



D-AF_PV(2013)0918

MINUTES

of the meeting of 18 September 2013, from 09.00 to 10.00
Brussels

The meeting opened at 09.05 on Wednesday 18 September 2013, with Thijs Berman (Chair) in the chair.

1. Adoption of the draft agenda

The agenda was adopted without any changes.

2. Adoption of the minutes of the meeting of 20 June 2013

The minutes were adopted without any changes.

3. Chair's announcements

Chair Berman recapitulated the main developments since the D-AF June 2013 meeting:

- i- about peace talks: intensive talks with Pakistan, the US, but also India about peace talks between the government and the Taliban. Last week, the Pakistani government had said that it would soon release from prison Mullah Baradar, the former deputy of Mullah Omar. Apparently, Baradar would then be sent to Saudi Arabia or Turkey, thus validating rumours that the venue for the new round of negotiations would be relocated from Qatar.

- ii- 2014 elections: on 21 July, President Karzai signed a new electoral law, spelling out conditions for candidacy, voting mechanisms and counting. He also appointed nine Commissioners for the Independent Election Commission (IEC), up to them to select the IEC Chief. These long-awaited decisions, which complete the legal framework for the April 2014 presidential elections were welcome. However, Chair Berman deplored that the IEC was not independent as it should be.
- iii- international support: on 3 July, international donors (47 countries and organisations countries) met with the Afghan government and Afghan civil society organisations to evaluate the mutual progress made as per the Tokyo Mutual Accountability Framework. Whereas the government said that it had successfully implemented a majority of the promises made at the Tokyo Conference, UN Special Representative for Afghanistan Ján Kubiš, stressed once again that international aid would be guaranteed only if the Afghan government adopted drastic measures to check corruption at all levels and ensure the protection of human rights throughout the country. And shortly afterwards, Norway -a major donor- warned that it considered reducing its aid to Afghanistan.
- iv- bilateral agreements: although they have been under negotiation for a long time neither the bilateral security agreement with the USA, nor the Cooperation Agreement on Partnership and Development (CAPD) with the EU, are yet concluded.

Chair Berman also:

- i- expressed his appreciation for the impressive performance of outgoing EU Head of Delegation and Special Representative (HoD/EUSR) Vygaudas Usackas and wished him well in his new assignment to Moscow;
- ii- welcomed his successor, new HoD/EUSR Franz-Michael Mellbin, with whom the AFET Committee had had an interesting exchange of views the day before.
- iii- welcomed Mr. Wali Naimi, the new Deputy Head of Mission of the Afghan Embassy in Brussels.

4. Joint D-AF/SEDE delegation to Afghanistan on 28-31 October 2013

Chair Berman recalled that, since his nomination as Chair of the newly-created Afghan Delegation, he had been trying to lead a parliamentary mission to Afghanistan, but that it had always been refused, on security grounds. Now, at last, the Conference of Presidents had authorized it. One key factor was the assurances provided by the EU Delegation in Kaboul and the EUPOL mission that they would guarantee the security of the parliamentary mission. Another prerequisite was that *'the security situation continues to be constantly monitored, drawing on all relevant sources, and that a final security evaluation will be done before departure'*. Chair Berman expressed his thanks to the EEAS colleagues for their overall support on security and logistics as well as for the organization of the meetings. Likewise, he thanked the Afghan authorities and the Embassy in Brussels for their strong support.

Chair Berman explained that the mission was organized jointly with SEDE¹ Chair Arnaud Danjean. Due to security constraints, it could comprise four MEPs only, two from each of SEDE and D-AF.

The mission would focus on security and defence issues, but also very much on inter-parliamentary exchanges, support to democratic institutions, human rights and rule of law. In this regard, Chair Berman recalled the long-term involvement of the European Parliament which had, inter alia, offered a six-week training to staff members of the Wolesi Jirga.. A preparatory meeting would take place in Strasbourg on 23 October 2013.

5. EU support to and observation of the April 2014 elections

Chair Berman indicated that, although the legal framework for the elections seemed to be now in place, it contained many flaws, notably with the lack of independence of the responsible bodies, e.g. the Independent Election Commission (IEC). Like many others, this key recommendation of the 2009 EU Election Observation Mission (EU EOM) had not been followed.

Only 120,000 people had so far received voter registration cards. Out of concern for women's participation, the IEC had decided to send registration teams over to the villages. The IEC spokesman had also said that members of militant groups could get voting cards.

As far as security was concerned, according to Afghan security officials, out of a total of 6,845 polling stations, security for 3,435 had been guaranteed so far; this left 3,410 polling stations still under some level of threat, a huge number, especially in a very volatile context.

