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IMPLEMENTATION STRATEGY

1. OVERVIEW

NAPWA's implementation strategy is anchored on the principle of the Constitution and the Afghanistan Compact that women and men have equal rights and duties. It pursues the principle that the *"promotion of women's advancement is a shared obligation within government and it is a collective responsibility of all sectors, institutions and individuals to include women or/and gender concerns in all aspects of government work – from policies, to budgets, programs, projects, services and activities, including recruitment, training, promotion and allocation of benefits and opportunities"*⁶⁷.

The implementation of the gender strategies in the ANDS and other policy instruments on women is facilitated through NAPWA, which supports all ministries in incorporating gender into their respective implementation plans and sets up ministry-wide processes and mechanisms to ensure the participation of both women and men in the mainstreaming of gender. At the macro level, certain processes and mechanisms

will be instituted outside of the ANDS to allow a more inclusive and in-depth discussion on women's situation and women's empowerment as necessary component of achieving gender equality as outlined in NAPWA and the ANDS.

In all these processes, MOWA will act as a key partner for other ministries - providing leadership and policy advice on gender mainstreaming, coordinating actions, and facilitating the flow of resources to concerned implementers whenever necessary. Government ministries and instrumentalities will be accountable for implementing gender concerns under their respective areas of operation while strategically partnering with NGOs, academia, media, religious groups, business, and the international community, among other stakeholders.

Budgeting will be in accordance with established procedures of the government. Monitoring will be done separately at the inter-ministerial level with a view to mainstreaming its outputs into the monitoring, coordinating, reporting and implementing processes of the Afghanistan Compact and the ANDS.

⁶⁷ *Afghanistan National Development Strategy: An Interim Strategy for Security, Governance, Economic Growth and Poverty Reduction*; 2006, Government of Afghanistan: p.153



2. THE NAPWA PROCESSES

The main aim of this chapter is to ensure that NAPWA is budgeted, implemented, monitored and evaluated as part of routine processes of government and other relevant stakeholders. NAPWA will be managed through a cycle of five (5) iterative stages that will run parallel and intersect with existing government processes, namely

1. planning;
2. programming and budgeting;
3. implementation;
4. monitoring, coordination and reporting; and
5. assessment, evaluation and updating.

2.1 Planning

Ministries are mandated to incorporate NAPWA into their annual plan and it is the duty of each ministry to ensure that it has the capacity to do so. MOWA will issue guidelines to provide direction to ministries on how it could be done. Incorporation of these guidelines into existing planning guidelines for annual planning of ministries will be explored. Along this line, MOWA shall also organize and implement a strategy to provide technical support to ministries. The Independent Directorate for Local Governance (IDLG) will do the same for local government units. A copy of the ministry plans on NAPWA implementation will be provided to MOWA as reference for monitoring.

2.2 Programming and Budgeting

Programming and budgeting of projects and activities to be funded under the NAPWA will be done within each ministry as part of its annual budget preparations

for the National Development Budget (NDB). The NDB guidelines will incorporate instructions on how projects and activities for NAPWA will be budgeted. Ministries are encouraged to spend no less than thirty percent of their development and operations budget for policies, programs and activities that will promote the advancement of women based on NAPWA and ensure that women are mainstreamed across ministry activities. Apart from funding development projects, the thirty percent baseline will include expenditures for personnel services, establishing gender statistical and data systems, review and integration of gender components into key policies and programs, gender training, and affirmative action to solve serious gaps in women's participation. MOWA and the inter-ministerial coordinating and monitoring body will facilitate coordination among ministries to follow up on budget allocations and provide updates on their utilization.

2.3 Implementation

The implementation of NAPWA will run parallel to the implementation of ANDS within each ministry. In this connection, each ministry/agency will designate the Planning Department as overseer and coordinator of all processes related to the implementation of NAPWA at the ministry level. The highest official of each ministry/agency will have the ultimate accountability for ensuring that NAPWA is effectively implemented. All ministries will assign a lead person for NAPWA and a mechanism to facilitate coordination and monitoring of NAPWA implementation. They will support the implementation of projects and activities for women and will work with other established mechanisms in the ministry such as gender units and women's representatives. Such activities will address both the issues and concerns of women inside the ministry/agency and its constituents or clientele.



