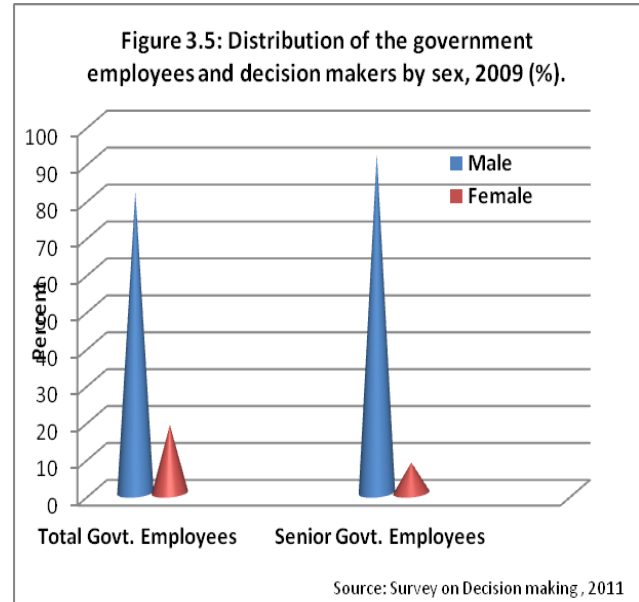
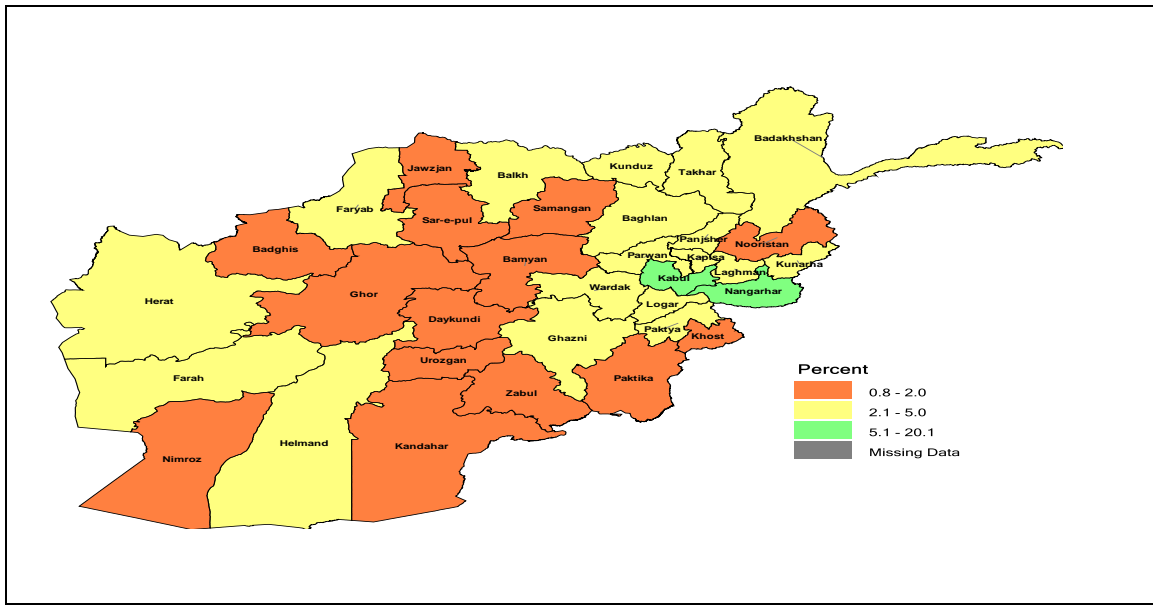


Figure 3.6: Proportional distribution of the government decision makers by place of birth, 2009



The significance of the data showing that more decision makers were born in Kabul and Nangarhar may need further examination. There could be factors within these provinces that promote the development of capacities or accessing of opportunities for its people to grow into decision making roles.