Should the level of fraud be equivalent or superior to the one observed in 2009 (at least 25%), the legitimacy of the personalities and bodies elected through this flawed process would be highly questionable, and the EU could not vet them. Chair Berman called on the EU to exert pressure on the Afghan authorities, which needed to do more in order to try and ensure maximal credibility and legitimacy to the 2014 elections.

Ana Gordon Vergara, from the EEAS Democracy Support and Elections' Division, recalled that the Afghan government had officially invited the EU to deploy an EU EOM. In coordination with the Council and Parliament's Election Coordination Group, the EEAS would finalize its list of priorities by end October (up to 9 Electoral Observation missions per annum), after which it could decide to dispatch an exploratory mission to Afghanistan. She explained that the following criteria would be considered:

- i- consistency with the overall EU policy;
- ii- favourable conditions for the holding of democratic elections;
- iii- analysis of the political impact of a negative report by the EU EOM;
- iv- priority given to countries where previous EU EOM recommendations had been followed up and implemented.

¹ Sub-Committee on Security and Defence

Director Ugo Astuto concurred with Chair Berman's remarks: the 2014 elections would be key to a successful transition; security and voter registration were a challenge. The EU and the international community as a whole were encouraging the Afghan authorities to make the improvements necessary to make these elections inclusive, transparent, and with a legitimate outcome. The EU had granted 10 million euros to the UNDP electoral fund which was extending support to the IEC and voter registration, as well as to the '*tashkira*' civil registry project.

6. Women's rights in Afghanistan

Chair Berman introduced the two speakers:

- 1) Floortje Klijn, from OXFAM Netherlands, who presented a newly-issued report on "Women and the Afghan police" (copy in Annex I):

Since only 1% of police officers were female, if the country did not dramatically increase the number of women in the service, it would not be able to succeed in its struggle to end crimes such as domestic abuse, forced marriage and honour killings. The challenge was huge: 85% of Afghan women had faced violence, most of them several times.

For the 2014 elections, the IEC foresaw several police stations for women; but this would require the presence of 12.000 policewomen, whereas their total number now totalled 700 only.

EUPOL should massively step up its efforts on the issue.

- 2) Heather Barr, and Gauri van Gulik, from Human Rights Watch:

Earlier this month, Human Rights Watch (HRW) had written a letter to President Karzai calling for immediate action against child marriage and domestic violence against women and girls.

Since last May, when the Wolesi Jirga (Lower House) adjourned its debate about the Elimination of Violence Against Women (EVAW) Law due to strong opposition from conservative MPs, women's rights were being rolled back. The new criminal procedure code foresaw that it was '*illegal to testify against a family member*'.

Because of social pressure, very few women dared report domestic violence. HRW feared that many would not dare register to vote.

Both OXFAM Netherlands and HRW recalled that, inter alia, the adoption of EVAW was a key indicator of the Tokyo Mutual Accountability Framework. But they could not see the donors' response to this failure. They called on the EU to exert more leverage on the Afghan government to seriously address the women's rights issue. As a follow-up to the meeting HRW sent a memorandum outlining a series of recommendations to the EU (Annex II).

Chair Berman concluded by saying that it would be unthinkable for the EU to let go on women's rights.

7. Any other business

There were no other business

6. Date and place of the next meeting

Members were informed that the next meeting of the Delegation for relations with Afghanistan would take place on 23 October at 16:00 in Strasbourg. The date and place will nevertheless be confirmed electronically

The meeting closed at 10.00

ΠΡИСΨΤΒΕΗ ΛΙΣΤ/Lista de asistencia/Prezenční listina/Deltagerliste/
 Anwesenheitsliste/Kohalolijate nimekiri/ΚΑΤΑΣΤΑΣΗ ΠΑΡΟΝΤΩΝ/RECORD OF ATTENDANCE/
 Liste de présence/Elenco di presenza/APMEKLĒJUMU REĢISTRŠ/DALYVIŲ SĄRAŠAS/JELENLÉTI ÍV/
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 PREZENČNÁ LISTINA/SEZNAM NAVZOČIH/LÄSNÄOLOLISTA/DELTAGARLISTA

Бюро/Μesa/Pfedsednictvo/Formandskabet/Vorstand/Juhatus/Προεδρείο/Bureau/Ufficio di presidenza/Prezidijs/Biuras/Elnökség/ Prezydium/Birou/Predsednictvo/Predsedstvo/Puheenjohtajisto/Presidiet (*)
Thijs Berman
Членове/Diputados/Poslanci/Medlemmer/Mitglieder/Parlamendiliikmed/Μέλη/Members/Députés/Deputati/Deputāti/Nariai/Képviselők/ Membri/Leden/Posłowie/Deputados/Deputați/Jäsenet/Ledamöter
Roberta Angelilli, Pino Arlacchi, Piotr Borys
Заместници/Suplentes/Náhradníci/Stedfortrædere/Stellvertreter/Asendusliikmed/Αναπληρωτές/Substitutes/Suppléants/Supplenti/ Aizstājēji/Pavaduojantys nariai/Póttagok/Sostituti/Plaatsvervangers/Zastępcy/Membros suplentes/Supleanți/Náhradníci/Namestniki/ Varajäsenet/Suppleanter
Oleg Valjalo

