



In the Spotlight: Implementing the EVAW Law at a Critical Juncture

External Evaluation of the EVAW Commission Project



United Nations Entity for Gender Equality
and the Empowerment of Women



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Acronyms & Abbreviations

AIBA	Afghanistan Independent Bar Association
AIHRC	Afghanistan Independent Human Rights Commission
AGO	Attorney General’s Office
DoHRA	Department of Hajj and Religious Affairs
DoWA	Department of Women’s Affairs
FGD	Focus Group Discussion
GIRoA	Government of the Islamic Republic of Afghanistan
EVAW	Elimination of Violence Against Women
KII	Key Informant Interview
MoE	Ministry of Education
MoJ	Ministry of Justice
MoHE	Ministry of Higher Education
MoHRA	Ministry of Hajj and Religious Affairs
MoIA	Ministry of Interior Affairs
MoIC	Ministry of Information and Communications
MoLSAMD	Ministry of Labour, Social Affairs, Martyrs and Disabled
MoPH	Ministry of Public Health
MoWA	Ministry of Women’s Affairs
NGO	Non-governmental organisation
SH	Samuel Hall
UNAMA	United Nations Assistance Mission in Afghanistan
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
VAW	Violence Against Women
WPC	Women’s Protection Centre

Executive Summary

The Elimination of Violence Against Women (EVAW) Law is an Afghan law passed by presidential decree in 2009 that criminalises acts of violence against women. Implementation of the law increased substantially in 2012, but progress was primarily concentrated in Kabul. Recent data reveals that implementation throughout the country has plummeted in mid-2013, indicating a significant lack of will on the part of the Government of the Islamic Republic of Afghanistan (GIROA) to implement the law, despite a demonstrated capacity to do so only one year prior. The main obstacles for EVAW Law implementation are: *i)* a lack of will within the government, and *ii)* cultural attitudes that attach shame to victims rather than perpetrators of VAW.

From 2011-13, the Government of Japan allocated funds to UN Women for a project designed to support the Afghan government to implement the EVAW Law and provide assistance to women victims. The EVAW Commission Project is designed to support three key structures: EVAW Commissions, resource centres and programme associates, and Women's Protection Centres (WPCs). EVAW Commissions are charged with developing, implementing, and monitoring an EVAW plan of action under the guidance of the Ministry of Women's Affairs (MoWA). The commissions are composed of 13 members representing diverse elements of the GIROA.

UN Women commissioned Samuel Hall Consulting to conduct an external evaluation of the EVAW Commission Project in 2013. The purpose of this evaluation is to provide an independent and qualitative in-depth assessment of results achieved by the EVAW Commission Project within the implementation period (January 2011 to June 2013).

This evaluation uses the OECD-DAC five evaluation criteria—relevance, effectiveness, efficiency, impact and sustainability using a Logical Framework Approach. The evaluation's analysis is based on primary data collected in 10 provinces from September-October 2013; 125 stakeholders were reached through a number of qualitative tools such as in-depth interviews, consultative workshops, comparative assessments, focus groups and case studies. Stakeholders included victims of violence in shelters, EVAW Commission members, Program Associates (PAs), WPC staff, UN Women representatives and government officials.¹

¹ The full methodology for the evaluation is elaborated in the report.

Why is implementation of the EVAW Law controversial?

Controversial since its inception, a faction of Afghan society views the EVAW Law to be contradictory to Sharia law. The GIRoA made slow but steady progress implementing the law from 2009-12. Progress is at risk ever since the Afghan Parliament re-opened debates around the legitimacy of the law in May 2013. Vocal opponents within Parliament condemned the law, arguing that WPCs should be abolished, women should be forced to obtain permission from their husbands to work, and that early or forced marriage should not be criminalised. The Parliamentary debate may have irreparably weakened the law by rallying its opponents and demonstrating the lack of political will to enforce it.

Key findings

The following sections provide the key findings of the evaluation structured around five criteria: relevance, effectiveness, efficiency, impact and sustainability.

Relevance

Overall the project demonstrates a strong relevance to the needs of beneficiaries and project participants; however, two factors undermine the project's relevance. First, members demonstrate a lack of commitment to actually utilise support, as demonstrated by poor meeting attendance and resistance to participating in available training. Second, there are several flaws in the intervention logic of the project. Some project activities are not designed to meet the ambitious goals stated in the project objectives. For example, financial support to WPCs focuses on maintaining existing services; it is not targeted at expanding or improving services, the stated goal of this project component.

Indicator #1: Expressed need for project's services by victims of violence

Women victims demonstrate an acute need for protection, legal counsel and other forms of support and assistance provided by WPCs. While many women have been helped, many more are unable or unwilling to seek assistance due to lack of awareness, fear of retribution or lack of access, demonstrating a need for improved awareness, referrals and EVAW enforcement.

Indicator #2: Expressed need by project participants at a strategic level

EVAW Commission Component: Limited EVAW Law implementation indicates a need for EVAW Commissions to lead and monitor this process. However, the lack of commitment of members to actually utilise support, undermines the relevance of the support.

Community Outreach Component: Resource centres do not respond to the most urgent community needs as they serve a limited number of urban residents in provincial capitals. They are primarily used as an internet café for students. The public awareness activities coordinated by PAs are tailored to community needs and meet demand outside of provincial capitals.

WPC component: The limited number of WPCs in Afghanistan (18 total) does not meet demand. NGOs operating WPCs are in need of additional financial support to establish and strengthen WPCs.

Efficiency

The EAW Commission Project used resources efficiently across its project components. Only minor changes could have been implemented to improve efficiency. For example, there could be reductions in expenses on lavish lunches at High Commission Meetings. Benefitting organisations should also agree to cover the cost of fuel before receiving a free vehicle. Some vehicles are going unused as recipients do not assume fuel costs.

Indicator #1: Project inputs comparable across provinces and with inputs of similar initiatives. Any significant variations can be justified.

Project inputs are similar across provinces, with the exception of High Commission expenses in Kabul. Funding for PA salaries should be extended: The hiring of highly qualified Programme Associates (PAs) contributed the most to the efficiency of the project. The project has resisted significant pressure to provide financial incentives to Commission members for performing duties already mandated by law. Incentivising efficiency through financial incentives would harm the long-term the efficiency of the commissions.

Indicator #2: Available pooled funding mechanisms are utilised to reduce transaction costs for the donor and beneficiaries

By supporting a pooled funding mechanism (the EAW Special Fund) to support WPCs, the project ensured a consistent approach with other and reduced transaction costs for both the donor and the recipients.

Effectiveness

The EAW Commission Project effectively achieved its stated objectives, with the exception of one: establishment and strengthening of WPCs. Even in this case, the activities were effectively executed; the objective was simply more ambitious than planned activities.

Indicator #1: WPCs and protection support services for victims of violence established and strengthened in 5 provinces.

The project supported and maintained pre-existing WPCs through financial support, but did not result in the establishment of new protection services. This objective was overly ambitious, given the planned activities.

Indicator #2: EAW Commissions operationalised in 9 provinces

The EAW Commission project succeeded in supporting the High Commission in operationalising EAW Commissions in 9 provinces through technical, financial and material support. The effectiveness of the established Commissions is hindered by the lack of member commitment. Commissions would benefit from experience sharing across provinces.

Indicator #3: Strengthened capacity and technical support provided to the EVAW Commissions in 10 provinces

The EVAW Commission conducted training sessions to strengthen the capacity of EVAW Commissions in 9 provinces and the EVAW High Commission in Kabul. Monthly commission meetings also increased capacity by facilitating knowledge and experience exchange amongst members with real-world application. The main hurdle is lack of will, rather than lack of capacity. Commission members openly question whether the EVAW Law is in alignment with Sharia, undermining the benefit of any gained experience or training.

Indicator #4: Community resource centres established in 9 provinces to provide the community with access to information about the EVAW law and referral services

Community resource centres are established within the DOWAs of 9 provinces and are staffed by the PAs. They are primarily used by female students. While some users visit the centres as intended, most visitors go to use the Internet or print documents.

Indicator #5: Programme associates (PAs) trained to provide information on EVAW Law and refer victims to relevant services in 9 provinces.

Highly qualified PAs have been hired and trained in 9 provinces. The PAs facilitate: a) monthly EVAW Commission meetings and b) public awareness activities in communities. Most PAs also provide referral services to victims.

Impact

The impact of the project will depend largely on whether the GIRoA's commits to implementing the EVAW Law or continues to challenge its legitimacy in the next few years. The EVAW Commission Project is not expected to have a negative impact, but its positive impact may be neutralised if government officials choose not to implement the EVAW Law.

Indicator #1: Established WPCs and support services indicate early signs of improved access to protection services for women victims of violence

The project provided two years of financial support to WPCs, which maintained but did not improve access to protection services. What may have improved are community attitudes about the WPCs. Many misconceptions persist, but some of the project's awareness raising activities in the provinces targeted attitudes of WPCs.

Indicator #2: Total number of successfully prosecuted cases under EVAW law increasing and are expected to continue improving

Implementation of the EVAW Law increased between 1390-91, but the surge in cases was driven by greater implementation in Kabul province, masking a decline in implementation in 6 out of the other 9 provinces that received project support. A comparison of first quarter data for Kabul province over the last three years reveals a sharp decline in VAW cases.

Indicator #3: The long-term impact is perceived/expected to be positive by victims of violence and project participants

The project is not expected to have a negative impact, but its positive impact may be neutralised if government officials choose not to implement the EVAW Law. The project has been designed and implemented in a way that has enabled government ownership of EVAW implementation. Ultimately, it is the government that will determine its success.

Sustainability

Much like the project's impact, the sustainability of the project's benefits will depend on how the GIRoA handles the current controversy around the EVAW Law. A positive aspect of the project's design from a sustainability perspective was its emphasis on government ownership. However, the project exhibits several areas of that could be improved for greater sustainability: *i)* lack of a plan for phase-out or transfer of activities, *ii)* short duration of support, notably funding for WPCs (2-year funding period), *iii)* Failure to address the growing controversy around the EVAW Law, which undermines the potential impact of the project.

Indicator #1: WPCs expected to remain operational after end of project

The WPCs receive funding from multiple donors through the EVAW Special Fund, and were never dependent on the project's support. The impact of the project on the sustainability of the WPCs is neutral, as the project activities focused on covering operational costs of pre-existing WPCs.

Indicator #2: Prosecution of EVAW cases expected to continue after project's technical support to EVAW Commission concludes

The EVAW Commissions are reliant on the support of the project. If support is discontinued, responsibility for key functions should be transferred either to another donor or to a system that enables cost-sharing across the entities represented in the Commissions themselves.

Indicator #3: Community awareness of EVAW law improved through access to community resource centres and information provided by Programme associates

Gains in community awareness are being undermined by the mixed messages of the GIRoA. If the project continues, defending the EVAW Law to Commission members should be the number one priority.

Conclusions and Recommendations

Many implementing bodies have started to distance themselves from the EVAW Law, with devastating consequences for implementation. Government officials are unsure as to whether all, parts or none of the law should be enforced. The debate around the EVAW Law has interrupted the implementation process at a crucial stage. Just as the EVAW Commissions are becoming functional mechanisms for implementing the law, the enthusiasm of members to actually utilise the Commissions is deflating. This shift threatens to undo results achieved thus far. With the on-going political transition, 2014 elections and growing instability, the road ahead will not get any easier.

The following provides a snapshot overview of the more complete set of recommendations provided in the full report. Recommendations are divided into strategic macro and programmatic micro recommendations.

Strategic Recommendations

- Confront EAW Controversy using the EAW Commission structure
- Encourage Commission members to champion the EAW Law and provide them with the necessary tools for it
- Enhance the presence of male counterparts in the implementation process
- Develop a strategy to transfer the project's phase-out
- Continue pooled funding to enhance sustainability

Programmatic Recommendations

- Clarify the EAW Mandate amongst Commission Members
- Re-orient resource centres towards their intended purpose
- Develop a framework to record members' attendance and willingness to participate in trainings as indicators of their commitment
- Increase community awareness and combat misperceptions where it is most needed
- Share experience across provinces
- Support legal departments at the provincial level that demonstrate a willingness to implement the EAW Law
- Strengthen free legal counsel for victims

Advocacy

Given the rapid decline in political support for the EAW Law in recent months, further provision of financial, technical or material support for the EAW Commissions should be contingent on improved efforts on the part of the GIRA to support and implement the EAW Law. The government has demonstrated that it is a lack of will, rather than a lack of capacity, that is currently the biggest barrier to EAW Law implementation. While there is a need for activities that support implementation, resources would be better spent elsewhere if the government fails to demonstrate the will to implement the EAW Law.