The implementation of NAPWA programs and projects by ministries/agencies will include the provinces. Representatives of the Departments of Women's Affairs (DOWAs) and other departments within the provincial administration will be provided with gender training and orientation on the NAPWA. In accordance with the ANDS, gender will be a cross-cutting component of all their provincial projects and activities.

The DOWA in each province is mandated to execute MOWA's policies and functions in its geographic area of coverage. It will be responsible for facilitating and coordinating the implementation of NAPWA and for installing enabling mechanisms for its implementation at the local level. To sharpen the relevance of NAPWA to provincial realities, the Office of the Governor will facilitate the development of a Provincial Plan of Action for Women and make it integral or companion to the Provincial Development Plan. The DOWA, Provincial Development Committee, provincial branches of ministries, local organizations - especially women NGOs, women leaders, and other civil society stakeholders - will be actively engaged in the planning process and their roles in its implementation will be clarified.

Together with DOWAs, the PDC will have a key role in facilitating the implementation of NAPWA. The PDCs were set up by the Ministry of Economy to improve coordination between provincial offices of line ministries, NGOs, donors, international organizations and PRTs at the local level, to establish an effective mechanism for communication between the central government and the provinces, and for controlling and supervising projects at the local level. It is headed by the Governor's office with members composed of the Secretariat and the sectoral groups, such as finance, commerce, transport, education and health. Each group is led by the relevant provincial ministerial department.

MOWA and the Provincial Governor will ensure that DOWAs are included in the PDCs as the lead for the Sectoral Group on Women's Affairs and that the DOWA actively advises sectoral groups on how to implement the NAPWA and report on the progress of its implementation. DOWAs will prioritize the sectors, and will consider the situation of women in the province, particularly in the following areas:

1. finance and commerce,
2. agriculture and irrigation,
3. education,
4. health,
5. social services, and
6. judicial and social affairs.

The PDC will be the central mechanism through which MOWA in coordination with the DOWAs can coordinate, monitor, evaluate as well as budget for the implementation of the NAPWA at the provincial level. Because the Central Office of the Development Committee will be responsible for preparing the draft of the provincial policy and economic development strategy as well as for drafting the provincial development budget, the DOWAs will work with the Central Offices of the Development Committees to put priority on integrating the NAPWA into the provincial policy and economic development strategy. Given that the Governor is the head of the Secretariat, the DOWAs will also work closely with Governor's office to ensure that the sectoral groups give priority to the implementation of NAPWA. The IDLG will ensure that guidelines are issued to local governor units on NAPWA implementation, budgeting, monitoring and reporting. It will also coordinate and work with MOWA and other agencies to ensure that the local governments receive the guidance they need, and will support the efforts of local government units that are piloting NAPWA implementation at the provincial and district levels.



Furthermore, to ensure that the NAPWA is simultaneously implemented at the central and provincial levels, MOWA and the DOWAs will play a central coordinating, advisory and monitoring function by working with oversight and line ministries at the central and provincial levels. The PDCs will also be utilized as a forum through which the sectoral groups for women's affairs can plan, make preparations and alert line ministries at the central level of the capacities and resources needed to implement NAPWA locally. MOWA will support provincial and district level initiatives that can serve as potential models on how NAPWA can be implemented locally. The development of a Provincial Gender Code, Women's Consultative Council, and other mechanisms that would strengthen coordination and facilitate implementation at the provincial and district levels will be supported. Gender analysis of provincial, district and village level statistics and its use in development planning is hereby declared mandatory for provincial governments.

2.4 Monitoring, Coordination, and Reporting

Monitoring, coordination and reporting will be a collective endeavor of the ministries and the international community, and will be an integral part of monitoring, coordination and reporting under the Afghanistan Compact and the ANDS. MOWA, the specific ministries and the coordination and monitoring bodies of the Afghanistan Compact and the ANDS (including the Consultative Group mechanisms) will ensure agreements on priority indicators that would track the

attainment of benchmarks under the Afghanistan Compact, the NAPWA and the ANDS, and would institute a data system to support such indicators. MOWA and the ministries will consolidate and submit reports on the indicators to the Joint Coordination and Monitoring Board (JCMB) of ANDS. These reports may be used in preparing government reports on international treaties and human rights instruments, particularly CEDAW and BPFA. More effective mechanisms shall also be explored, including the mainstreaming of NAPWA planning, monitoring and reporting in the pertinent guidelines of the Administrative Office of the President. The establishment of a NAPWA task force within the Social Affairs Committee of the Cabinet will also be explored.