187 (2)
193 (3)
49 (6) (Точка от дневния ред/Punto del orden del día/Bod pořadu jednání (OJ)/Punkt på dagsordenen/Tagesordnungspunkt/Päevakorra punkt/Ημερήσια Διάταξη Σημείο/Agenda item/Point OJ/Punto all'ordine del giorno/Darba kārtības punkts/Darbotvarkės punktas/ Nápirendi pont/Punt fuq l-aġenda/Agendapunt/Punkt porządku dziennego/Ponto OD/Punct de pe ordinea de zi/Bod programu schôdze/ Točka UL/Esityslistan kohta/Föredragningslista punkt)

Наблюдатели/Observadores/Pozorovatelé/Observatører/Beobachter/Vaatlejad/Παρατηρητές/Observers/Observateurs/Osservatori/ Novērotāji/Stebėtojai/Megfigyelők/Osservatori/Waarnemers/Observatorzy/Observadores/Observatori/Pozorovatelia/Opazovalci/ Tarkkailijat/Observatörer
Fabio Pompetti, Naemi DCM, Angelo Cialfi

По покана на председателя/Por invitación del presidente/Na pozvání předsedy/Efter indbydelse fra formanden/Auf Einladung des Vorsitzenden/Esimehe kutsel/Με πρόσκληση του Προέδρου/At the invitation of the Chair(wo)man/Sur l'invitation du président/ Su invito del presidente/Pēc priekšsēdētāja uzaicinājuma/Pirmininkui pakvietus/Az elnök meghívására/Fuq stedina tal-President/ Op uitnodiging van de voorzitter/Na zaproszenie Przewodniczącego/A convite do Presidente/La invitația președintelui/Na pozvanie predsedu/Na povabilo predsednika/Puheenjohtajan kutsusta/På ordförandens inbjudan
Anna Nijsters, Sophie Desmidt Heather Barr Gauri Van Gyulik, Lea Scarpel, Floorke Lyn, Isabel Martins

Съвет/Consejo/Rada/Rådet/Rat/Nōukogu/Συμβούλιο/Council/Conseil/Consiglio/Padome/Taryba/Tanács/Kunsill/Raad/Conselho/Consiliu/Svet/Neuvosto/Rådet (*)	
Комисия/Comisión/Komise/Kommissionen/Kommission/Euroopa Komisjon/Επιτροπή/Commission/Commissione/Komisija/Bizottság/Kummissjoni/Commissie/Komisja/Comissão/Comisie/Komisja/Komissio/Kommissionen (*)	
Европейска служба за външна дейност/Еντροπсκά слυжба pro vnější činnost/EU-Udenrigstjenesten/Europäischer Auswärtiger Dienst/Euroopa väliteenistus/Ευρωπαϊκή Υπηρεσία Εξωτερικής Δράσης/European External Action service/Servicio Europeo de Acción Exterior/Service européen pour l'action extérieure/Servizio europeo per l'azione esterna/Eiropas Ārējās darbības dienests/Europos išorės veiksmų tarnyba/Európai Külügyi Szolgálat/Servizz Ewropew ghall-Azzjoni Esterna/Europese dienst voor extern optreden/Europejska Služba Działañ Zewnętrznych/Serviço Europeu para a Acção Externa/Serviciul european pentru actiune externă/Európska služba pre vonkajšiu činnost/Evropska služba za zunanje delovanje/Euroopan ulkosuhdehallinto/Europeiska avdelningen för yttre åtgärd (*)	
Ugo Astuto, Paul Godfrey, Ana Gordon Vergara	
Други институции/Otras instituciones/Ostatní orgány a instituce/Andre institutioner/Andere Organe/Muud institutsioonid/Άλλα θεσμικά όργανα/Other institutions/Autres institutions/Altre istituzioni/Citas iestādes/Kitos institucijos/Más intézmények/Istituzjonijiet oħra/Andere instellingen/Inne instytucje/Outras Instituições/Alte institutii/Iné inštitúcie/Druge institucije/Muut toimielimet/Andra institutioner/organ	