Financial support for resource centres should also be re-assessed, especially if other public awareness activities co-ordinated by PAs more accurately target the intended public.

This report identifies two areas – independent from the future of the EAW LAW – which would require continued donor and stakeholder support throughout Afghanistan:

- Support for Women Protection Centres (WPCs) should continue regardless of the government's stance on the EAW Law, as they provide a vital service for women victims of violence,
- Free legal counsel for victims has been identified as a potential area for future support on this specific project, and recognized as a key cornerstone for defending women's rights in Afghanistan.

1 INTRODUCTION

What is the EVAW Law?

The Elimination of Violence Against Women (EVAW) Law — passed by Presidential decree in 2009 — is the first law in Afghanistan to criminalise acts of violence against women such as child marriage, forced marriage, and rape. The EVAW law represents a milestone in the fight for the rights of Afghan women and girls; yet, it is infrequently and inconsistently implemented. According to the UN Assistance Mission in Afghanistan’s (UNAMA) report on implementation of the EVAW Law, Afghan courts increasingly applied the law in 2012, but ‘overall use of the law remained low indicating there is still a long way to go before women and girls in Afghanistan are fully protected from violence through the law.’²

The implementation of the law meets several challenges and remains marginal, as most cases of violence against women remain outside the formal legal systems and are dealt with within the familial circles or through traditional justice mechanisms. One of the obstacles to the implementation of the EVAW lies in the weaknesses of the main institutions responsible for its implementation. For example, a recent study conducted by the Research Institute for Women Peace & Security (RIWPS) conducted a qualitative assessment of the EVAW Prosecution Units, showing that ‘while there is an increasingly bigger number of cases, EVAW Prosecution Units do not have the adequate human resources to respond to these incoming cases’. Following this, a majority of cases are withdrawn or closed.³ Another issue raised by the 2011 UNAMA/OHCHR study is the weaknesses of the provincial EVAW commissions, showing that only 16 commissions were functioning and meeting regularly but were struggling to fulfil their mandate and needed more political support from provincial authorities.⁴ While it did not provide precise figures, the 2012 UNAMA report found that a majority of the EVAW Commissions were still be struggling to fulfil their mandate.⁵

Supporting the EVAW law

The EVAW law that came into effect by a Presidential decree in 2009, lays out the framework of the law and sets out the positive duties and obligations of the government in responding to VAW. It also criminalises various forms of violence against women and clearly states the penalties for each violation. In this light, UN Women supported the government with the view of ensuring that the EVAW Law is implemented and enforced throughout Afghanistan. Given the pervasiveness, depth and magnitude of violence against women and in line with its mandate to help the government to implement legislation, UN Women facilitated the process for the establishment of the EVAW Commission, consolidation of the

² UNAMA (2012), ‘Still a Long Way to Go: Implementation of the Law on Elimination of Violence against Women in Afghanistan’, UNAMA, <http://unama.unmissions.org/LinkClick.aspx?fileticket=Qy9mDiEa5Rw%3D&ta>.

³ RIWPS (2013), ‘A Baseline Study on the implementation of EVAW Law’, RIWPS, April 2013, p. 11.

⁴ UNAMA / OCHR (2011), ‘A long way to go: Implementation of the Elimination of Violence Against Women Law in Afghanistan’, UNAMA/OHCHR, www.ohchr.org/Documents/Countries/AF/UNAMA_Nov2011.pdf.

⁵ UNAMA, 2012.

EVAW Commission's Strategy and plan of action for the next five years in 2010 which were:

- Establishment of the EVAW Commission Secretariat
- Capacity building of EVAW Commission members
- Capacity building of the Secretariat
- Capacity building of the MoWA legal department.

In addition, UN Women supported implementing partners towards establishing and provision of services to women victims/survivors of violence through Women Protection Centres (WPCs) and other referral and protection support services in five provinces.

UN Women's Involvement on the EVAW Law

UN Women's mandate is to support the Government of the Islamic Republic of Afghanistan and the Civil Society initiatives towards empowerment of women and attain gender equality, in line with Afghanistan National Priority Program six: Human Rights and Civic Responsibilities includes support to Government and NGOs to implement EVAW programs. Since 2002, the UN Women Afghanistan Country Office (ACO) has been assisting the government of Afghanistan and its partners in the area of Elimination of Violence Against Women (EVAW). UN Women is further expanding its EVAW Program in view of building capacities and providing more coherent and specialised support in the work pertaining to EVAW carried out by both government and civil society organisations.

As UN Women worked to build the capacities of EVAW Commissions with the support of the Japanese Government between 2011 and 2013 through its EVAW pillar, it is important to measure the progress made by these commissions and the impact of UN Women project to identify successes and areas requiring further efforts.

Box 1.1. Prevalence of VAW

Violence against women remains 'a widespread and undeniable reality in Afghanistan's society'⁶:

- In a 2008 study of domestic abuse, 87% of interviewed women reported that they had experienced at least one form of sexual, physical, or psychological abuse.⁷
- Different sources estimate between 60-80% of marriages in Afghanistan are forced.⁸
- In 2012, 470 incidences of violence against women were registered. Of these incidents, 164 indictments were filed; only 72 used the EVAW law.⁹

⁶ AIHRC (2012), 'Violence Against Women in Afghanistan: Biannual report 1391,' Afghanistan Independent Human Rights Commission (AIHRC), www.aihrc.org.af/media/files/VAW_Final%20Draft-20.12.pdf.

⁷ Global Rights: Partners for Justice (2008), 'Living with Violence: A National Report on Domestic Abuse in Afghanistan,' www.globalrights.org/site/DocServer/final_DVR_JUNE_16.pdf.

⁸ Global Rights, 2008 and UNIFEM (2008), 'UNIFEM Afghanistan Fact Sheet,' www.wunrn.com/news/2009/08_09/08_17_09/081709_afghanistan.htm.

⁹ UNAMA, 2012.

What is the ERAW Commission Project?

From 2011-13, the Government of Japan allocated funds to UN Women¹⁰ for a project designed to support the Afghan government to implement the ERAW Law and provide assistance to women victims. The ERAW Commission Project¹¹ is designed to support three key structures:

1. ERAW Commissions

- **Strengthen capacity and provide technical support to the ERAW Commission**
- **Assist the ERAW High Commission to operationalise provincial commissions**

The project helped the ERAW High Commission in Kabul establish and operationalise 9 commissions at the provincial level.¹² It also provided support to build the capacity of the ERAW Commissions,¹³ which are charged with developing, implementing, and monitoring an ERAW plan of action under the guidance of the Ministry of Women's Affairs (MoWA). The commissions are composed of 13 members representing diverse elements of the GIRA.¹⁴

2. Resource centres and Programme associates

- **Facilitate community outreach on the ERAW Law and related issues**

The project established 9 community resource centres, which serve as hubs for disseminating information about the law and related issues. Programme associates were trained to provide legal awareness programmes in the community and help community members utilise the resource centres. They also provide essential administrative support to the ERAW Commissions.

3. Women's Protection Centres (WPCs)

- **Support implementing partners to establish and strengthen services to women victims of violence through WPCs and other support services**

The project has expanded the ERAW Special Fund to support NGO partners operating 6 WPCs in 5 provinces. WPCs provide protection and services for women victims. Services include legal counsel, medical care, psychological counselling, education, vocational training, food and clothing.

¹⁰ United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)

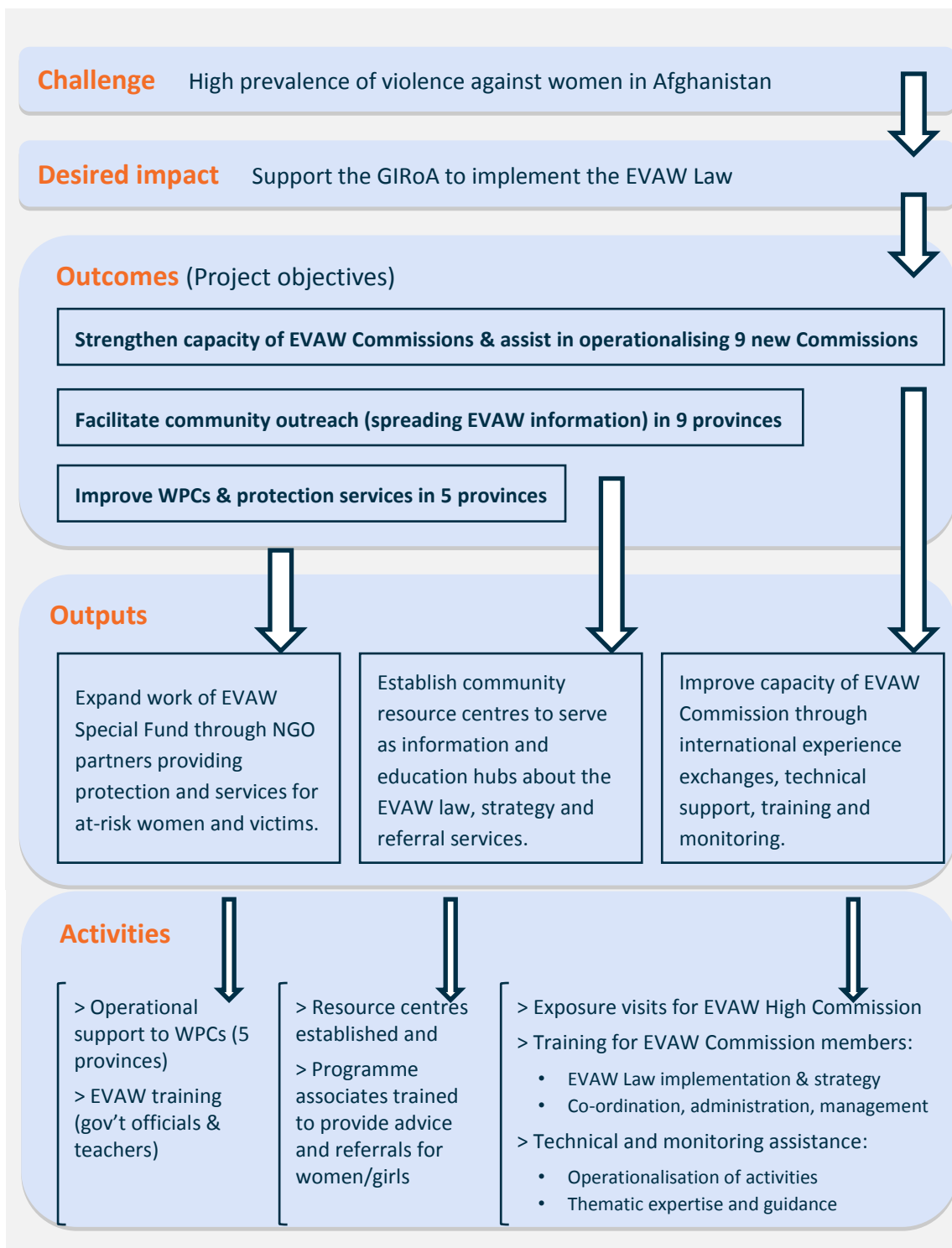
¹¹ The full title of the project is 'Support to the Government of the Islamic Republic of Afghanistan (GIRA) through the ERAW Commission to Implement the ERAW Law and Assistance to Women Victims' (project 77109).

¹² ERAW Commissions have been established in most of the country's 34 provinces. This evaluation will focus on the 9 that received support from the ERAW Commission Project through the funding of the Japanese government.

¹³ Support was provided to both the ERAW High Commission in Kabul and the 9 provincial ERAW Commissions established through the project.

¹⁴ See Box 7.2 in the Annex for the composition of the ERAW High Commission; commission composition varies at the provincial level with Balkh, Bamyan, Hirat, Kapisa, Sari Pul, Badakhshan counted 9 members; while Laghman (16), Nangarhar (15) and Parwan (10). See Box 7.3 in the Annex for the ERAW Commission responsibilities, as outlined in Article 16 of the ERAW Law.