2.5 Assessment, Evaluation and Updating

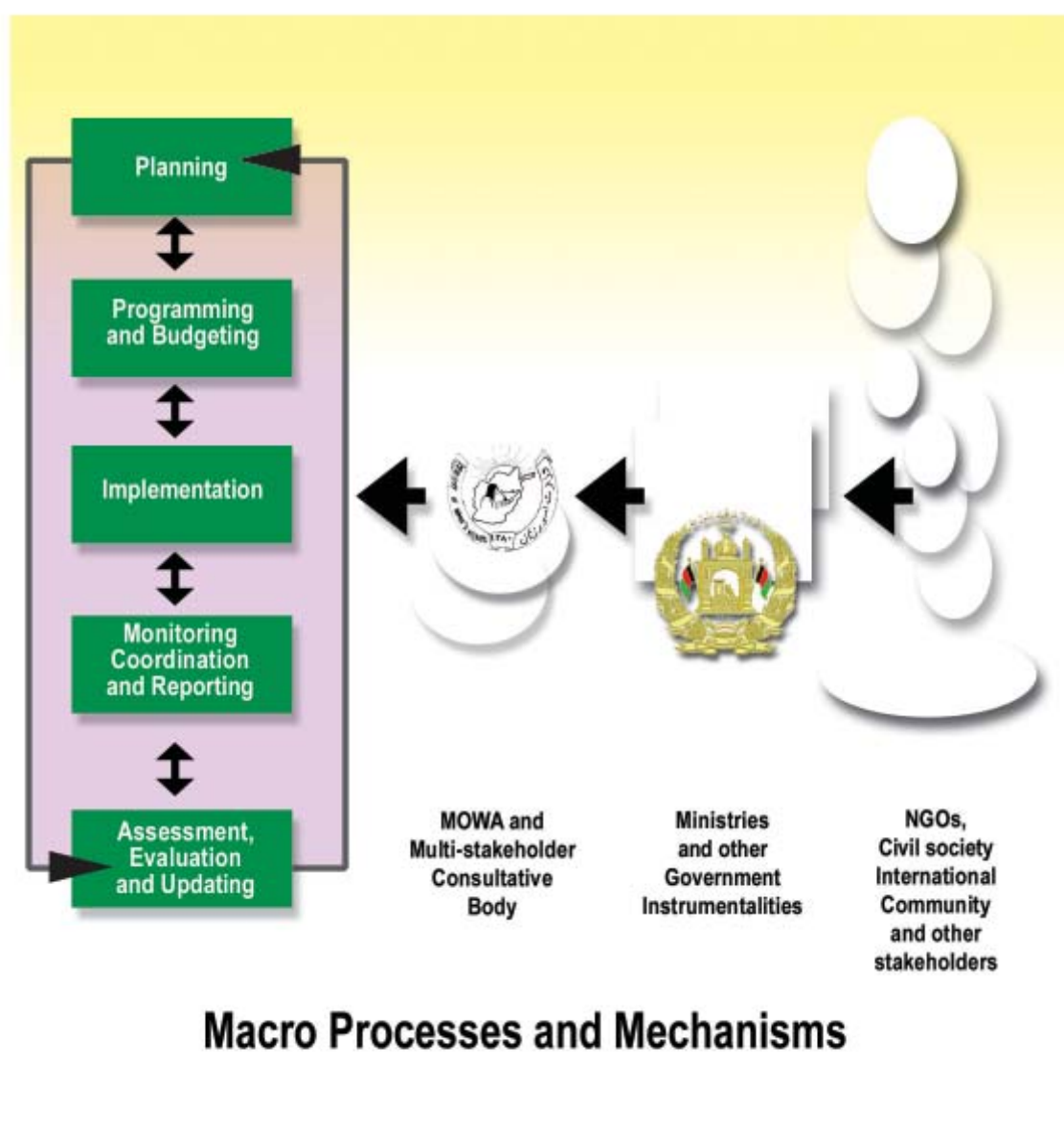
NAPWA will undergo periodic assessments to track the status of its implementation and ensure its relevance to changing situations. MOWA, in cooperation with the ministries, will initiate the updating process and ensure the active participation of as many stakeholders as possible. The table below summarizes the major activities under each of the stages described above, along with the participants, outputs and envisioned time frame. It should be noted, however, that more specific guidelines and checklists on gender will be issued by MOWA on how NAPWA will be mainstreamed in provincial development planning, budgeting, implementation, reporting and monitoring processes.