Други учасници/Otros participantes/Ostatní účastníci/Endvidere deltog/Andere Teilnehmer/Muud osalejad/Επίσης Παρόντες/Other participants/Autres participants/Altri partecipanti/Citi klātesošie/Kiti dalyviai/Más résztvevők/Partecipanti oħra/Andere aanwezigen/Inni uczestnicy/Outros participantes/Alți participanți/Iní účastníci/Drugi udeleženci/Muut osallistujat/Övriga deltagare	

Секретариат на политическите групи/Secretaría de los Grupos políticos/Sekretariát politických skupin/Gruppernes sekretariat/Sekretariat der Fraktionen/Fraktsioonide sekretariaat/Γραμματεία των Πολιτικών Ομάδων/Secretariats of political groups/Secrétariat des groupes politiques/Segreteria gruppi politici/Politisko grupu sekretariāts/Frakciju sekretoriai/Képviseletcsoportok titkársága/Sekretarjat gruppi poliitiċi/Fractiesecretariaten/Sekretariat Grup Politycznych/Secr. dos grupos políticos/Secretariate grupuri politice/Sekretariát politických skupin/Sekretariat političnih skupin/Poliittisten ryhmien sihteeristöt/Gruppernas sekretariat	
PPE	Rino Trombetta
S&D	Brigitte Bataille, Jennifer Pullicino Orlando
ALDE	
ECR	
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GUE/NGL	Karin Schüttpelz
EFD	
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Кабинет на генералния секретар/Gabinete del Secretario General/Kancelář generálního tajemníka/Generalsekretærens Kabinet/
Kabinett des Generalsekretärs/Peasekretäri büroo/Γραφείο Γενικού Γραμματέα/Secretary-General's Office/Cabinet du Secrétaire
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General/Kancelária generálneho tajomníka/Urad generalnega sekretarja/Pääsihteerin kabinetti/Generalsekreterarens kansli

Генерална дирекция/Dirección General/Generální ředitelství/Generaldirektorat/Generaldirektion/Peadirektoraat/Γενική Διεύθυνση/
Directorate-General/Direction générale/Direzione generale/Generaldirektorāts/Generalinis direktoratas/Főigazgatóság/Direttorat
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Sandro D'Angelo

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sekretariaat/Γραμματεία επιτροπής/Committee secretariat/Secrétariat de la commission/Segreteria della commissione/Komitejas
sekretariāts/Komiteto sekretariat/A bizottság titkársága/Sekretarjat tal-kumitat/Commissiesecretariaat/Sekretariat komisji/
Secretariado da comissão/Sekretariat comisie/Sekretariat odbora/Valiokunnan sihteeristö/Utskottssekretariatet

François Massoulie

Сътрудник/Asistente/Asistent/Assistent/Assistenz/Βοηθός/Assistant/Assistente/Palīgs/Padējējas/Asszisztens/Asystent/Pomočnik/
Avustaja/Assisterter

Ainhoa Markuleta

- * (P) = Председател/Presidente/Předseda/Formand/Vorsitzender/Esimees/Πρόεδρος/Chair(wo)man/Président/Priekšsēdētājs/Pirmininkas/
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Ierēdnis/Pareigūnas/Tisztviselő/Uffizjal/Ambtenaar/Urzednik/Funcionário/Funcionar/Úradník/Uradnik/Virkamies/Tjänsteman



WOMEN AND THE AFGHAN POLICE

Why a law enforcement agency that respects and protects females is crucial for progress

Only 1 per cent of the Afghan National Police is female. Although female police are vital for Afghan women to be able to report crimes and access desperately-needed justice, few women in Afghanistan will ever encounter one.

Further action is urgently needed to recruit, train, retain and protect Afghan female police officers. This is critical for upholding the rights of Afghan women and girls and can contribute to sustainable peace and development efforts in Afghanistan.

EXECUTIVE SUMMARY

Afghanistan's first policewoman took up her duties in 1967 – three years after Afghan women gained the right to vote. Yet, as with many aspects of the country's development, subsequent decades of political upheaval and conflict took their toll and when the Taliban swept to power in 1996, women were banned from serving in the police.

Over the past decade, the Afghan Government and international donors have worked hard to rebuild the country's basic institutions, including the Afghan National Police (ANP). The Government has launched several initiatives to recruit women into the ANP, resulting in a gradual rise in their numbers. In 2005, the ANP employed just 180 women out of 53,400 personnel. In July 2013, 1,551 policewomen were serving out of 157,000.

All Afghans stand to benefit from more effective and responsive law enforcement in which policewomen play their part – but none more so than women and girls in a country where domestic violence, forced marriage, sexual assault, and honour killings are shockingly common.