Figure 1.1. EAW Commission Project Results Chain Diagram



Why is implementation of the ERAW Law Controversial?

The ERAW Law has been the cause of controversy in Afghanistan since its inception. While many Afghans have embraced the ERAW Law, a faction of society views it as an affront to male authority and has interpreted it to be contradictory to Sharia law. Opposition to women's rights has long been a rallying cry for conservative Afghans. It was used to mobilise Afghans in the 1840's to fight against the British: 'Should these foreigners overrun the country, the men of Afghanistan would lose hold over their wives for, according to [British] laws women enjoy liberty and under them no husband has any control over his wife.'¹⁵ More than a century and a half later, this sort of statement can still be heard today:

'My family knows about it [the ERAW Law], but they do not apply it because of local customs and traditions. The local customs state that if a woman is not beaten, she will do anything she can.' – *WPC resident in Bamyan province*

Flying beneath the radar, the GIRA has made slow but steady progress implementing the ERAW Law since 2009. This progress, however, is at risk ever since the Afghan Parliament re-opened debates around the legitimacy of the law. Although a Presidential decree was sufficient to enact the law, MP Fawzia Koofi called for Parliamentary ratification of the ERAW LAW in 2013, claiming ratification would mitigate the risk of the law being overturned by a future President.¹⁶ Critics argue the move was premature and politically motivated.

In May 2013, the ERAW Law was opened for debate in Parliament, but after just 20 minutes of increasingly heated discussion, the Speaker shut down the discussion and sent the issue to committee for further discussion. During the discussion, only six MPs took the floor, five of whom opposed the law. The main emerging arguments against the law were that: WPCs should be abolished, women should be forced to obtain permission from their husbands to work and that 'early marriage and forced marriage should not be considered crimes.'¹⁷

The Parliamentary debate may have irreparably weakened the law by rallying its opponents and demonstrating the lack of political will to enforce it. Many supporters of the law have even begun to question whether or not the ERAW Law is indeed compatible with Sharia law, as a result of the publicity around the ERAW Law debates.

¹⁵ Abirafeh, Lina (2009), *Gender and International Aid in Afghanistan*, McFarland & Company, Inc., North Carolina.

¹⁶ Latifi, Ali (2013), 'Afghan women in fight over rights law,' *Al Jazeera*, www.aljazeera.com/indepth/features/2013/05/201352711108360922.html.

¹⁷ AAN (2013), 'Damage Avoided, for Now? The very short debate about the ERAW Law', Afghan Analysts Network (AAN), www.afghanistan-analysts.org/damage-avoided-for-now-the-very-short-debate-about-the-eraw-law.

2 Evaluation Methodology

Evaluation Objectives

The purpose of this evaluation is to provide an **independent and qualitative in-depth assessment of the EAW Commission Project**. The evaluation will assess results achieved within the implementation period (January 2011 to June 2013), taking into account the challenges and opportunities encountered and the measures taken to adjust the project to changing realities. The specific objectives of the evaluation are to:

1. Assess the relevance, effectiveness, efficiency, impact and sustainability of the project,
2. Identify strengths, weaknesses and trends in the project activities,
3. Evaluate changes made in the programme directions and reasons for this,
4. Document good practices, lessons learned and recommendations to strengthen EAW programming in Afghanistan, and
5. Measure improvements and significant changes (sustainability) as a result of the Project.

Evaluation Framework

This evaluation of the EAW Commission Project uses the OECD-DAC five evaluation criteria—relevance, effectiveness, efficiency, impact and sustainability (Box 7.1)—using a Logical Framework Approach (LogFrame).¹⁸ More specifically, this evaluation is comprised of the following components:

1. **Strategy analysis:** Determine the **relevance** of the project’s strategic priorities based on current needs at an institutional and beneficiary level.
2. **Performance analysis:** Assess implementation **efficiency** and **effectiveness**, based on activities, outputs, and achieved outcomes of the project thus far.
3. **Impact analysis:** Anticipate the long-term **impact** of the project and evaluate the **sustainability** of potential benefits.
4. **Recommendations:** Identify the strengths, weaknesses, opportunities and threats of the project — based on the previous three evaluation components — and propose recommendations to improve the strategy, performance and impact of the project.

Each of the four components will be informed by comparative, institutional assessments of EAW Commissions and Women Protection Centres. Examples of **good practice** and lessons learned will be highlighted within each component.

¹⁸ The relationship between evaluation criteria and LogFrame results chain is illustrated in the Annex (Figure 7.2).

Overview of evaluation criteria and indicators

1. RELEVANCE

Question: Are the project's strategic priorities relevant based on current needs at an institutional and beneficiary level?

Indicator #1: Expressed need for project's services by victims of violence

Indicator #2: Expressed need by project participants at a strategic level

2. EFFICIENCY

Question: Have the project economic resources/inputs (funds, time, expertise, etc.) been converted into the desired results in an efficient manner?

Indicator #1: Project inputs comparable across provinces and with inputs of similar initiatives. Any significant variations can be justified.

Indicator #2: Available pooled funding mechanisms are utilised to reduce transaction costs for the donor and beneficiaries

3. EFFECTIVENESS

Question: Has the project achieved its objectives through its activities?

Indicator #1: WPCs and protection support services for victims of violence established and strengthened in five provinces.

Indicator #2: EAW Commissions operationalised in 9 provinces

Indicator #3: Strengthened capacity and technical support provided to the EAW Commissions in 10 provinces

Indicator #4: Community resource centres established in 9 provinces to provide the community with access to information about the EAW law and referral services

Indicator #5: Programme associates (PAs) trained to provide information on EAW Law and refer victims to relevant services in 9 provinces.

4. IMPACT

Question: Is the project impact expected to be positive in the long-term?

Indicator #1: Established WPCs and support services indicate early signs of improved access to protection services for women victims of violence

Indicator #2: Total number of successfully prosecuted cases under EAW law increasing and are expected to continue improving

Indicator #3: The long-term impact is perceived/expected to be positive by victims of violence and project participants

5. SUSTAINABILITY

Question: Are the project's benefits expected to continue after completion of project activities?

Indicator #1: WPCs expected to remain operational after end of project

Indicator #2: Prosecution of EAW cases expected to continue after project's technical support to EAW Commission concludes

Indicator #3: Community awareness of EAW law improved through access to community resource centres and information provided by Programme associates

Evaluation tools and targets

The Samuel Hall evaluation team interviewed **125 stakeholders across 10 Afghan provinces** using a variety of tools including workshops, focus groups and in-depth interviews from September-October 2013.¹⁹ Stakeholders included victims of violence residing in WPCs, EAW Commission members, Programme Associates (PAs), WPC staff, UN Women representatives and other informed stakeholders.

The evaluation team used a mixed-methods approach, using both quantitative and qualitative information to triangulate and crosscheck information from multiple tools and sources. Tool application varied across in-depth provinces and rapid assessment provinces; the breakdown across provinces is presented in Table 2.1. For more information on the tools used for this evaluation, see Annex C.

1. **In-depth provinces:**²⁰ Balkh, Bamyan, Hirat, Kabul, Kapisa
2. **Rapid assessment provinces:** Badakhshan, Laghman, Nangarhar, Parwan, Sari Pul

Table 2.1. Qualitative tools and targets across provinces

	Workshop	Comparative assessment		PA Interview	Kills	WPC Focus Group Discussion		Victim case study
		Commissions	WPCs			Victims	Staff	
1. Balkh	1	1	1	1	2	1	1	1
2. Bamyan	1	1	1	1	2	1	1	1
3. Hirat ²¹	1	1		1	2			
4. Kabul ²²		1	1	1	10	1		1
5. Kapisa	1	1	1	1	2	1	1	1
6. Badakhshan		1		1	3			
7. Laghman		1		1	3			
8. Nangarhar		1		1	3			
9. Parwan		1		1	3			
10. Sari Pul		1		1	3			
Totals by tool	4	10	4	10	33	4	3	4
Total people interviewed (125)	40	-- ²³	8	10	33	16	14	4

¹⁹ See Figure 7.1 in the Annex for a map of the visited provinces.

²⁰ The EAW Commission Project provided financial support for Women's Protection Centres in 5 provinces; these provinces were therefore selected for in-depth assessment.

²¹ The evaluation team was not granted access to the Hirat WPCs, as they no longer receives financial support from the EAW Commission Project.

²² WPC staff was unavailable due to training.

²³ Individuals interviewed for EAW Commission Assessments were also interviewed through PA interviews.

3 STRATEGY ANALYSIS

CRITERIA OVERVIEW: RELEVANCE

Question: Are the project's strategic priorities relevant based on current needs at an institutional and beneficiary level?

Overall the project demonstrates a strong relevance to the needs of beneficiaries and project participants; however, two factors undermine the project's relevance:

Lack of commitment of members to actually utilise support (poor meeting attendance and resistance to training). If project participants do not demonstrate engagement, resources could be better used elsewhere.

Flaws in intervention logic: Some of the project activities are not designed to meet the ambitious goals stated in the project objectives.

- Financial support to WPCs focuses on maintaining existing services; it is not targeted at expanding or improving services.
- Resource centres reach a limited, urban population; the greatest need for public awareness on EAW is in rural communities.

Indicator #1: Expressed need for project's services by victims of violence

Women victims demonstrate an acute need for protection, legal counsel and other forms of support and assistance provided by WPCs.

While many women have been helped, many more are unable or unwilling to seek assistance due to lack of awareness, fear of retribution or lack of access, demonstrating a need for improved awareness, referrals and EAW enforcement.

Indicator #2: Expressed need by project participants at a strategic level

EAW Commission Component

+ Limited EAW Law implementation indicates need for Commissions to lead and monitor this process.

+ EAW Members express and demonstrate a need for technical, financial and material support.

- The lack of commitment of members to actually utilise support (poor meeting attendance and resistance to training) undermines the relevance of the support.

- If project participants do not demonstrate engagement, resources could be better used elsewhere.

Community Outreach Component

There is a clear need for community outreach.

- However, resource centres do not respond to the most urgent community needs as they serve a limited number of urban residents in provincial capitals. They are primarily used as an internet café for students.

+ The public awareness activities coordinated by PAs are tailored to community needs and meet demand outside of provincial capitals.

WPC component

+ The limited number of WPCs in Afghanistan (18 total) does not meet demand. NGOs operating WPCs are in need of additional financial support to establish and strengthen WPCs and other support services.

Relevance

Do the project outcomes—the three project objectives—serve to achieve the desired impact of supporting the GIRoA to implement the EVAW Law? Does this desired impact address the broader identified challenge (high prevalence of violence against women)? This chapter will explore these questions and others to answer an overarching question about the project’s strategic direction: Are the project’s strategic priorities relevant based on current needs at an institutional and beneficiary level? Referring back to the results chain diagram, this chapter will evaluate the relationship between the challenge, the desired impact, and the project outcomes (Figure 1.1).

To answer these questions, the following indicators will be used to structure the analysis:²⁵

1. Expressed need for project’s services by victims of violence, and
2. Expressed need by project participants at a strategic level.

The analysis in this chapter is based on primary and secondary sources of verification including focus groups with women victims and WPC staff, key informant interviews with EVAW Commission members and other stakeholders, consultative workshops and a desk review of internal project documents.