Name of Province	Number			Percent		
	Female	Male	Total	Female	Male	Total
Kabul	119	764	883	33.1	18.9	20.1
Nangarhar	21	259	280	5.9	6.4	6.4
Parwan	5	181	186	1.4	4.5	4.2
Ghazni	17	161	178	4.7	4.0	4.1
Badakhshan	9	171	180	2.5	4.2	4.1
Balkh	22	149	171	6.1	3.7	3.9
Herat	13	151	164	3.6	3.7	3.7
Faryab	13	139	152	3.6	3.4	3.5
Laghman	6	142	148	1.7	3.5	3.4
Kapisa	10	125	135	2.8	3.1	3.1
Wardak	6	125	131	1.7	3.1	3.0

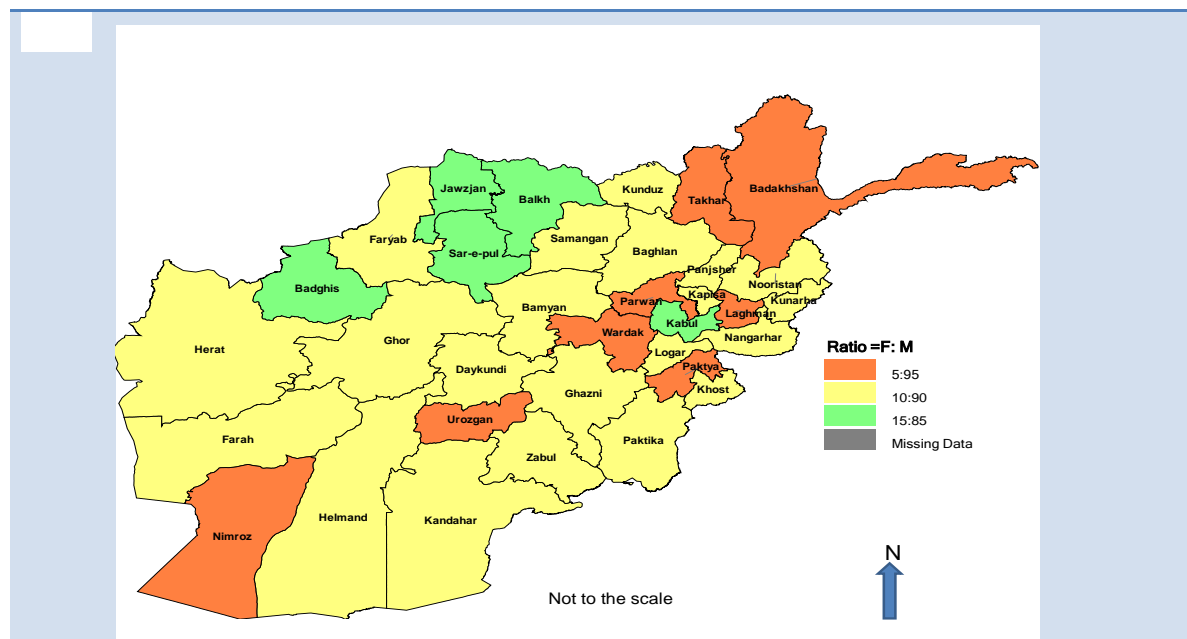
Logar	8	124	132	2.2	3.1	3.0
Baghlan	9	121	130	2.5	3.0	3.0
Takhar	4	121	125	1.1	3.0	2.8
Kunduz	8	106	114	2.2	2.6	2.6
Paktiya	4	110	114	1.1	2.7	2.6
Panjsher	6	103	109	1.7	2.5	2.5
Kunarha	7	100	107	2.0	2.5	2.4
Helmand	6	92	98	1.7	2.3	2.2
Farah	5	88	93	1.4	2.2	2.1
Samangan	5	79	84	1.4	2.0	1.9
Khost	4	68	72	1.1	1.7	1.6
Jawzjan	10	59	69	2.8	1.5	1.6
Kandahar	4	63	67	1.1	1.6	1.5
Paktika	5	51	56	1.4	1.3	1.3
Sar-e-Pul	7	52	59	2.0	1.3	1.3
Urozgan	2	49	51	0.6	1.2	1.2
Bamyan	3	51	54	0.8	1.3	1.2
Nooristan	4	44	48	1.1	1.1	1.1
Badghis	6	36	42	1.7	0.9	1.0
Ghor	4	41	45	1.1	1.0	1.0
Dai Kundi	3	40	43	0.8	1.0	1.0
Zabul	3	32	35	0.8	0.8	0.8
Nimro	1	36	37	0.3	0.9	0.8
Unknown	0	1	1	0.0	0.0	0.0
Total	359	4034	4393	100.0	100.0	100.0
Source: Women and Men in Decision making, CSO, 2011						

3.3.3 Gender parity among government decision makers by province

The Gender Parity Index (GPI) was calculated by province based on the place of birth of the government decision makers and presented in Fig. 3.7. At national level, the ratio of female and male in decision making position is 10:90 or GPI=0.9

The provincial level data showed that five provinces have rationally higher GPI with a ratio of 15:85. These provinces are Kabul, Badghis, Jawzjan, Balkh and Sar-e-pul. The next level of high gender parity (10:90) was found in 21 provinces which are scattered all over the country.