Official figures are distorted by underreporting but in reality as many as 87 per cent of Afghan women suffer at least one form of physical, sexual or psychological abuse, according to a credible 2008 survey, with more than half experiencing multiple kinds of violence and abuse.¹

Significant underreporting – which contributes to the lack of prosecutions and a culture of impunity – occurs partly because social norms prevent most Afghan women from approaching male police officers. Despite the gradual progress in female staffing, policewomen still only represent 1 per cent of ANP personnel, with very few deployed in rural areas. Consequently, few Afghans ever see a policewoman, leaving most women and girls unable to report crimes and threats against them.

Compounding this, the Afghanistan Independent Human Rights Commission found that many honour killings and sexual assaults against women have been committed by the police themselves. Such

crimes undermine public trust in the ANP and, by association, the legitimacy of the Afghan state. Effective, independent oversight of the ANP is required to improve accountability, police behaviour and public trust.

SERIOUS CHALLENGES

Accelerating the recruitment of policewomen is a key part of the solution. However, numerous challenges exist and efforts to reach the target of 5,000 policewomen by the end of 2014 are set to fail. These challenges, therefore, must be better addressed not only to recruit more women, but to ensure they stay in their jobs and serve their communities effectively.

One such challenge is sexual harassment and assault by male colleagues. A 2012 investigation by US-based National Public Radio found allegations of widespread sexual abuse and rape of policewomen in Mazar-e-Sharif, capital of Balkh Province, which has the third largest number of policewomen in the country. NPR said it found evidence that senior policemen demanded sexual favours in exchange for promotions.

PRIORITISING SOLUTIONS

To address these challenges, the Afghan Government, with donor support, should prioritise and implement a coordinated, adequately resourced strategy to recruit more policewomen and provide them with essential training. They also need to improve retention rates by ensuring they are safe from abuse, respected and provided with the necessary facilities to perform their duties.

This should include efforts to recruit and retain better educated women, particularly university graduates, by ensuring merit-based promotion and offering fast-track schemes. Once trained, policewomen should be assigned to professional policing roles, particularly within Family Response Units and in community policing. At the same time, male police should receive effective gender training and better understand relevant laws, especially those designed to protect women from abuse.

Understanding the nature of any problem, implementing solutions and measuring progress is virtually impossible without adequate information. The UN in particular has an important role to play in improving the collection and use of sex-disaggregated data. This would also make it easier for donors to monitor the issue and the impact of their aid.

There are significant opportunities to help achieve these goals. For example, the Afghan Government and international donors have launched an initiative to transform the paramilitary ANP into a civilian law enforcement agency: the first large-scale police reform in the country. The Ten Year Vision includes the target of a 10 per cent female workforce in the ANP and MoI by 2024 – a realistic and appropriate step towards the long-term objective of an effective and responsive ANP.

Strengthening women's participation in the police also helps Afghanistan meet its responsibilities to implement UN Security Council Resolution 1325. This seeks to improve women's role and influence in post-conflict contexts and strengthen measures that enforce their human rights – all of which contributes to building a just and lasting peace. Afghanistan's first National Action Plan for UNSCR 1325 provides an opportunity to ensure that actions designed to promote women's roles and enforce their rights complement each other, thereby maximising their impact.

Ministries aiming to implement the Afghan National Action Plan (NAP) and related initiatives will require UN support. International missions such as NATO can set positive examples, for instance, by maintaining NATO gender advisers to help implement the organisation's own NAP and by ensuring that training and mentoring programs are gender-sensitive.

WHO BENEFITS?

Why does this matter in a country facing a multitude of social, economic and political challenges? Afghanistan's people, its institutions, its stability and security, as well as donors seeking to maximise the impact of their aid, all potentially benefit from more effective policewomen as part of a more responsive and accountable ANP.

The likely impact on women and girls is clear. Although Afghanistan has a constitution and laws designed to protect and uphold women's rights, they are not consistently enforced. A more female-friendly ANP would increase women's access to the formal justice system and assist the implementation of, for example, the historic 2009 Elimination of Violence Against Women (EVAW) law, which criminalises child marriage, forced marriage, rape and other violent acts against women and girls.

Successfully tackling this issue has potentially wider positive impacts. As the UN noted in its EVAW report in 2012: „Ultimately, improvements in EVAW law implementation and reduced incidents of violence against women can lead to improved protection of Afghan women's rights, in turn strengthening their active and crucial role in society and in efforts to achieve durable peace, security and prosperity in Afghanistan.“

The ANP, which is widely mistrusted, would benefit as an institution. A UN-backed survey in 2012 found growing popular acceptance of the role of female police, contributing to improvements in public perceptions of the ANP generally.

Female police can also contribute to Afghan security. Some are already deployed to search women at checkpoints and entrances to Government buildings, as well as to participate in house searches. In 2012, there were at least 13 incidents in which men disguised themselves as women to smuggle goods, or to gain entry into areas from where they carried out attacks. Deploying more policewomen could help prevent such incidents.