Box 3.1. Definition of relevance

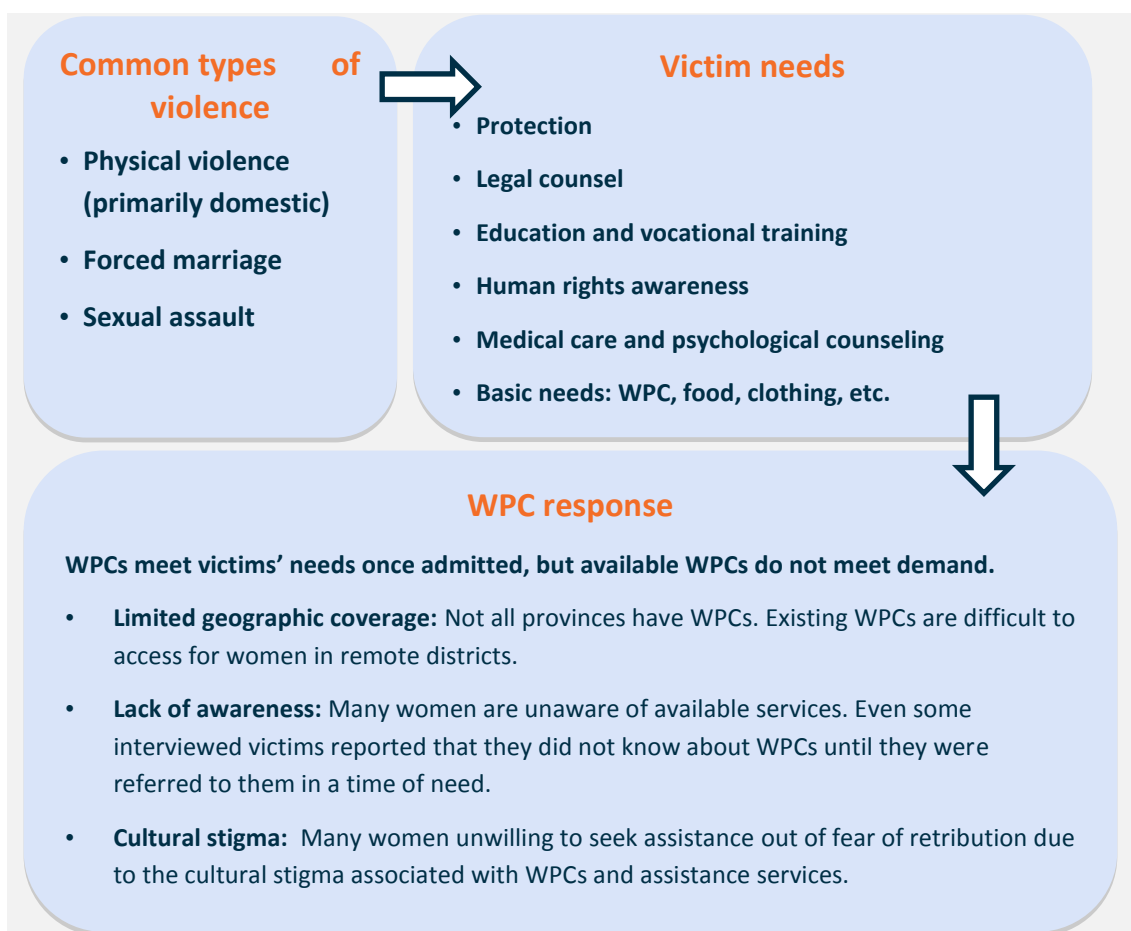
The OECD-DAC defines relevance as ‘The extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ policies.’²⁴

²⁴ OECD-DAC (2002), ‘Glossary of Key Terms in Evaluation and Results Based Management,’ OECD, Paris, www.oecd.org/development/peer-reviews/2754804.pdf.

²⁵ A third indicator relating to the demonstrated engagement of participants was listed in the initial evaluation framework of the evaluation inception report. Over the course of the evaluation, it was determined that this is a key cross cutting issue. The commitment and engagement of participants is address in Box 4.4.

Indicator #1: Expressed need for project's services by victims of violence

Figure 3.1. WPC response to victims' needs



The EAW Commission Project continues to be relevant for addressing the high prevalence of violence against women in Afghanistan. Women that are admitted into WPCs are often victims of physical violence, sexual assault and/or forced marriage. As many have fled their situation of abuse, their needs are heightened, given the cultural stigma attached to run-aways in Afghanistan.

Women victims demonstrate an acute need for protection, legal counsel and other forms of support and assistance provided by WPCs, such as medical care, psychological counselling, education, vocational training, food and clothing. The EAW Commission Project responded to this need by sustaining and expanding the existing work of the EAW Special Fund through NGO partners operating 7 WPCs for women victims of violence in Kabul, Hirat, Kapisa, Bamyan and Mazar (Table 4.3).²⁶

²⁶ The Samuel Hall evaluation team was able to meet with WPC staff and victims in all of these provinces except Hirat. As The EAW Commission Project no longer provides financial support to the Hirat WPCs at the time of evaluation, the evaluation team was not granted access. However, a key informant interview was conducted with a representative of Voices of Women, one of the NGOs operating WPCs in Hirat.

The cases found in WPCs are not isolated, but serve rather as a glimpse into an endemic problem.²⁷ When seeking assistance, women require immediate protection services as the mere act of seeking assistance can be perceived as a betrayal of the family; an affront to cultural traditions; or a moral crime. Even when no adultery has taken place, the act of running away is regularly interpreted as ‘attempted adultery’ by both Afghan society and the justice system.

✓ Protection

Once in a WPC, mobility remains limited for women victims due to the heightened threat of violence as a form of retribution. This threat extends to the WPC staff, who must take precautions when travelling to and from work (Box 3.2). In some cases, women are able to return home once their family disputes or court cases are resolved. In others, women live in WPCs on a semi-permanent or permanent basis. They would have no place to go if it were not for the WPC because their physical safety would be threatened. Two interviewed women sought refuge in WPCs after their abusive husbands had already murdered a member of their close family.

Box 3.2. Safety for WPC Residents and Staff

Head of a WPC in Balkh:

‘The WPC residents are unable to move freely outside the WPC because they are at risk. If they could move freely in the community, why would they be in the WPC? When they go to the doctor, school or when we all go together sightseeing, they are accompanied by the WPC staff and we go in our own vehicle. Sometimes when we find out that our car is being followed we change the car so that there are no problems for us or the victims.’

‘The staff at the WPC feel unsafe travelling. They are afraid of the fact that they might be harmed by the family whose daughter or wife is in the WPC.’

Trainer at a WPC in Kabul

‘If the children in the WPC attend school, they are transported by the office vehicles. If a woman victim is ill, she is taken to a doctor while wearing a *burqa*. If we need to get them new clothes, we just take their size and purchase the clothes from outside.’

‘The WPC staff feel unsafe while travelling to and from work. They are also threatened on the phone sometimes from those whose wife or daughter is in the WPC.’

Project Manager at a WPC in Bamyan:

‘The WPC residents are not allowed to move freely outside the WPC because if anything happens to them when they are out then we will be responsible. If they have to go out to attend the court, they go in our own vehicles along with a legal advisor and a female guard. We do this in order to keep the victims safe.’

‘The WPC workers feel safe travelling because a majority of the community members are

²⁷ See Box 1.1 for statistics on the prevalence of VAW.

supporters of the WPCs. [...] It is only that sometimes the staff at the WPC are threatened by the families of the victims for why we have kept their children here.'

Head of NGO operating a WPC in Kapisa

'The WPC residents are unable to move freely outside the WPC because they are victims of violence and may potentially be attacked when they are outside.'

'People do not recognise the staff members who work inside the WPC. Sometimes the attorneys and other staff members are threatened and feel unsafe, but the WPC has transportation for them.'

✓ Legal counsel

Women in WPCs receive regular legal counsel and training on legal issues so they can better understand their cases (Box 3.4). These victims would not have access to legal counsel if it not for this service as they are often economically (and emotionally) dependent on the person perpetrating the violence (often a close relative, such as a husband, father, mother-in-law). Ensuring adequate legal representation is especially challenging in EAW cases due to the cultural stigma ascribed to the victims, who are often perceived to be 'bad women.'

'Lawyers, and female lawyers in particular, are judged harshly within the judicial system if they represent victims who are considered to be 'bad women.'"²⁸

✓ Education and vocational training

Other forms of training provided in WPCs also help women victims understand the complexities of their cases. Most interviewed WPC residents have had limited or no prior access to education. Women in WPCs receive literacy training, courses on the Qur'an and vocational training. Literacy courses are clearly a pre-requisite for further learning and advancement. Qur'anic studies are also very helpful for women in terms of understanding their rights within Islam. Vocational training builds self-confidence and provides women with skills for small-scale income generating activities.

Box 3.3. EAW Awareness through WPCs

Most interviewed WPC residents were informed of the basic tenets of the EAW Law when asked about it through this evaluation. As one WPC resident in Kabul explained: 'The WPC informed me about the EAW Law. This law makes women know about their rights, and it explains to them how to stand up for such rights. It tells them that getting beaten is wrong and provides them with information that helps them understand how to defend themselves legally.'

²⁸ Based on interview with Ezatullah Wagar, of NRC, in Jalalabad in the forthcoming Samuel Hall publication, 'Old Practice, New Chains: Modern Slavery In Afghanistan,' commissioned by the International Organization for Migration (IOM).

Box 3.4. Best Practice: Free Legal Counsel for Victims

Free legal counsel is essential to protecting women's rights in Afghanistan, especially in this context where vulnerability and poverty are closely linked. This link has been recognised by WPCs, where providing regular legal counsel decreases victims' vulnerability. Many women are not aware of the EVAW Law, let alone being knowledgeable about how to navigate justice institutions (Box 3.5).

Beyond awareness of rights, legal support would be cost prohibitive for most victims if it were not for internationally funded legal support services. Security threats are heightened for women utilising the justice system, thus legal counsel and WPC services often go hand in hand. Many victims can no longer return home, as their communities do not accept the existence of women's rights. They view the victims as 'bad women', who have violated traditions and customs.

With the free legal counselling and other types of training victims receive in WPCs; they now better understand the nature of their cases, what their rights are and how they can access justice. The time spent in WPCs can be an opportunity to use the time efficiently and to provide multiple trainings for women. Once victims leave the WPC they can spread the knowledge they attain there in their communities. Therefore, WPCs are a platform for legal counselling and trainings and can be seen as tool for female empowerment.

'When we had first come here we didn't know about the value of a woman but now we know what the rights and values of a woman are in a society. If there was no woman, there would be no world either.' – *WPC resident in Balkh*

✓ Human Rights Awareness

WPC residents learn important lessons about their rights through awareness-raising activities. As one WPC resident explained, 'When we had first come here, we didn't know about the value of a woman, but now we know what the rights and values of a woman are in a society.' Family members of victims are also exposed to education on human rights in some WPCs. Awareness does not on its own elicit behaviour change; direct interaction with WPC staff mediating EVAW cases represents a key opportunity to change behaviours and reduce VAW.

While many women have been helped, many more are unable or unwilling to seek assistance due to lack of awareness, fear of retribution or lack of access. This demonstrates a need for broader community awareness on women's rights and available protection services. Some of the interviewed WPC residents did not even know about the availability of a local WPC until they were referred to one in a time of need (Box 3.5). This highlights the need for widespread referral networks to match women with existing services.

Box 3.5. Victims speak out: Persistent need for awareness and protection

Low awareness about WPC services

'I did not understand what a WPC was. I only understood once DoWA sent me to a WPC in Kabul.' – *WPC resident in Kabul*

'I knows about it [the EAW Law], but only since I joined the WPC. I did not know about it at home.' – *WPC resident in Kabul province*

'The first time I went to visit my brother in jail, I saw some men sitting outside by the jail walls. They were writing official complaint letters for other people and give you good advice on your problems. So, I explained my problems and my misery to them. They wrote an official letter and told me about all the different organisations I can go to. They mentioned UNHCR, the Human Rights Commission, and DoWA. So, I went to the DoWA with the letter.' – *WPC resident in Balkh*

Raised awareness insufficient for changing behaviour

'Our community knew about the law, but they wouldn't apply it. They would say that women don't have any rights to go outside the house.' – *WPC resident in Kapisa*

'There were lots of such cases where women were subjected to violence. The women were beaten and married without their will. This all happened despite the fact that it was preached through mosques that violence against women is not good. The people who knew about the EAW law, they would follow it, while those who didn't know would be cruel to their wives.' – *WPC resident in Balkh*

'In our families and communities, women suffer lots of cruelties. The women in our communities are not given their rights. The mullah's preach in the mosques that the people should avoid violence against women, but still the people don't accept that.' – *WPC resident in Kabul*

Indicator #2: Expressed need by project participants at a strategic level

Figure 3.3.2. Overview of relevance based on project participants

Objectives	Targeted structure (project participants)	Demonstrated need - project participants
<p>1. Strengthen capacity and provide technical support to the EAW Commission</p> <p>2. Assist the EAW High Commission to operationalise provincial commissions</p>	<p>EAW Commissions (High Commission members & provincial Commission members)</p>	<p>Mixed results:</p> <ul style="list-style-type: none"> + Limited EAW Law implementation indicates need for Commissions to lead and monitor this process. + EAW Members express and demonstrate a need for technical, financial and material support. - The lack of commitment of members to actually utilise support (poor meeting attendance and resistance to training) undermines the relevance of the support. - If project participants do not demonstrate engagement, resources could be better used elsewhere.
<p>3. Facilitate community outreach on the EAW Law and related issues</p>	<p>Resource Centres (Programme Associates)</p>	<p>Mixed results:</p> <ul style="list-style-type: none"> + There is a clear need for community outreach. - However, resource centres do not respond to the most urgent community needs as they serve a limited number of urban residents in provincial capitals. They are primarily used as an internet café for students. + The public awareness activities coordinated by PAs are tailored to community needs and meet demand outside of provincial capitals.
<p>4. Support implementing partners to establish and strengthen services to women victims of violence through WPCs and other support services</p>	<p>Women's Protection Centres (WPCs) (NGO implementing partners)</p>	<p>Strong relevance</p> <ul style="list-style-type: none"> + The limited number of WPCs in Afghanistan does not meet demand. NGOs operating WPCs are in need of additional financial support to establish and strengthen WPCs and other support services.