PROCESS	ACTIVITIES	PARTICIPANTS	OUTPUTS	TIME FRAME
PLANNING	<ul style="list-style-type: none"> • Setting of common priorities and targets • Development and adoption of implementation plan by ministries and partners • Consensus on coordination and monitoring processes and responsibilities 	<ul style="list-style-type: none"> • MOWA (Convenor) • Ministries/ agencies • Other stakeholders 	<ul style="list-style-type: none"> • Annual government plan • Implementation plans of ministries 	Annually, before the beginning of each year
BUDGETING/ RESOURCE MOBILIZATION	<ul style="list-style-type: none"> • Project listing and preparation of proposals • Integration of proposals into ministry submissions to NDB 	<ul style="list-style-type: none"> • MOWA • Ministries • Ministry of Finance • Other stakeholders 	<ul style="list-style-type: none"> • Budget proposals 	Annually, in time with the national budgeting cycle
IMPLEMEN- TATION	<ul style="list-style-type: none"> • Actions on the planned measures 	<ul style="list-style-type: none"> • Ministries • MOWA (to provide technical assistance) 	<ul style="list-style-type: none"> • Implemen- tation results 	Periodic, year-round
MONITORING, COORDINATION, AND REPORTING	<ul style="list-style-type: none"> • Meetings and consultations • Data collection • Report preparation, consolidation and review 	<ul style="list-style-type: none"> • MOWA (Convenor) • Ministries • Other monitoring and coordinating bodies • Other stakeholders 	<ul style="list-style-type: none"> • Government report on women and gender • Ministry reports on women and gender 	Semi-annual
ASSESSMENT, EVALUATION AND UPDATING	<ul style="list-style-type: none"> • Focus group discussions • Meetings • Report preparation 	<ul style="list-style-type: none"> • Ministries • MOWA (convenor) • Independent evaluators • Other stakeholders 	<ul style="list-style-type: none"> • Assessment and evaluation reports • Feedback to monitoring and coordination mechanisms • Plan update 	Bi-annually

3. SUSTAINING MECHANISMS

The success of NAPWA implementation will depend on the active participation of a variety of stakeholders, the effective management of the government's women's advancement and gender-mainstreaming processes, and the effectiveness of mechanisms that support and monitor such processes. Below is an overview of the main mechanisms needed to run the processes described above.



3.1 Macro-level Oversight and Coordination

The overall responsibility for managing the government's macro NAPWA processes rests in the hands of MOWA as the government's lead ministry for promoting women's advancement and gender mainstreaming. However, as gender equity is mandated as a cross-cutting issue in the ANDS, the active participation of other ministries and oversight by the ANDS monitoring and coordination mechanisms is necessary. To ensure wide ownership and participation, MOWA will organize a policy body which will be its primary vehicle for collective decision making and leadership, and which will ensure the implementation of NAPWA. The selection of the members of this body will be based on a criterion that MOWA will adopt in consultation with ministries. Its terms of reference will be approved by the members and will include the following:

1. To assist MOWA in developing guidelines and recommendations pertinent to all aspects of NAPWA's processes;
2. To identify strategies, and if necessary, advocate to ensure that the implementation of NAPWA is mainstreamed into the government's implementation of the Afghanistan Compact and the ANDS; and
3. To review the consolidated reports of ministries/agencies and to draw

up recommendations to further improve the government's overall performance on gender equality.