In relation to presidential elections expected in 2014, for which the MoI will oversee security, policewomen will be needed to monitor female-only polling stations to help women exercise their right to vote – again helping to strengthen the state's popular support.

Although institutional reforms and other necessary changes will take time, the time to act is now. The transfer of responsibility for security across the country to Afghanistan's national security forces is due to be completed in 2014. This, together with the withdrawal of combat troops by the NATO-led International Security Assistance Force (ISAF) brings new challenges and risks for Afghanistan's security and development.

It is therefore crucial that Afghan authorities, donors, as well as Governments and international missions involved in developing Afghan National Security Forces, intensify their efforts to improve

the ANP's responsiveness to the female half of the population and enhance policewomen's roles. Failure to do so risks eroding more than a decade of hard-earned development gains and undermines Afghanistan's progress towards stability, prosperity and self-reliance.

For this report, Oxfam consulted Afghan police officers, civil servants, human rights and women's organisations and local communities, noting women's perspectives particularly. International donors and security training officers were also interviewed. The recommendations below draw upon the various views that emerged, with some additional details at the end of this report.

RECOMMENDATIONS

The Afghan Government and the international community should:

- Develop and implement a national strategy to recruit and retain female police. Coordinating national and international efforts, this strategy should be accompanied by clear action plans and backed by adequate donor funding to be successful.
- Prioritise policewomen within overall police reform efforts. Backed by adequate, ring-fenced donor funding, the MoI-International Police Coordination Board Working Groups should develop specific plans within mainstream police reforms to recruit women and enhance their roles. The Working Groups should include, or meaningfully consult, gender experts from the Ministry of Women's Affairs, gender-sensitive policing specialists, senior Afghan policewomen and civil society.
- Ensure equal access to professional training and opportunities for women, and expand improved gender and rights training for all personnel. The Afghan Government and international missions should increase professional courses and opportunities for policewomen (including specialist training such as driving and forensics), prioritise female literacy classes, and ensure all ANP understand the gender curriculum and women's national and international legal rights (including EAW).
- Ensure the development of a strong and effective Afghanistan National Action Plan to implement UNSCR1325. The Afghan Government should include clear, relevant indicators in an adequately donor-resourced NAP that relate to women's participation in the police and wider security sector, particularly at decision-making levels.

The Afghan Ministry of Interior should:

- Develop and implement large-scale recruitment and information campaigns. Recruitment drives should offer training and education opportunities to uneducated women and higher-ranking jobs to educated recruits, complemented by public information campaigns on the benefits to communities of having policewomen.
- Provide a safe working environment for female police. The MoI should take urgent steps to provide necessary facilities (e.g. locking toilets and female changing rooms), ensure women are aware of, and have access to, a safe effective complaints mechanism, consider providing personal guards for senior policewomen, and ensure that all staff in district and provincial police stations are made aware of relevant policies (e.g. the 2013 Directive on Sexual Harassment).

- Ensure national policies are implemented at the local level. Overseen by the Steering Committee, the MoI should ensure its policies are in line with national and international standards for gender sensitivity, and increase efforts to implement national policies supporting policewomen at the local level, including by issuing ministerial directives to provincial police chiefs.
- Reform the tashkeel (organisational structure). Reforms should include developing clear recruitment policies and specific job descriptions, reserving more positions (including senior roles) for women, and identifying more departments and units where they can work – including in FRUs, recruitment, intelligence, the Passport Department, Criminal Investigation Division and Counter Narcotics. Independent appointment and review boards, including men, women and civil society representatives, should be created.
- Ensure women have fair access to career development opportunities. The MoI should set provincial police chiefs targets to promote women to officer and NCO levels – ensuring promotion is merit-based while allowing for the specific challenges that women face (such as lower literacy rates) – and establish fast-track promotion schemes alongside leadership training and mentoring by experienced foreign policewomen.
- Rapidly increase the numbers of female police at the provincial level. The MoI should assign educated and trained policewomen to provincial positions with incentives for them to stay, prioritising the allocation of such staff to specialised units such as the FRUs and community policing as well as increasing training for illiterate members of these units.

Provincial Chiefs of Police should:

- Provide active support to female police. Provincial police chiefs should clearly instruct all their personnel that sexual abuse and harassment will not be tolerated, ensure that complaints are transparently investigated and perpetrators of abuse and harassment are appropriately disciplined, and also ensure policewomen have access to appropriate equipment, private transport, female-only spaces and childcare facilities.
- Increase efforts to deploy female police into communities. Women should be assigned to police stations in groups no smaller than five staff, both to protect them from harassment and enable them to reach out more effectively to communities. Police chiefs should also ensure policewomen actively conduct core professional duties, particularly in FRUs and communities.
- Strengthen Family Response Units. Police chiefs can do this by ensuring FRUs always include trained and literate policewomen, recruiting graduates of Sharia law to serve as legal advisors, and placing units under female leadership where possible. FRUs must use office space provided by donors for that purpose, or be given specific areas of police stations (with separate entrances), with access to transport to help FRU staff serve local communities.