- Relevance of support for EAW Commissions: mixed results

Implementation of the EAW Law remains limited, demonstrating a need for the EAW Commissions. A 2012 UNAMA report stated that, ‘Although prosecutors and courts were increasingly applying the law in a growing number of reported incidents of violence against women, the overall use of the law remained low.’²⁹ Moreover, the criminalisation of victims by the justice system remains a regular occurrence. Nearly all teenage girls in juvenile retention centres and half of women in prisons are detained for ‘moral crimes.’³⁰ The 400 women and girls currently imprisoned for moral crimes³¹ outnumbers the 72 cases in which the EAW law was applied in 2012.³² The justice system needs to improve its handling of women’s cases, whether or not they are brought under the EAW Law, as fear of the system itself keeps many women from coming forward and seeking assistance.

EAW Commissions would not be operational without the financial, technical and material support of the EAW Commission Project in the nine targeted provinces. EAW Commissions are ‘still struggling to fulfil their mandate’ and ‘continue to need more support and better oversight from the [EAW] High Commission.’³³ While capacity is a factor, the main hurdle for Commissions to fulfil their mandate is the lack of will of some members. ‘Although advocacy is mentioned in the ToR of the EAW Commission, the members fail to follow it,’ explained one key informant in Kabul. ‘They have not really brought fundamental changes.’ Another key informant explained that ‘When the EAW Law was on the parliamentary agenda a few months ago and under heavy criticism, the EAW Commission barely took any steps to defend it. They were very passive and had no clear position.’ Moreover, the members face both internal and external challenges; according to a key informant in Balkh, ‘There are also strong structural problems within the government, where corruption, instability and lack of safety in the country prevail.’

Beyond basic capacity and knowledge of the EAW Law, Commission are still in need of clear arguments to dispel doubts that the law is in conflict with Sharia law. Interviewed Commission members, including some on the High Commission, are concerned that the EAW Law directly conflicts with Sharia Law. This doubt is a direct result of the recent Parliamentary debates about the law, leading to confusion about how to implement the law, especially components that are now contested.³⁴

²⁹ UNAMA, 2012.

³⁰ Human Rights Watch (2012), ‘I Had to Run Away: The Imprisonment of Women and Girls for ‘Moral Crimes’ in Afghanistan,’ www.hrw.org/sites/default/files/reports/afghanistan0312webwcover_0.pdf.

³¹ *Ibid.*

³² UNAMA, 2012.

³³ *Ibid.*

³⁴ See Chapter 1 p. 9 for more on the controversial status of the EAW Law.

Box 3.6. Commission Members Doubt EAW Law's Compliance with Sharia

EAW Commission members at the national and provincial level expressed doubts about the EAW Law's compliance with Sharia. More than capacity, Commission members need to be reassured of the legitimacy of the law from an Islamic perspective. The following is a sampling of some of the comments received by the evaluation team:

- One High Commission member asserted that at a recent conference, Islamic Sharia scholars from abroad 'found that every article of the EAW Law has problems according to the Sharia Law'.
- 'I have read this law. It has a lot of problems. I don't know what to do about it.'
- 'The law has its own problems. 10-11 parts might have to be changed to match Islam and Afghan culture. We have given our suggestions to the President's Office. If this law is implemented the way it is now, it would be a problem for the Ullama. It hasn't been passed by Parliament of course. Those MPs who were opposed had the right to be. Every year VAW increases (according to the graphs) because of population growth and the growth of drug addicts. Even personally I don't agree with certain parts of the law.'

- Relevance of support for community outreach: mixed results

Awareness of the EAW Law and assistance for VAW victims has improved in recent years, but is still relevant, notably in rural areas. According to the Deputy Administrator of the Ministry of Hajj and Religious Affairs, 'Afghanistan has developed, and so has people's awareness, especially in the cities. [...] Everyone knows the law. MoWA's messages on TV after the news are very effective. We should work in the rural areas where there are still problems and less access to information.' The increase in reported VAW cases (between 1390 and 1391) and use of WPC services is also testament to an increase in awareness.³⁵

The EAW Commission Project responded to this need for awareness by facilitating community outreach. Resource centres were established in 9 provinces, and Programme associates were trained to promote greater awareness of the EAW Law within the community and provide information for women in need of WPC services.

The public awareness activities coordinated by PAs are tailored to community needs and meet demand outside of provincial capitals. However, resource centres do not respond to the most urgent community needs as they serve a limited number of urban residents in provincial capitals. They are primarily used as an internet café for students (See Effectiveness Indicator #4).

It is also important to note that awareness alone is not enough to change behaviours and prevent VAW. While some interviewed stakeholders claimed that perpetrators were simply unaware of women's rights of the EAW Law, others admitted that many perpetrators of VAW simply disagreed with the messages of EAW awareness campaigns. The impact of

³⁵ See Chapter 4, Impact indicator #2 for more statistics on VAW cases.

awareness activities will always be limited without enforcement of the EVAW Law, a necessary precursor for mitigating the prevalence of VAW. Moreover, women's access to services will continue to be limited if victims are afraid to seek assistance out of fear of the formal justice system.

- Relevance of support for WPCs: strong relevance

The current supply of WPCs does not meet demand. 'A decade ago, WPCs for abused women did not even exist in [Afghanistan](#).'³⁶ As of 2013, there are 18 WPCs in Afghanistan, an increase from 14 in 2011. This is a huge improvement; however, 'the capacity of the WPCs is far too limited for the number of women who require assistance, and fewer than half of the country's 34 provinces have even a single WPC.'³⁷

NGOs operating WPCs are in need of additional financial and technical support to establish and strengthen WPCs and other support services. WPCs often provide services for multiple provinces. Many women need temporary WPC while their cases are being mediated with family members; for this purpose, a local WPC is essential, so local mediating parties can communicate with both the victim and family members.

Existing WPCs rely on external funding sources. According to Human Rights Watch, 'The Afghan government has shown no interest in funding WPCs through the government budget and has at times taken actions detrimental to the WPCs, including a 2011 effort to take over the WPCs and 2012 statements by the justice minister accusing WPCs of 'moral corruption.'

³⁸

The challenges of relying on a neighbouring province for a WPC were highlighted by interviewed EVAW Commission members in Laghman:

'As we don't have WPC in this province, we are facing with a lot of problems. For example, if we have cases at 5pm, we cannot not send the victim to Nangarhar [the nearest WPC].'

'Sending the victims to the Nangarhar WPC is easy, but bringing back them to Laghman to go to court and the attorney's office for the process of their cases is a big problem for us.'

Even transportation to the neighbouring province has become an issue in Laghman due to lack of funds. According to the local PA, there the DoWA's administrative and finance manager is struggling to find funds to send current cases to the WPC in Nangarhar.

³⁶ Rubin, Alissa (2011), 'Afghan Proposal Would Clamp Down Women's WPCs,' *The New York Times*, www.nytimes.com/2011/02/11/world/asia/11shelter.html?_r=1&hp=&adxnnl=1&adxnnlx=1297450851-4ZYhjc6OFqZkQy0s2zitRA

³⁷ Human Rights Watch (2013), 'Women Jailed for 'Moral Crimes''. www.hrw.org/news/2013/05/21/afghanistan-surge-women-jailed-moral-crimes.

³⁸ *Ibid.*

4 Performance analysis

CRITERIA OVERVIEW: EFFICIENCY

Question: Have the project economic resources/inputs (funds, time, expertise, etc.) been converted into the desired results in an efficient manner?

The EVAW Commission Project used resources efficiently across its project components. Only minor changes could have been implemented to improve efficiency.

- Reductions in expenses on lavish lunches at High Commission Meetings
- Benefitting organisations should agree to cover the cost of fuel before receiving a free vehicle. Some vehicles are going unused as recipients do not assume fuel costs.

Indicator #1: Project inputs comparable across provinces and with inputs of similar initiatives. Any significant variations can be justified.

- **Funding for PA salaries should be extended:** The hiring of highly qualified Programme Associates (PAs) contributed the most to the efficiency of the project. Without PAs, most EVAW Commissions would be ineffective. Salaries are appropriate given the demonstrated quality of PA performance and engagement.
- **The project has resisted significant pressure to provide financial incentives** to Commission members for performing duties already mandated by law. Incentivising efficiency through financial incentives would harm the long-term the efficiency of the commissions.
- **Project inputs similar across provinces** (with the exception of High Commission expenses in Kabul). Logistical expenses have a consistent budget in 9 provinces, but by reimbursing actual expenses and not providing lump sums, the project discourages wasteful spending.

Indicator #2: Available pooled funding mechanisms are utilised to reduce transaction costs for the donor and beneficiaries

- By supporting a pooled funding mechanism (the EVAW Special Fund) to support Women's Protection Centres (WPCs), the project ensured a consistent approach with donors providing comparable support to WPCs and reduced transaction costs for both the donor and the recipients
- Should additional funding be allocated for WPC support, it should again be channeled through the EVAW Special Fund.

Efficiency

Have the project's economic resources/inputs (funds, time, experience, etc.) been converted into the desired results in an efficient manner? This section evaluates the efficiency of the EAW Commission Project by evaluating how project inputs are converted into outputs (Figure 1.1).

The following two indicators will be used to structure the analysis:

1. Project inputs comparable across provinces and with inputs of similar initiatives. Any significant variations can be justified.
2. Available pooled funding mechanisms are utilised to reduce transaction costs for the donor and beneficiaries

Box 4.1. Definition of efficiency

The OECD-DAC defines efficiency as 'A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.'³⁹

The analysis in this chapter is based on primary and secondary sources of verification including comparative assessments of WPCs and EAW Commissions, key informant interviews with EAW Commission members and other stakeholders, consultative workshops and a desk review of internal project documents.

Indicator #1: Project inputs comparable across provinces and with inputs similar initiatives. Any significant variations can be justified.

Table 4.1. Overview of EAW Commission Project Inputs

Technical support	<ul style="list-style-type: none"> • Implementation & strategy training • Skills training • Legal capacity training • Training for Programme Associates
Financial support	<ul style="list-style-type: none"> • Programme Associate Salaries • Logistical support for EAW High Commission meeting • Logistical support for EAW Commission meetings • Resource centre operational costs: generator fuel and internet • Awareness raising interventions • Financial support for 7 WPCs in 5 provinces
Material equipment	<ul style="list-style-type: none"> • 12 Vehicles for EAW Commissions in 12 provinces • Furniture: Chairs & Tables • Electronic equipment: Computers, projectors and screens • Air conditioners & power generators

³⁹ OECD-DAC (2002), 'Glossary of Key Terms in Evaluation and Results Based Management,' OECD, Paris, www.oecd.org/development/peer-reviews/2754804.pdf.

The EVAW Commission Project used resources efficiently for all of its project components. Inputs were consistent across provinces and in alignment with comparable initiatives. Only minor changes could have been implemented to improve efficiency. The EVAW Commissions and resource centres received direct financial and material support from the EVAW Commission Project; whereas, the Women’s Protection Centres (WPCs) received financial support through a pooled funding mechanism – the EVAW Special Fund (See Indicator #2).