Figure 3.7: Gender Parity (F/M) of the government decision makers, by province, 2009

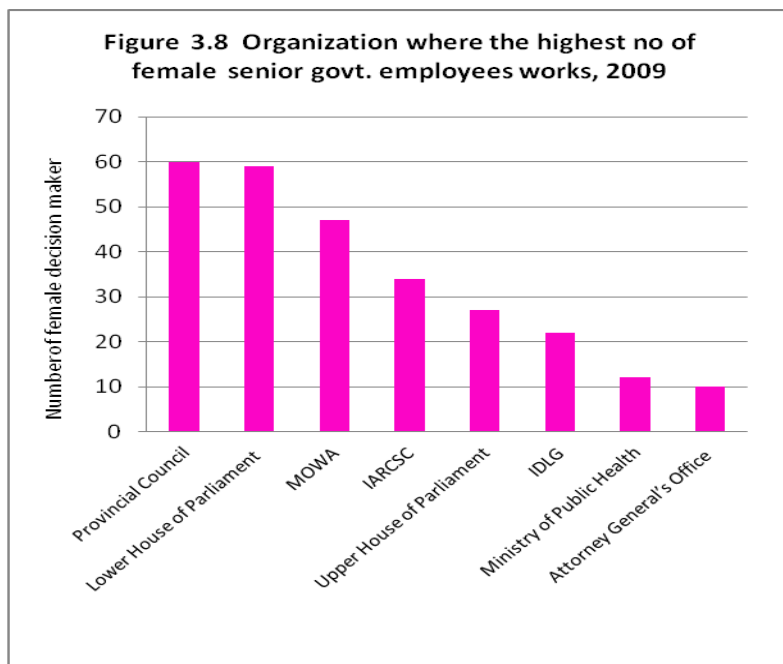


The worst scenario is found in eight provinces where the female-male ratio is 5:95 or less. These provinces are mostly in Eastern and North-Eastern regions. It is important to pay attention to the recruitment of women in provinces where there is less female representation. A quota policy in this regard may be considered for the provinces that are extremely lagging behind in meeting the government’s target on women’s participation in decision making.

3.3.4 Government Agencies with relatively higher representation of women decision making

According to the Women and Men in Decision Making Survey, eight (17 percent) of the 47 surveyed organizations registered a relatively higher representation of women in decision making. These are: the Provincial Council, both Houses of the Parliament, Ministry of Women’s Affairs (MOWA), IARCSC, Independent Directorate of Local Governance (IDLG), Ministry of Public Health (MOPH), and Attorney General’s Office. The rest of the 47 ministries/agencies have only less than eight women decision makers.

The highest number of female decision makers (60 or 16.7percent) is in the Provincial Council. Both Houses of Parliaments (lower and upper) have relatively more representation of women decision makers, 16.4 and 7.5 percent respectively. Among the ministries, MOWA has the highest number of female decision makers, with 47 or 13.1 percent of all female decision makers who participated in the survey. Local government bodies, MOPH, and Attorney General’s office have two to five percent female decision makers (10 to 20 women).



A greater number of women in decision making do not always mean that the 30 percent threshold is being attained. Female-male distribution by organization in Table 3.9 shows that only three organizations have met this threshold as of 2009. These are: the MOWA (84 percent), Presidential Affairs Office (40 percent) and Provincial Council (32 percent).