All states supporting the Afghan National Police should:

- Allocate specific funding to recruit, retain and promote female policing. Priorities include support for improved literacy, community policing, innovative incentives (such as bonuses, family health care plans and housing), essential infrastructure such as female-only facilities, policewomen's associations, and training and mentoring for senior male and female officers, especially provincial police chiefs.

- Make security funding conditions-based. Donors should link long-term support to the Afghan National Security Forces (ANSF) – especially after they assume full responsibility for security in all of Afghanistan in 2014 – to indicators of success on female police recruitment and professional progress. Donors should also ring-fence funding for policewomen's posts in the tashkeel and safeguard these against proposed cuts after 2015.
- Provide substantial long-term funding for civil society initiatives. Funding should be prioritised for groups working to support female police, including efforts that increase community acceptance, promote male champions and female role models and link Afghan policewomen associations and councils with international counterparts (including the International Association of Women Police and with similar groups in Muslim countries).
- Support independent oversight of the Afghan National Police. Donors should adequately fund the Police Ombudsman's Office to ensure women can access an independent and effective complaints mechanism. This should be rolled out nationwide as a matter of priority to ensure access at the provincial level.
- Ensure all international police training and mentoring programmes are gender-sensitive. Troop contributing states should maintain gender advisers in the post-2014 ISAF mission's Operation Resolute Support to enable the implementation of NATO's own 1325 NAP, while donors should ensure the new phase of LOTFA beginning in 2014 includes civil society representatives on the Steering Committee.

International police missions should:

- Maintain mentoring programmes. Bodies such as EUPOL and the UNAMA Police Advisory Unit should continue to provide qualified civilian mentors for senior male and female police officers, particularly provincial chiefs of police. Mentoring programmes should be expanded where possible (or at least maintained at current levels beyond 2014), and create links between police chiefs in different regions and with neighbouring countries.
- Prioritise support to the Ministry of Interior Gender and Human Rights Units. International police missions should ensure that capacity building of the Gender and Human Rights Units is a priority within police reform efforts, both at the MoI in Kabul and at the provincial level. This should include strengthening their information collection systems, including the disaggregation of data by sex and age.

The United Nations should:

- Improve the collection and use of data. The UN mission in Afghanistan should improve the collection and use of sex disaggregated data when reporting against benchmarks in quarterly Secretary General Reports on Afghanistan, including comprehensive reporting on women's participation in the ANP.
- Step up support to ministries. The UN should increase targeted support to relevant ministries to assist the implementation of the National Action Plan for the Women of Afghanistan and the forthcoming Afghanistan National Action Plan on UNSCR 1325.

The logo for Human Rights Watch, consisting of a dark grey square with the words "HUMAN RIGHTS WATCH" in white, uppercase, sans-serif font, arranged in three lines: "HUMAN", "RIGHTS", and "WATCH".

HUMAN
RIGHTS
WATCH

**Women's Rights in Afghanistan:
Briefing paper for European advocacy meetings**

23 September 2013

In addition to the failure by the Afghan government to adequately enforce the EVAW Law, we are now facing a far more serious challenge, which is a generalized attack on women's rights, launched by opponents of advancement of women, who have seen – and seized – an opportunity presented by the waning international interest in Afghanistan ahead of the end-2014 deadline for the withdrawal of international combat forces.

The rollback of women's rights in Afghanistan has already started. The debate on the EVAW Law in the lower house of parliament on 18 May was the first of – and perhaps triggered – an avalanche of subsequent setbacks, including:

- President Hamid Karzai told women's rights activists that he is unable to support further efforts to protect Afghanistan's law against violence against women;
- Comments by Abdul Rahman Hotak, a new member of the Afghanistan Independent Human Rights Commission (AIHRC), calling for repeal of the EVAW Law;
- A decision by parliament to reduce the set-aside for women on provincial councils;
- The revision of the new Criminal Procedure Code by the Ministry of Justice to add a new provision banning family member testimony in criminal cases, making it extremely difficult to prosecute domestic violence, child/forced marriage and *baad* cases – and the subsequent passage of this law by the lower house of parliament (it is currently pending in the upper house); and
- The reversal of the verdict in the Sahar Gul case, where the in-laws of a 13-year-old bride they had starved and tortured for months were sentenced to 10 years but then released after one year on the order of the court.