✓ Technical support for EVAW Commissions

Implementation and strategy training was conducted in all 10 provinces for the EVAW High Commission and provincial EVAW Commissions. The other two types of training—skills training and legal capacity training—were targeted at operationalising the newly established EVAW Commissions in 9 provinces. PAs also participated in 1-3 training sessions, depending on when they were hired.

✓ Programme Associate Salaries

The hiring of highly qualified Programme Associates (PAs) contributed the most to the efficiency of the project. At USD 900 per month, the salary was competitive with local salaries of qualified professionals, and the recruitment process was rigorous so as to ensure a high calibre of candidate. Without engaged, knowledgeable PAs to encourage members to attend and participate in meetings, most EVAW Commissions would be largely ineffective. The commission members are not paid for their participation in the commission as they are representing their organisations, from which they already draw a salary. However, many members feel they should be incentivised financially (Box 4.2). While attendance is still a struggle in some provinces, the PAs are largely responsible for ensuring attendance and active participation of members without financial incentive.

Box 4.2. Best Practice: Resisting Pressure for Financial Incentives

The EVAW Commission Project has succeeded in facilitating regular commission meetings without the use of financial incentives for members, despite significant pressure from members. Rather, the project has utilised highly qualified PAs to work with members to encourage active participation amongst members. This approach has focused more on relationship building and advocacy within EVAW Commissions to encourage results.

While the EVAW Commissions could certainly be more efficient if certain members were more engaged, incentivising efficiency through financial incentives would harm the long-term the efficiency of the commissions as it would set a dangerous precedent. Members would grow to expect larger or more frequent incentives to fulfil a mandate that they are already obligated to do by law

The following excerpts provide a small sample of the many comments the evaluation team received from Commission members hinting at or blatantly requesting financial incentives to fulfil the duties already mandated by law:

- ‘The commission members should also be given a special privilege and other facilities as required. The commission should be provided with financial support so that they can perform their works without having any excuses.’
- ‘The commission members should be given proper attention. They should receive some personal supports so that they are encouraged. If they are not supported, the members won’t be very responsible towards their tasks.’
- ‘The commission members should receive good food and per-diem so that they are encouraged.’
- ‘The lack of budget to which the commission members are faced when it come to the implementation of their plans should be bridged.’
- ‘The project should provide financial aid and equipment like cars and computers for the EVAW Commission.’

✓ Logistical and material support for EVAW Commissions

The administrative expenses of the EVAW Commission meetings are covered by the project. For every meeting, the EVAW High Commission receives USD 800 per month for stationary, food, and refreshments. Other provinces receive USD 250 per month for the same items.

The logistical support for EVAW Commission meetings could be more efficient if expenses were cut for the High Commission Meetings. While the rank of members and higher cost of living in Kabul justify some discrepancy between High Commission and provincial Commission support, the current support —more than three times as great for the High commission — is a bit excessive. Lunch costs amount to USD 700 (USD 20 for 35 participants). The remaining USD 100 is spent on stationary (pens, notepads and plastic sleeves for documents). To provide perspective, the food and stationary costs of these 3-hour meetings cost nearly as much as a PA’s monthly salary (USD 900)

Table 4.2. Monthly Support from EVAW Commission Project

No	Item	Cost per province	# of Provinces	Total
1	Programme Associate Salary	\$ 900	9	\$8,100
2	Logistical support for EVAW High Commission meeting	\$ 250	9	\$2,250
3	Logistical support for EVAW Commission meetings	\$ 800	1	\$800
4	Resource centre operational costs: generator fuel and internet	\$ 750	9	\$6,750
5	Awareness raising Interventions	\$ 500	9	\$4,500
			Total	\$22,400

In 2013, the project also equipped 10 provincial DoWAs (Balkh, Baghlan, Bamyān, Daikundi, Hirat, Kapisa, Laghman, Nangarhar, Parwan and Saripul) with vehicles (1 per province) to be used for EVAW Commission meetings as well as accessing districts for awareness campaigns. While not targeted through the other interventions funded by the Japan Project, Baghlan

and Daikundi recently started receiving similar support from UN Women. Two additional vehicles are currently under procurement and will be donated to the DoWAs in Badakhshan and Kabul.

While vehicles are indeed needed for these purposes, they are not used efficiently as they often lack fuel or a driver. Commission members are expected to pay fuel costs if they use the vehicle, which for many serves as a disincentive. The project should not be expected to fund all fuel costs; however, a system could have been devised whereby the represented organisations in the ERAW Commissions shared the cost of fuel in exchange for UN Women providing the vehicles. Moreover, a system could be devised to ensure the vehicles are used for justifiable purposes, and not simply used for the personal use of Commission members.

✓ Resource centre operational costs and material support

Resource centres are allocated USD 750 for monthly generator fuel and Internet costs. The generator is necessary to provide electricity to operate the computers. These costs have been fully budgeted in advance. UN Women uses a LTA- system (Long Term Agreement) with specific provincial gas stations to regulate fuel provision for Resource centres. At the end of the month, each selected gas station sends their receipts to UN Women. This way unnecessary and wasteful practices are discouraged and regulated. When the centres do not use their full allowance, the money is returned to UN Women, which then either reallocates the funds to other ERAW activities or refunds the Japanese donors. The same procedure is applied when monthly ERAW Commission meetings do not take place.

The ERAW Commission provided material support to equip resource centres in 9 provinces. This support included tables, chairs, computers, projectors and screens, power generators, and air conditioners.

✓ Financial support for public awareness

PAs are allocated USD 500 per month to conduct public awareness activities. The money is used to prepare and print training materials, provide transportation to the district, and provide refreshments for attendees. Awareness activity funds are transferred once a plan of action is presented to UN Women. After it is conducted, receipts are sent to UN Women and excess money is either carried over to the next month, reallocated for other ERAW activities or refunded to the Japanese donor.

Many of the interviewed ERAW Commission Members complained that funding for public awareness was insufficient. For example, in the Balkh consultative workshop, a participant argued for increased funding saying that, 'Some villages do not even know that the law exists. Therefore more villages need to be accessed to create awareness. However, there are not enough resources and funds to do this.'

This is representative of a common refrain from many interviewed stakeholders who requested funds without providing sufficient argumentation for how the funds would be used. ERAW Commission Members often asserted that the funds should be used so that they personally could travel to the districts to conduct public awareness. As the heads of government departments and organisations, this would not be an efficient use of their time, or the resources of the project.

Often arguments boiled down to who had control of funds. Several PAs reported that they had been pressured by the DoWAs to share their budget intended for public awareness:

‘One my main challenges is that the DoWA wants me to work under them and follow whatever instructions they give me. [...] The DoWA finance manager wants to have control over my expenses of the money paid by the office.’

‘The EAW Commission Project gave me a budget for a public awareness project. However, the DoWA is asking me for a share of that budget. Therefore, the work has stopped and we can no longer continue working on implementation’

Certain EAW Commission Members expressed bitterness over not having complete control over how the PAs or WPCs utilised their funds. However, the existing funding mechanisms and controls are necessary not only for the efficient use of resources, but also the prevention of misappropriation of funds.

Indicator #2: Available pooled funding mechanisms are utilised to reduce transaction costs for the donor and beneficiaries

Box 4.3. Best Practice: Benefits of Pooled Funding in Transition Contexts

Pooled funding mechanisms are beneficial for both donors and beneficiaries. They can provide ‘more predictable, flexible and timely funding’ to yield better results for beneficiaries.⁴⁰ They also reduce dependency from one sole donor. If a donor decides to reduce or stop donations in a pooled funding mechanism, it will not affect the project as hard as it would in a single funding mechanism. Given the short timeframe of the financial support for WPCs through the EAW Commission Project, the use of a pooled funding mechanism helped reduce the negative impact of volatile funding flows.

For donors, pooled funding mechanisms increases security for investments by adopting a collective approach to risk. Moreover, pooled funding allows organisations to implement more ambitious projects with creased coordination, more transparency and accountability. One drawback is that donors have less direct input on implementing partners; this is delegated to the secretariat managing pooled funds. However, this also reduces the burden on implementing partners to meet the varying reporting requirements of multiple donors.

Especially for a culturally sensitive topic such as the EAW Law implementation in the current politically complex environment, pooled funding has proven to be successful. The EAW Special Fund has supported WPCs, which has ensured a consistent approach with donors, has enabled project autonomy and has increased successful implementation, despite existing opposition.

⁴⁰ OECD (2012) ‘International Support to Post-Conflict Transition: Rethinking Policy, Changing Practice,’ DAC Guidelines and Reference Series, OECD Publishing, <http://dx.doi.org/10.1787/9789264168336-en>.

By supporting a pooled funding mechanism (the EAW Special Fund) to support Women’s Protection Centres (WPCs), the project ensured a consistent approach with donors providing comparable support to WPCs and reduced transaction costs for both the donor and the recipients (Box 4.3). The project provided a total of USD 771,155 to the seven WPCs in five provinces through the EAW Special Fund. For the awarding of these grants, a call for proposals was issued through the EAW Special Fund; bids underwent a technical review and approval by the advisory board.

The size of the grants was determined based on the administrative costs of the WPCs, which explains the variation across provinces. The expenses of operating WPCs in Kabul are higher than those in other provinces due to a higher cost of living in the city, notably due to higher rents.

Table 4.3 and Table 4.4 detail the size of operations of the implementing partners and the financial support provided by province. As the WPCs also received support from other donors, the cost-efficiency of the project cannot be determined through a comparison of the cost per beneficiary across provinces and implementing partners. The evaluation team was unable to access the full financial details of the WPCs including funds provided by other donors, which would be required for a more rigorous evaluation of the cost-efficiency of this project component.

Table 4.3. Supported WPC Implementing Partners⁴¹

No	Implementing partner	Location	Number of beneficiaries
1	Afghan Women Skills Development Centre (AWSDC)	Kabul	60
2	Humanitarian Assistance for the Women and Children of Afghanistan (HAWCA)	Kabul and Hirat	527
3	Women for Afghan Women (WAW)	Kapisa	181
4	Cooperation Center for Afghanistan (CCA)	Bamyan and Balkh	833
5	Voices of Women (VoW)	Hirat	550

Table 4.4. Total Financial Support for WPCs by Province, 2011-12⁴²

No	Provinces	Expenses
1	Balkh	\$ 72,482
2	Bamyan	\$ 113,204
3	Hirat	\$ 179,520
4	Kabul	\$ 297,493
5	Kapisa	\$ 108,456
	Total	\$ 771,155

⁴¹ Based on figures provided in the project document entitled: ‘Final Progress Report to the Government of Japan: January 2011 - June 2013.’

⁴² Financial information provided by UN Women.

CRITERIA OVERVIEW: EFFECTIVENESS

Question: Has the project achieved its objectives through its activities?

The **EVAW Commission Project** effectively achieved its stated objectives, with the exception of one (establishment and strengthening of WPCs). Even in this case, the activities were effectively executed; the objective was simply more ambitious than planned activities.

Indicator #1: WPCs and protection support services for victims of violence established and strengthened in five provinces.

- The project supported and maintained pre-existing WPCs through financial support, but did not result in the establishment of new protection services. This objective was overly ambitious, given the planned activities.

Indicator #2: EVAW Commissions operationalised in 9 provinces

- The EVAW Commission project succeeded in supporting the High Commission in operationalising EVAW Commissions in 9 provinces through technical, financial and material support.
- The effectiveness of the established Commissions is hindered by the lack of member commitment, as demonstrated by irregular attendance of core member.
- Rather than focusing on strategic decisions and coordination, some members perceive their role to be operational. EVAW Commissions would benefit from experience sharing across provinces to demonstrate how to function more strategically.

Indicator #3: Strengthened capacity and technical support provided to the EVAW Commissions in 10 provinces

- The EVAW Commission conducted training sessions to strengthen the capacity of EVAW Commissions in 9 provinces and the EVAW High Commission in Kabul.
- Monthly commission meetings also increased capacity by facilitating knowledge and experience exchange amongst members with real-world application.
- The main hurdle is lack of will, rather than lack of capacity. Commission members openly question whether the EVAW Law is in alignment with Sharia. This doubt threatens to undermine the benefit of any gained experience or training.