Ministries/Agencies	Number			Percent		
	Female	Male	Total	Female	Male	Total
MOWA	47	9	56	84	16	100
Presidential Affairs Office	2	3	5	40	60	100
Provincial Council	60	126	186	32	68	100

3.3.5 Ministries/Agencies with NO female decision makers

It is extremely significant that 21.27 percent or 10 out of the 47 organizations that participated in the survey did not have any woman in decision making positions. These are the:

- Ministry of Frontiers and Tribal Affairs,
- Ministry of Commerce and Industries,
- Ministry of Communication and Information Technology,
- Ministry of Religious Affairs and Hajj,
- Ministry of Counter Narcotics,
- Afghanistan National Directorate for Standards,
- Control and Audit Organization,
- Independent Directorate of Kuchi (nomads) Affairs,
- Organization of Natural Disasters Management, and
- Kabul Municipality

It is worth noting, however, that there could be one or more female decision makers in those ministries/agencies but were missed in the survey for one reason or another.

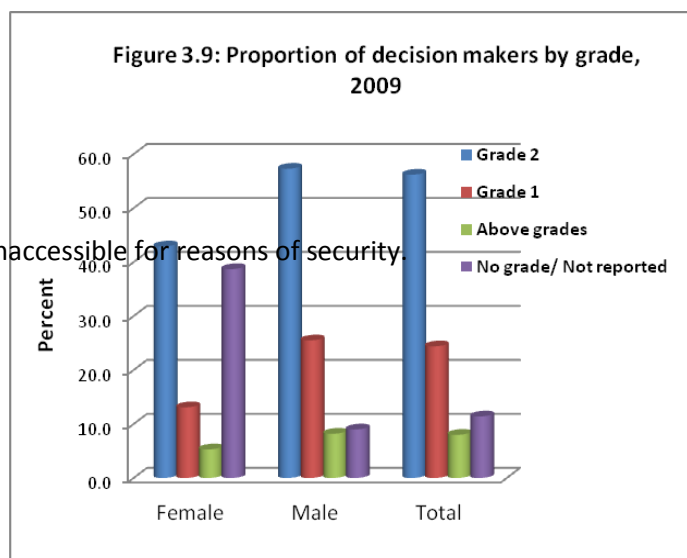
3.3.6 Government decision maker's by grade

The data used here were included all civil-service and senior elected officials as well as appointed officials of the government who work in grade 2 level and above within government. It did not include the military officers of Defense Ministry, Ministry of Interior, and the General Directorate of National Security.¹⁹ In the government service, policy decisions relating to the respective ministries and for the country are usually taken by the senior government officials/staff.

Figure 3.9 shows that 56.2 percent (2,467) of the government decision makers are in grade 2 level which is the entry post for decision making in government. Some 24.4 percent (1,074) are in grade 1 level, and the remaining 8 percent (349) are in above grade. There were 503 (11.45percent) respondents, mostly Parliamentarians, who did not mention their grades.

Among the females, 43 percent hold Grade 2 positions, indicating that they are either stratified in this entry level or have just been promoted. Either way, it also indicates that there still remains broad latitude for their vertical mobility within the decision making position levels.

13 percent are in Grade 1 and 5 percent are in higher grades and the remaining 39 percent have no grade or not known at



¹⁹ Data from these government agencies were inaccessible for reasons of security.

all. It is worth noting that the proportion of females in higher grades and Grade 2 is lower than their male counterparts.

This finding calls attention to the need to uplift more women to Grade 1 and higher positions which will need policy and program interventions, such as quota and planned capacity building for selected qualified women from Grades 2 and 1 level.

5.6.16 MEMBERSHIP COMPOSITION IN NATIONAL ASSEMBLY AND PROVINCIAL COUNCILS

Afghanistan has a bicameral legislature comprised of the Lower House or Wolesi Jirga and the Upper House or Meshrano Jirga. The Lower House (or The People’s Council) consists of 249 members who are elected directly by the people’s vote for a five- year term. Among the 249 seats in the Lower House, 68 seats are reserved for the women as per the Afghanistan Constitution. In the Upper House, of the 102 seats, 34 members are appointed by the President of Afghanistan for a five- year term, 34 members are appointed by the district councils for a three- year term, and the remaining 34 for four-year term. As per the Constitution, 50 percent of the presidential appointees in the Upper House must be women.

In the last parliamentarian election in 2010, 69 women (28percent) were elected in the Lower House of parliament. There is no significant change from the last election in 2005 where 27 percent were women.