As these examples make clear, attacks on women's rights are coming from every direction within the government – from the parliament, from the executive branch of government, from the judiciary, even from the AIHRC.

During this same period, there have been a string of physical assaults, including murder, against high-profile women which highlight the continued danger to activists and women in public life.

These include:

- 3 July 2013 – Lieutenant Islam Bibi, the highest ranking female police officer in Helmand, is shot and killed on her way to work.
- 5 July 2013 – Former member of parliament Noor Zia Atmar divulges that she is now living in a shelter for battered women as a result of attacks from her husband. She later confirms that she is seeking asylum abroad.
- Early August 2013 – Rooh Gul, a parliamentarian in the upper house, is attacked in a shooting. She and her husband survive, but her eight-year old daughter and driver are killed.
- 13 August 2013 – Farida AhmadiKakar, a parliamentarian in the lower house is kidnapped while driving from her constituency to Kabul. She is released after three weeks, reportedly in exchange for Taliban prisoners.
- Early September 2013 – Sushmita Banerjee, an Indian woman who had married an Afghan man and was working as a health worker and documenting the lives of local women, is murdered in Paktika province. She is dragged from her home, shot repeatedly, and her body is left outside a religious school.
- 17 September 2013 -- Lieutenant Nigar, the senior female police officer who had replaced the slain Lieutenant Islam Bibi, dies after being shot twice in the neck the previous day as she waited on the side of the road for the government bus to pick her up for work.

These attacks illustrate not only the dangers faced by high-profile women in Afghanistan, but the government's failure to create an environment in which all women can participate actively and safely in Afghan society.

Addressing these problems demands a deep and profound commitment to women's rights over many years. Genuine, irreversible progress will only be possible for Afghan women if there is sustained and intense monitoring and pressure from concerned governments on this and the ensuing Afghan governments to respect and advance women's rights over the coming years.

Our main goal in visiting capitals and the EU during this trip is to talk with you about how this can be achieved.

The Tokyo Mutual Accountability Framework (TMAF) provided a new tool that can be used to try to set clear expectations of the Afghan government that are linked to international assistance. The TMAF has not yet lived up to its potential however, for reasons including delays in establishing a mechanism to monitor compliance with the TMAF, lack of coordination among donors, and confusion by at least some donors over how conditionality should be used within the framework of the TMAF.

In October 2012, Human Rights Watch proposed, in a letter to then-US Secretary of State Hillary Clinton, that the US and partner nations, as an accompaniment to the 10-year plan to support the Afghan security forces that the international community committed to at the 2012 NATO Summit, develop a similar 10-year plan to support women's rights in Afghanistan. We continue to believe that this is the most effective way for the international community to ensure that the progress for women in Afghanistan over the past 12 years is the first of many steps in the right direction, not an intensive (and costly) effort which will be abandoned in the years ahead, leaving women's rights to slide back toward the state they were in as of 2001.

Recommendations:

European states and the European Union have been staunch supporters of the empowerment of women in Afghanistan, repeatedly expressing concerns through statements and resolutions about the deterioration women's rights and insisting that the support of the European Union and its member states for the reconstruction of Afghanistan needs to include concrete measures to eradicate discrimination against women. In line with bilateral messages and European Parliament resolutions on Afghanistan, we urge the members of the European Union to do the following:

- Strongly speak out against this series of roll backs on women's rights;
- As the EU is developing its political post-2014 strategy for Afghanistan, as well as the Afghanistan Country Strategy Paper for development, include in these documents a clear expectation that women's rights should improve in line with CEDAW. To be most useful, the strategy should be adopted in advance of the Afghan elections;
- Work to ensure that both the EU and its member states closely monitor the Afghan government's treatment of women and efforts to advance women's rights and respond quickly and, whenever appropriate, publicly, to any backsliding on the advancement of these rights;
- Encourage the EU and its member states to develop an international 10-year plan for supporting women's rights in Afghanistan for other actors and work to ensure that this plan has the same prominence and commitment as the 10-year plan to support the Afghan security forces;
- Work to ensure that both the EU and its member states take advantage of the opportunity presented by the TMAF and use aid conditionality in a way that maximizes use of leverage on the Afghan government (for example, decisions about increases in on-budget support, security forces equipment, etc.) to the benefit of women's rights, without taking any action that would harm users of services;
- Call on the EU and its member states to work with the Afghan government through LOTFA, to develop specific steps and associated benchmarks that the Afghan government will take to achieve its goal of increasing the number of female police officers to 5,000 by the end of 2014, and to develop financial incentives linked to achievement of these benchmarks;

- Ensure that EU and its member states actively support, both politically and financially, Afghan human rights and women's rights organizations that do organizing, advocacy, policy analysis and lobbying that promotes human rights, especially women's rights.