Indicator #4: Community resource centres established in 9 provinces to provide the community with access to information about the EVAW law and referral services

- Community resource centres are established within the DOWAs of nine provinces and are staffed by the PAs, who provide information and assistance to visitors. They are primarily used by female students across all 9 provinces.
- While some users visit the centres to gather information on EVAW or women's rights, most visitors go to use the Internet or print documents.

Indicator #5: Programme associates (PAs) trained to provide information on EVAW Law and refer victims to relevant services in 9 provinces.

- Highly qualified PAs have been hired and trained in 9 provinces.
- The PAs facilitate: a) monthly EVAW Commission meetings and b) public awareness activities in communities. Most PAs also provide referral services to victims.

Effectiveness

Has the project achieved its desired outcomes through its activities and outputs so far? This section evaluates the effectiveness of the EAW Commission project by examining the relationship between the project activities, outputs and outcomes (Figure 1.1). The following five indicators are used to structure the analysis:

1. WPCs and protection support services for victims of violence established and strengthened in five provinces.
2. EAW Commissions operationalised in nine provinces in Afghanistan
3. Strengthened capacity and technical support provided to the EAW Commissions in nine provinces
4. Community resource centres established in 9 provinces to provide the community with access to information about the EAW law and strategy and referral services
5. Programme associates trained to provide information on EAW Law and refer victims to relevant services in 10 provinces.

Box 4.2. Definition of effectiveness

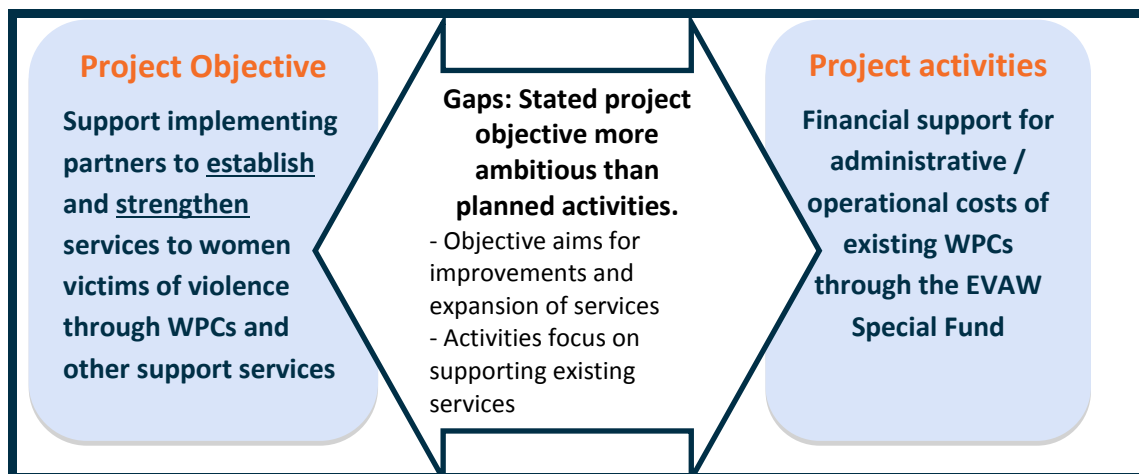
The OECD-DAC defines effectiveness as ‘The extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance.’⁴³

The analysis in this chapter is based on primary and secondary sources of verification including comparative assessments of WPCs and EAW Commissions, focus groups with women victims and WPC staff, key informant interviews with EAW Commission members and other stakeholders, consultative workshops, visits to resource centres, interviews with Programme associates and a desk review of internal project documents.

⁴³ OECD-DAC (2002), ‘Glossary of Key Terms in Evaluation and Results Based Management,’ OECD, Paris, www.oecd.org/development/peer-reviews/2754804.pdf.

Indicator #1: WPCs and protection support services for victims of violence established and strengthened in five provinces.

Figure 4.1. Gaps in Intervention Logic for WPC support



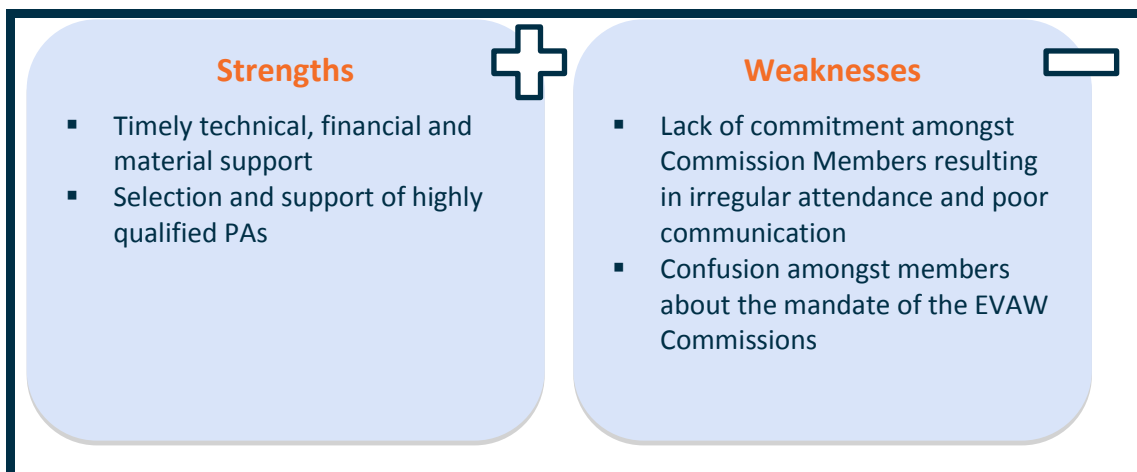
To support WPCs, the EVAW Commission Project provided financial assistance through the EVAW Special Fund, which effectively supported seven Women’s Protection Centres in five provinces for a period of two years (2011-2012). This, however, does not achieve the original stated objective of the WPC component of the project: to establish and strengthen WPCs and protection support services for victims of violence in five provinces.

This does not represent a failure of the project to administer its activities; in this regard, the project was successful at effectively delivering funds through the EVAW Special Fund. However, it does reveal a gap in the intervention logic behind the project design. **The stated objective was overly ambitious, given the project’s planned activities of providing financial support for the administrative / operational costs of pre-existing structures and services**

The funding did not target improvements of WPC services, but was used to cover basic administrative and operational WPC costs. It may have freed up other funds to be re-allocated toward improvements or expansion. The comparative WPC assessments did not reveal any evidence to suggest that this was the case. However, interviewed WPC staff were often unaware of the source of funding for particular activities. It is possible that the full implications of the funding on WPC improvements were not uncovered during the short duration of the evaluation. See Efficiency Indicator #2 for a breakdown of WPC financial support.

Indicator #2: EAW Commissions operationalised in 9 provinces

Figure 4.2. Strengths and Weaknesses to Support to EAW Commissions



The EAW Commission project succeeded in supporting the High Commission in operationalising EAW Commissions in 9 provinces⁴⁴ through technical, financial and material support. The project has hired and oversees a Programme Associate (PA) in each province; PAs are key in rendering the commissions operational as they are in charge of organising meetings, preparing agendas and inviting members. Material support was provided in the form of office supplies (tables, chairs, projectors and screens, power generators, air conditioners) and vehicles for transportation. Moreover, the project supports the costs of the meetings themselves (food and refreshments). Technical support will be discussed under indicator #3.

All of the evaluated EAW Commissions meet on a monthly basis, with occasional cancellations. While some were decidedly more active than others, all evaluated Commissions were able to report concrete outputs for recent meetings.⁴⁵ At each Commission meeting, members discussed on-going VAW cases and public awareness activities. Some provincial commission meetings also used the meetings as an opportunity to co-ordinate on other issues related to women's safety and security. For example, the Laghman EAW Commission recently discussed steps for the DoPH and DoLSAMD to provide mosquito nets, medicine, and sanitation equipment to women in prison.

A key weakness of the newly established Commissions is a lack of commitment by some of the members, as demonstrated by irregular attendance of core members. Many send representatives from their organisations; these representatives are rarely as knowledgeable about the EAW Commissions and are unaware of the decisions of past meetings. The lack

⁴⁴ Badakhshan, Balkh, Bamyan, Hirat, Kapisa, Nangarhar, Laghman, and Saripul

⁴⁵ The evaluation team collected information on the most recent three meetings held by each evaluated EAW Commissions.

of commitment of a few can start a vicious cycle of disengagement: as meetings become less productive without consistent representation, those who are committed will become less inclined to participate in the meetings (Box 4.4).

For those Commission members that have exhibited active engagement, regular meetings have helped improve communication and co-ordination. At the consultative workshop in Balkh, stakeholders asserted that while the different members are working toward the same goal, implementation is difficult when they do not know one another. The ERAW Commissions allow the members to share ideas and improve communication. In Kapisa, a workshop participant reported that, ‘at the beginning there were some problems between the justice institutions and the Commission, which are solved now.’

Box 4.4. Lack of Commitment by ERAW Commission Members

Monthly ERAW Commission meetings take place in all 10 targeted; however, commitment is varied across Commission members. Interviewed members themselves were critical of their fellow members for attending irregularly and lacking a sense of duty or responsibility. The following are a sample of comments made by ERAW Commission members and PAs.

‘Some of the members don't attend the meetings despite being invited. The institutions don't send the same person in all meetings and instead they send us different members in different meetings. When two people attend different meetings, neither of them knows what went on in the previous meeting [...]. For example, when we assign a case to the justice department and in the next meeting the secretary of the department attends instead of the judge, obviously he knows nothing and can't provide us any information on that particular case.’

‘I personally think there are two negative aspects in the work of the commission. The first one is the absence of members in the meetings and the second is that some of the members don't feel responsible towards their assigned tasks.’

‘There was weak coordination of members’ offices when they sent different people to every meeting. We shared this issue with governor and asked that the Commission members should be directors or deputy directors. Since then, the coordination is getting better. The commission members are very weak in reporting their performance.’

‘Some of the commission members don't attend when I invite them for the commission meeting. They are not interested in meeting because they don't receive any financial assistance. They say that we can't spend our own money to attend the meeting.’

The evaluation team also identified confusion regarding the mandate of the ERAW Commissions. **Rather than focusing on higher-level policy and strategy decisions, some Commission members appear to perceive their role as being operational.** Many ERAW Commission members reported to the evaluation team that they needed funds to travel

districts to conduct public awareness or investigate cases themselves (Box 4.5); in fact, public awareness seemed to be the major pre-occupation of a majority of interviewed members.

They seem to be missing the point of their role in the Commission. As the heads of their respective departments, or in similar high-level positions at the provincial level, the Commission members should be focused on providing strategic direction and facilitating coordination with other represented organisations. While the low number of reported VAW in some provinces may allow some Commissions to deliberate individual cases at length, this approach will create bottlenecks down the road. Moreover, WPC committees already handle the more operational side of VAW case follow-up (Box 4.6); thus, detailed discussion of individual cases by the EAW Commissions is redundant.

Box 4.5. Misunderstanding of the EAW Commission Mandate

The misperception of the EAW Commission as an operational body was not isolated to one province. The following comments made by EAW Commission members are drawn from workshops and key informant interviews in three different provinces.

- ‘If the commission has proper financial support, the members will be able to travel to districts and conduct wide range public awareness programmes.’
- ‘More technical supports like cars should be provided to the members so they can implement better awareness programmes.’
- ‘Providing sufficient transportation facilities for the commission members is necessary so that they can reach the places where violence has taken place in order to better investigate the scene and fairly address the case.’

EAW Commissions would benefit from learning from experiences in other provinces to see how to more effectively and efficiently implement the EAW Law. The Hirat EAW Commission provides a good example of how a Commission can provide strategic coordination and serve an oversight function. At a typical meeting, the commission reports on more than 30 on-going cases. Members report on their performance based on assigned tasks; not all tasks relate to public awareness. Those members that do address public awareness, delegate tasks within their department. For example, the Department of Hajj and Religious Affairs (DoHRA) works through mullahs to preach on EAW in mosques and public speeches. In contrast, another commission decided to send a team of 5 EAW Commission members – representing the heads of their organisations - to one district to raise public awareness of EAW.