In the Upper house, the women’s representation was 26 percent (or 27 women) in 2010, which was 3.5 percent higher than that of women’s representation in 2005. These figures show that women’s representation in both houses are increasing, and nearing the 30percent target as stipulated in the MDG Goal. This seems that the women participation in both the houses are approaching to the target of 30 percent representation of women. To make 30 percent women in parliament, there need to be elected another 14 women in lower house and 6 women in upper house.

Table 3.10: Proportion of Women as Members of the National Assembly and Provincial Council, 2010 and 2005						
National Assembly	2010			2005		
	Women		Total number	Women		Total Number
	Number	%		Number	%	
Lower House	69	28	249	68	27	249

(Wolesi Jirga)						
Upper House (Meshrano Jirga)	27	26	102	23	22.5	102
Provincial Council				121	29	420
Source: Parliament, 2010						

3.4.1 Women and Men Candidates in the National Election in 2010

The proportion of women candidates in the national elections is one of the major indicators of women's empowerment. The candidates who participated in the last election for the Lower House are presented in Table 3.11.

In 2010, 2,639 candidates joined in the Lower House (Woleshi Jirga) elections for 249 posts. Out of the total 2,639 candidates, 413 or 16 percent were women and 86 percent were men. These women vied for the 68 seats which imply that 6 candidates contested for one constituency on an average. On the contrary, an average of 12 men contested for one seat in the Lower House. The highest number of women candidates was from Kabul and the lowest number of women candidates were from Kunarha and Panjsher provinces with 2 candidates each. However, percentage-wise, the lowest percentage of women candidates was from the provinces of Khost (9percent), Pakiya (8percent), and Kunarha (7percent).

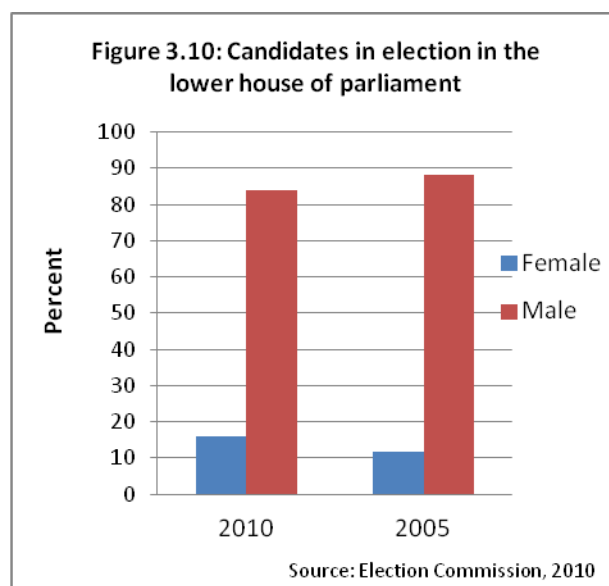
Name of Province	Number			Percent	
	Female	Male	Total	Female	Male
Kabul	105	569	674	16	84
Nangarhar	24	138	162	15	85
Parwan	11	47	58	19	81
Ghazni	13	77	90	14	86
Badakhshan	17	81	98	17	83
Balkh	14	74	88	16	84
Herat	24	132	156	15	85
Faryab	10	86	96	10	90
Laghman	7	53	60	12	88
Kapisa	12	28	40	30	70

Wardak	9	27	36	25	75
Logar	8	32	40	20	80
Baghlan	12	110	122	10	90
Takhar	11	84	95	12	88
Kunduz	12	78	90	13	87
Paktiya	5	54	59	8	92
Panjsher	2	10	12	17	83
Kunarha	2	25	27	7	93
Helmand	7	48	55	13	87
Farah	5	29	34	15	85
Samangan	7	34	41	17	83
Khost	5	53	58	9	91
Jawzjan	6	43	49	12	88
Kandahar	12	42	54	22	78
Paktika	5	16	21	24	76
Sar-e-Pul	12	34	46	26	74
Urozgan	3	14	17	18	82
Bamyan	6	38	44	14	86
Nooristan	7	13	20	35	65
Badghis	4	38	42	10	90
Ghor	12	29	41	29	71
Dai Kundi	6	27	33	18	82
Zabul	7	9	16	44	54
Nimroz	3	10	13	23	77
Kuchi	8	44	52	15	85
Total	413	2226	2639	16	84

Source: Election commission , 2010

There was increase in women’s participation in the election in the Lower House from 2005 to 2010. In the 2005 elections, only 11.7percent of the total candidates were women while in 2010, the comparative figure was 16 percent, an increase of 4.3 percent.