3.2 Ministry/agency-level Coordination, Implementation and Monitoring

Although the implementation of NAPWA is an obligation of all government instrumentalities, the bulk of the measures are expected to be implemented by the Executive Branch. A senior official, preferably the technical deputy minister, will be designated as NAPWA lead person. Planning Departments will be responsible for ensuring that the measures taken on NAPWA by their ministry are adopted as integral components of their regular work processes - from policy making to planning, programming, budgeting, implementation, monitoring, and the preparation of reports. Each ministry will establish an inter-departmental gender mechanism which will include the head of the Planning Department and senior officials responsible for policy, programs, budget, personnel, training, statistics, and field operations. The mechanism will be headed by a very senior official, preferably the Deputy Minister who is directly involved in the ANDS, and will report directly to the minister or agency head. The gender mechanism will work with MOWA on the implementation of NAPWA and will be given priority in capacity building programs that MOWA will conduct for such purposes.





3.3 NGO Participation

The ANDS political vision provides that the Government of Afghanistan “continues to see Non-Governmental Organizations (NGOs) as essential partners in our development efforts and will continue to support their work in Afghanistan”⁶⁸. The NAPWA process will help support NGO efforts in promoting gender issues and, conversely, their cooperation will be proactively sought in implementing NAPWA. The NGO Coordination Council (NCC), an umbrella organization for NGO coordination bodies⁶⁹, will be a main vehicle for the government’s NAPWA consultation and implementation processes, and the Memorandum of Understanding that defines the NCC’s terms of partnership with MOWA will be revisited and will be adjusted accordingly. In addition to the NCC’s current membership, new NGO coordination bodies would be encouraged to join the NCC. Gender training will be provided to NCC members along with assistance in implementing projects that support the vision of NAPWA. The NCC will be provided with access to decision making and other processes of NAPWA and will be linked to ministries or agencies with which they could cooperate in certain projects or activities. The NCC will also be assisted in developing

guidelines that would enable its members to be more responsive to women’s concerns. The Ministry of Economy will include in its policies a requirement for NGOs to recruit at least thirty percent women as members and officers and target women as participants and beneficiaries of their programs and projects. The establishment of a women’s watch group will be encouraged to keep the gender agenda on top of government priorities.

3.4 Partnership with the International Community

The Afghanistan Compact embodies a commitment from the international community to support the Government of Afghanistan in realizing the vision it articulates in the ANDS and to improve the effectiveness and accountability of international assistance. NAPWA will be a major platform for building partnerships between ministries and the international community around the goal of women’s empowerment and gender equality. The Cross Cutting Thematic Group on Gender (CCTG-Gender) the Consultative Group (CG) 2 Working Group on Gender will serve as consultative mechanisms for discussing gender policy issues and facilitating their mainstreaming in various aspects of the

⁶⁸ Ibid: p.16

⁶⁹ The NGO Coordination Council or NCC was organized in 2003 by MOWA and three major NGO coalitions to strengthen the partnership between MOWA and NGOs in addressing the needs of women, particularly in the areas where NGO members of such coalitions operate. The NCC is composed of the Afghan Women’s Network (AWN), Agency Coordinating Body for Afghan Relief (ACBAR), and Afghan NGOs Coordination Bureau (ANCB).



government's work. They will also feed pertinent information to the JCMB. MOWA will adopt a clear policy and strategy for relating with international partners both in Afghanistan and internationally and will maintain a data bank of international partners with active assistance to women-related programs and projects. MOWA's International Relations Unit will be strengthened to provide leadership and support to continuous partnership-building with the international community.

3.5 Engagement of Civil Society

The ANDS defines civil society as including "all individuals and groups not considered to be part of the government or the private sector who organize themselves in any non-violent form to protect or promote their interests. In Afghanistan, civil society includes *shuras*, *jirgas*, elders' councils, Sufi movements and *khanqahs*; religious institutions such as mosques, *madrassas* and *takiakhana* (shi'ite mosques); water management committees, cultural associations; artistic and professional associations; non profit NGOs (both Afghan and international), grassroots associations of women, youth, teachers, workers, disabled and professionals, journalists, peace committees/councils, university

student groups, community based organizations, human rights advocates and organizations and [Community Development Councils]⁷⁰. For NAPWA implementation, influential groups will be deliberately engaged in gender advocacy and public awareness-raising. Existing partnerships between ministries and civil society groups will be strengthened to include the implementation of relevant measures under NAPWA.