There was 30 percent growth of candidature between the two elections. In 2005, 317



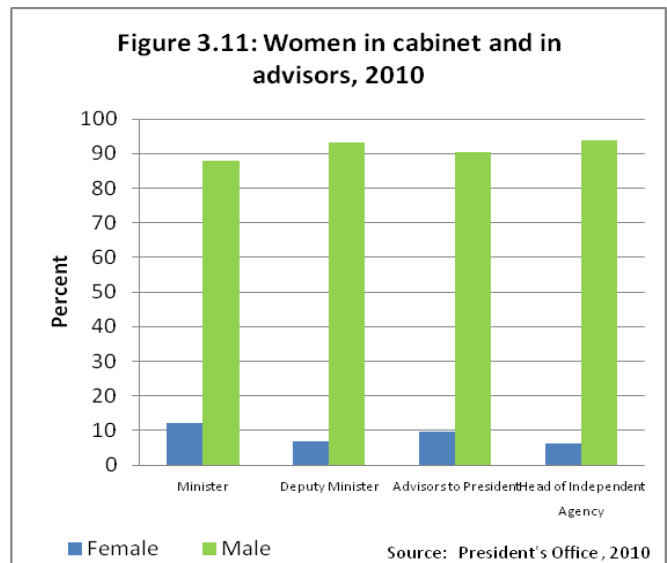
candidates contested but in last election 413 women contested. This implies that the competition for the election by the women has been increased.

3.4.2 Women in Cabinet, Advisors and Diplomatic Posts

Women are underrepresented in cabinet, advisory and diplomatic posts. Figure 3.11 shows in 2010, there are only 3 women cabinet ministers (or 12 percent) out of the total 25 posts.

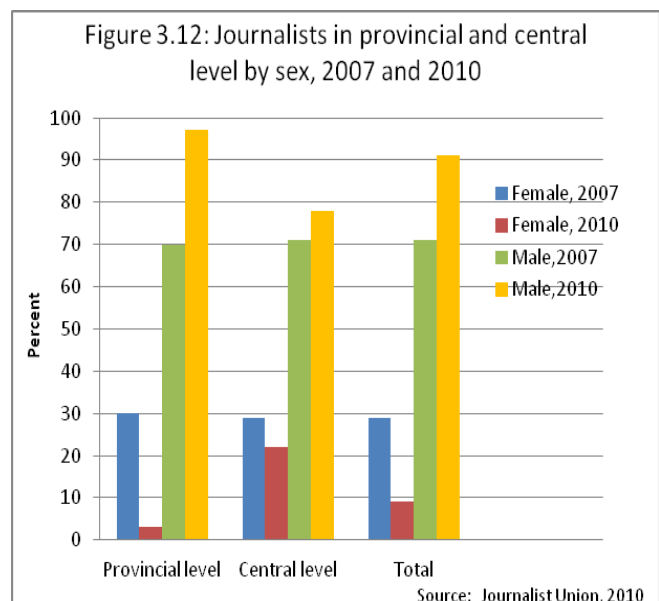
Likewise, there are only 5 female deputy ministers (or 7 percent) out of the total 69 posts, 2 female advisors to the president and one woman was appointed as head of independent agency out of 16 posts as heads of agency.

There is only one woman ambassador out of 36 ambassadors in the foreign missions of Afghanistan. On the same hand, only 33 women (8percent) are working in diplomatic posts in the home country and abroad out of 403 total diplomatic posts in 2011.



3.4.3 Women in Press/Media

The participation of women in journalism either in print or mass media is presented in Figure 3.12 and Table 3.12 for the years 2007 and 2010. The figure shows that there was a significant decrease in the percentage of female journalists at the provincial level from 2007 to 2010. In 2010, there were only 965 (9percent) women journalists out of the total 10711 total



journalists in the country. At the central level, the percentage of women journalists is more satisfactory than the provincial level. 22 percent women were working at the central level while only 3 percent women were working at the provincial level in 2010.