4. ENABLING STRUCTURES

4.1 Gender Analysis

In accordance with the ANDS, major policies, programs, and budgets will be analyzed from a gender perspective to identify ways in which they could deliberately address gender issues. This will also ensure that the spirit of gender equity as a cross-cutting theme is effectively translated into operational terms. Gender assessment processes, tools, and skills will be developed for this purpose, model approaches will be tested and replicated in various sectors, and a pool of gender experts will be organized for each sector to assist ministries in their gender mainstreaming with the involvement of women and NGOs. Capacity for gender

⁷⁰ *Afghanistan National Development Strategy: An Interim Strategy for Security, Governance, Economic Growth and Poverty Reduction*; 2006, Government of Afghanistan: p.194.



analysis will be part of the criteria for recruiting and promoting staff for positions involved in policy and decision making, programming, budgeting, monitoring, and implementation. Successful initiatives will be documented for the purpose of building a knowledge base on gender sensitive policy making, planning, and programming.

4.2 Gender Sensitive Data and Statistics

NAPWA will support the ANDS effort to develop data and indicators that will track advancements on situation of women and men over short and long-term periods. Evidence-based planning and monitoring will be promoted by strengthening the government's capacity to generate, process and use statistics in a gender-sensitive way. The statistical task forces on women in the Central Statistics Office will be strengthened to lead in this process. The inter-ministerial working group on gender and statistics will also be strengthened to promote collaboration in collecting and processing gender-sensitive statistics at the inter-ministerial level and influencing major statistical undertakings of the government, including the national census. Statistical publications on the situation of women and men in various sectors will be periodically released to serve as a reference to planners, policy makers and advocates. The gender data framework developed by MOWA with the support of the Economic and Social Commission on Asia and the Pacific (ESCAP) and United Nations Development Fund for Women (UNIFEM) and the gender indicator system that MOWA developed with the support of the CSO will be used as starting points for institutionalizing a gender data system for the government which both NAPWA and ANDS can use. A comprehensive strategy for building government-wide capacities for gender and statistics will also be developed and implemented.

4.3 Gender Trainings

Capacity building for government officials, staff and their partners will be implemented to support the effective implementation of NAPWA. These trainings include the following:

1. gender planning;
2. gender statistics collection, analysis, and dissemination;
3. training of gender trainers; and
4. gender policy analysis which will target planners, policy makers, budget officers, statisticians, and trainers.

MOWA will work with concerned organizations in implementing these trainings. To meet the expected increase in demand for gender trainings, MOWA will initiate the establishment of a gender institute in the academic community. Existing NGO training programs on gender will also be optimized to meet gender training demands, especially from the provinces. Special attention will be given to designing gender trainings to suit the particular mandate of ministries. Whenever possible, as part of the training, a gender checklist will be developed for each ministry, relevant to their mandate.

4.4 Gender Advocacy and Public Information Campaign

A nationwide advocacy and public information campaign will be undertaken to generate massive support for the women's agenda. Islamic scholars and religious leaders, media, academe, NGOs and other sectors will be engaged in promoting people's understanding of women's rights, reproductive health, the importance of girls' education, social and economic impacts of violence against women, gender issues in poverty and the adverse consequences of underage marriages.



4.5 Gender Technical Resource Base (TRB)

To deal with serious lack of institutional capacities for gender mainstreaming, technical services and materials will be made available for quick access of ministries and those who need them. Gender technical resource bases will be established at the national and sub-national levels which will serve as mechanisms for systematically bringing together and managing the efficient use of services, information and other technical resources (knowledge and skills) on gender. Its objective is to take stock of available technical resources/expertise, put them in a common data base, classify them according to functional or thematic categories, and facilitate the establishment of a system that will govern the production, dissemination and use of technical resources on gender. It will facilitate need forecasting and linking of needs to resources, and promote researches that have strategic value to the NAPWA implementation. The TRB will also be linked with technical resource bases of other countries in the region, especially Islamic countries.