On the other hand, in 2007, there were 1,300 (29percent) women journalists out of the total 4500 journalists. The participation of women was almost the same in central and provincial levels. There was a huge drop in women’s participation from 2007 to 2010 (29percent to 9percent), which needs to be further investigated, as journalism is one of the challenging jobs in Afghanistan.

	Number			Percent		
	Female	Male	Total	Female	Male	Total
2010						
Provincial level	245	7187	7432	3	97	100
Central Level	720	2559	3279	22	78	100
Total	965	9746	10711	9	91	100
2007						
Provincial level	300	700	1000	30	70	100
Central Level	1000	2500	3500	29	71	100
Total	1300	3200	4500	29	71	100

Source: Journalist Union, 2010

3.4.4 Women in Community Development Councils

Community Development Councils through the National Solidarity (CDCs) are established through the National Solidarity Programmed (NSP) of the Ministry of Rural Reconstruction and Development (MRRD). These councils are engaged in community development, including in the construction, improvement of community roads, water and sanitation, and other infrastructure projects that affect the lives of women, men and children.

The number of CDCs by provinces and members by sex are presented in the following table 3.13. There were a total of 27,394 CDCs all over the country in 2011.

Table 3.13: Community Development Councils (CDC) by province and members by

sex, 2011 and 2005.							
Province	2011					2005	
	CDCs Number	Members				Members	
		Female		Male		% female	% male
Number	%	Number	%				
Kabul	810	4264	36	7656	64	38	62
Kapisa	713	1803	27	4982	73	30	70
Parwan	825	2883	28	7491	72	18	82
Wardak	1067	6033	43	8087	57	32	68
Logar	606	2932	37	5023	63	29	71
Nangarhar	1288	10747	45	12965	55	26	74
Laghman	763	2829	33	5846	67	18	82
Panjsher	234	1645	34	3156	66	8	92
Baghlan	930	2388	27	6333	73	24	76
Bamyan	705	3726	41	5299	59	34	66
Ghazni	1489	4264	29	10551	71	31	69
Paktika	675	2344	33	4851	67	18	82
Paktya	770	2423	32	5087	68	25	75
Khost	771	1092	15	6234	85	19	81
Kunarha	877	946	12	6704	88	11	89
Nooristan	252	102	6	1671	94	9	91
Badakhshan	1742	3049	27	8360	73	18	82
Takhar	1323	3913	34	7745	66	25	75
Kunduz	857	2775	26	7770	74	24	76
Samangan	481	3631	46	4201	54	41	59
Balkh	859	5367	44	6857	56	30	70
Sar-i-pul	612	3135	41	4585	59	27	73
Ghor	1293	7197	37	12254	63	12	88
Dai Kundi	590	3124	44	3963	56	38	62
Urozgan	343	0	0	3521	100	0	100
Zabul	165	9	1	1648	99	3	97
Kandahar	901	1	0	7385	100	1	99
Jawzjan	504	2577	35	4735	65	26	74
Faryab	987	4858	34	9243	66	24	76
Helmand	567	108	2	5108	98	0.4	99.6
Badghis	572	609	18	2795	82	35	65
Herat	1960	9536	39	14941	61	46	54
Farah	490	2331	36	4091	64	27	73
Nimroz	373	325	12	2406	88	10	90
TOTAL	27394	102966	33	213544	67	24	76

The total number of members is 316,510, of which 102,966 (33percent) were females and 213,544 (67percent) were males. In 2005, the comparative figure 24 percent which implies that there was a remarkable increase in women's participation and this trend would foster the women's empowerment in the country.

Of the 34 provinces, more than half (19 provinces) have more than 30 percent female participation in CDCs in 2011, while in 2007 the figure was only 9 provinces.

The highest participation of women was found in Samangan province (46percent) and the lowest was in Urozgan and Kandahar provinces. Five provinces have less than 10 percent women in CDCs in 2011, namely Nooristan (6percent), Helmand (2percent), Zabul (1percent), Urozgan (0percent), and Kandahar (0percent).

5.6.17 DATA GAPS

Data on the actual number of Community Development Councils by sex is not available. CSO does not publish the data in the regular publication in the Statistical YearBook.

5.6.18 RESEARCH NEEDS

Qualitative research for causal analysis of poor participation of women, in particular the 5 provinces with less than 10 percent women's participation. The gender empowerment measure can be established based on data on percentage of female professional and technical workers