Box 4.6. WPC Committees

While the EAW Commission is intended to provide strategic direction, oversight and information sharing at the provincial level, WPC committees follow cases at an operational level. Committees meet every time a victim is referred to a WPC to discuss determine eligibility for WPC placement and determine how to proceed with the case. The committees work closely with the DoWA; they are not supported through the EAW Commission Project.

Indicator #3: Strengthened capacity and technical support provided to the EAW Commissions in 10 provinces

Table 4.5. Overview of EAW Commission Trainings⁴⁶

		Implementation & Strategy			Skills Training			Legal Capacity		
		Women	Men	Total	Women	Men	Total	Women	Men	Total
1	Badakhshan	12	8	20	5	13	18	12	8	20
2	Balkh	16	3	18	13	4	17	16	3	19
3	Bamyan	6	14	20	8	11	19	6	14	20
4	Hirat	12	3	15	12	8	20	12	3	15
5	Kapisa	3	16	19	4	13	17	3	16	19
6	Kabul ⁴⁷	17	3	20						
7	Laghman	6	14	20	5	15	20	6	14	20
8	Nangarhar	9	11	20	9	11	20	9	11	20
9	Parwan	4	17	21	9	13	22	4	17	21
10	Saripul	13	8	21	9	11	20	18	8	21
Totals		194			173			175		

⁴⁶ Based on figures provided in the project document entitled: 'Final Progress Report to the Government of Japan: January 2011 - June 2013.'

⁴⁷ Kabul is the location of the High Commission. Skills training and legal capacity building were only provided to the newly operationalized provincial Commissions.

The EVAW Commission successfully held training sessions to strengthen the capacity of EVAW Commissions in 9 provinces and the EVAW High Commission in Kabul. These training activities included the following (Table 4.5):

- An experience sharing visit to Turkey for the 13 members of the EVAW High Commission
- 22 technical and monitoring support visits
- 10 working meetings on policy and service provision to victims of violence at the provincial level
- Training sessions for 175 EVAW Commission members and relevant DoWA staff on legal analysis and awareness
- Skills training for 193 EVAW Commission members and relevant DoWA staff on coordination, technical, administrative and management skills
- ✓ Limitations of measuring training effectiveness

The degree to which these trainings have increased the capacity of participants is difficult to discern, as participants have also benefitted from training provided by other organisations. Moreover, it was unclear for some participants who had provided the different training opportunities, and could therefore not comment precisely as to the quality of the training provided through this training. Responses on the quality of training, as a result, were often disjointed:

‘I think the trainings conducted for the commission members were very effective. The trainings weren't conducted by the EVAW Commission Project. They were conducted by organisations like GIZ and others. I don't know whether they were supported by the project or not.’ – *EVAW Commission member*

‘I don't know how the EVAW Commission Project works to meet the needs of the commission. It is not mentioned in our meetings which organisation does what for the commission.’ – *EVAW Commission member*

Pre- and post-assessments were conducted for the management training, but were not applied systematically for all training conducted through the project. These assessments should be used not only to monitor the quality of training and the impact of the training, but to help trainers understand which topics require the most focus. This can be especially helpful when participants have received training from other organisations to ensure that training is indeed tailored to the needs of participants and build off of existing knowledge.

- ✓ Increased capacity through practical application in Commission meetings

In addition to training, the Commission meetings have also increased the capacity of the members, as members are able to share knowledge when confronted with the practical implementation of the law. While comments about trainings were often vague, several interviewed Commission members reported that cooperation and knowledge sharing in meetings increased the capacity of members.

‘All the commission members have a clear understanding of the EVAW law and how it should be implemented [...] because in every meeting of the commission the cases

are discussed and the members are told how to implement this law. There are members of the judicial system in the commission who provide information on the implementation of the law.’ – *Programme Associate in Kapisa*

Capacity building initiatives often focus on external training. Such training can remain theoretical without practical application. EAW Commissions have benefitted from a combination of trainings and regular application of their training through monthly meetings. At these meetings, members that are more informed about the EAW Law and how it should be implemented are able to share their knowledge with their colleagues from other government entities. Sharing this knowledge as it pertains to real-world cases provides concrete examples that reinforce lessons learned in traditional training sessions.

UN Women supported an experience-sharing trip for members of the EAW High Commission to travel to Turkey to meet with government representatives that have implemented similar mechanisms. **At the provincial level, EAW Commission Members would benefit from experience sharing *within* Afghanistan.** Commission members themselves expressed interest in learning from their counterparts in other provinces. Given the different caseloads and varying levels of engagement between Commissions, experience sharing across provinces could be very beneficial. However, such experience should not consist of meetings alone; rather, visiting members should attend and participate in EAW Commission meetings to see first hand how they function.

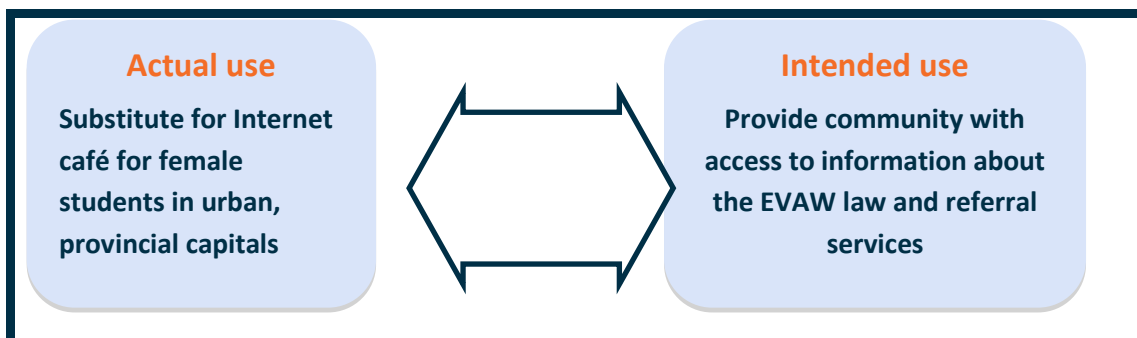
✓ Lack of will vs. lack of capacity

Internal assessments of pre- and post-training knowledge indicated that participants gained practical knowledge as a result of the training. More than half of the EAW High Commission members have a degree in law; and all interviewed members at both the national and provincial level were well versed in the EAW Law and its implications.

While some EAW Commission members are indeed in need of training, the main hurdle at this stage is the lack of will, rather than the lack of capacity. A number of Commission members openly questioned whether the EAW Law is in alignment with Sharia, including members of the High Commission; if the Commission members do not feel confident answering this question, it undermines the effectiveness of the training. For more on the lack of member commitment, see Box 4.4.

Indicator #4: Community resource centres established in 9 provinces to provide access to information about the EAW law and referral services

Figure 4.3. Gaps in Intended and Actual Use of Community Resource Centres



- ✓ Objective of resource centres

Community resource centres have been established within the DOWAs of nine provinces and are staffed by the PAs, who provide information and assistance to visitors. The centres have been provisioned with books, tables, chairs, computers, printers, generators and internet access. Each receives a monthly payment of USD 750 from the EAW Commission Project for generator fuel and Internet costs.

- ✓ Actual use of resource centres

The resource centres are primarily used by female students across all 9 provinces. In some provinces, the resources are designated for female users only, to ensure women feel comfortable using the centre. Those that allow men are still primarily used by female users. DoWA staff also utilize the resource centres.

Some users visit the centres to gather information on EAW or women's rights; students often use the available resources at the centre or check out books when working on school reports. However, **a majority of the visitors go to the resource centre to use the internet or print documents.**

'Community members don't refer to the resource centre a lot. Those who come are mostly students. There are two nearby schools from which the students come here to learn about computers and acquiring information from the internet. [...] If we want to provide them information about the EAW law, they won't listen to it because they don't have enough time for that.' – PA in Hirat

'Most students refer to the centre for extracting articles and information for preparing their master thesis.' –PA in Badakhshan

'Most of the people are coming to use the internet because it is the only internet resource and they are using the books as well. We provide college students or

school students with free printing service if they need to print their chapters or notes.’ - PA in Laghman

People come to learn how to use the computer and internet. These are female students, who have learned a lot from the resource centre. They come for trainings for four hours a day, seven days a week. – PA in Bamyan

✓ Gaps and risks

The centres, nevertheless, provide an important service; however, it is not the intended purpose of the funding. Girls often do not have access to the Internet or printing services. Even if Internet cafes are available nearby, they are generally not considered appropriate places for girls or women to frequent in Afghanistan as they are hangouts for male youth. In Afghanistan, gender is a strong determinant of Internet use; ‘young males twice as likely to be using the Internet than young females, and youths living in urban areas more than three times as likely to use the Internet than their rural counterparts.’⁴⁸ As the PA from Parwan explained:

‘One of the reasons girls are coming to our resource centre is because there is not an Internet café for females in Parwan. Different people with different backgrounds are going to Internet cafés; so, it’s difficult for a girl to go there.’

More importantly for the effectiveness of the project objectives, while girls may not always visit the centres with the intention of gaining access to information about EAW or women’s rights, they learn through interaction with the PA that these resources exist. This helps spread general awareness about available resources.

The actual use of resource centres as a substitute for internet cafes should be kept in mind when requests are made for additional resources. Several interviewed stakeholders requested more computers and space for the resource centres, sometimes requesting as many as 30-40 PCs. Such an expansion of the computer lab function of the resource centre would not align with the intended purpose for which they were designed.

Indicator #5: Programme associates trained to provide information on EAW Law and refer victims to relevant services in 9 provinces.

Figure 4.4. Programme Associate (PA) Responsibilities

Highly-qualified PAs have been hired and trained to perform the following

- **Coordination of EAW Commission monthly meeting**

⁴⁸ Samuel Hall Consulting (2013). ‘Afghanistan’s Future in Transition: A Participatory Assessment of the Afghan Youth’, research commissioned by DMOYA, UNDP, UNFPA, and UNICEF; Kabul, 2013.

- Prepare the meeting agenda and send invitations
- Take meeting minutes and send out minutes to absent members
- Coordinate with Commission members
- In charge of logistics of ERAW Commission meetings
- Ensures case follow-up by relevant stakeholders
- **Public awareness activities in partnership with DoWA**
 - Propose community-based training activities to UN Women for funding approval
 - Prepare and conducts legal awareness programmes in the community
 - Coordinate with community leaders and the DoWA to conduct awareness programmes
 - Supports the DoWA and aspects of their administrative program
- **Operation of community resource centre**
 - Staffs the resource centres, providing assistance and advice to visitors
 - Provides technical assistance on computer and Internet use to visitors
 - Provides referrals to relevant protection and assistance services to victims

Highly qualified programme associates (PAs) have been hired in 9 provinces. Most programme associates have a background in legal studies, and some even have experience with the Afghan justice system. The PAs have each participated in 1-3 workshops⁴⁹ provided by the ERAW Commission Project. Some of the PAs had also received training from other organisations.

The Program Associates (PAs) are paid by UN Women, but work in the DoWA to facilitate ERAW implementation. Their main responsibilities are keeping the community resource centres operational, raising community awareness, arranging and managing monthly ERAW Commission meetings and coordinating with the DoWA.

✓ **Coordination of ERAW Commission monthly meeting**

For ERAW Commission meetings, PAs arranges the ERAW Commission meetings, prepares meeting agendas, sends out the meeting invitations, arrange is in charge of the meeting logistics, takes minutes of the meetings and, sends out minutes to absent Commission members (Figure 4.4)⁵⁰. Monthly ERAW Commission meetings are a crucial element of operationalising the ERAW Commission and ERAW implementation. Therefore, the PA's position is essential in enabling this process and making ERAW Commission functional.⁵¹

✓ **Public awareness activities in partnership with DoWA**

At the community level, the PA is responsible for conducting legal awareness programmes **in the community**. For this purpose, the PA liaises with the DoWA and local community leaders of targeted areas to conduct awareness programmes.⁵² PA duties vary from province to province based on local needs. Some PAs conduct regular community awareness programmes in local schools (e.g. Balkh), while other PAs analyse ERAW-based cases and

⁴⁹ Depending on when they were hired.

⁵⁰ Based on interviews with PAs in Balkh, Bamyan, Hirat, Laghman, Nangarhar, Saripul

⁵¹ Based on ERAW Commission assessment in Kabul province

⁵² Based on PA interview in Parvan province

ensure follow up by relevant stakeholders (e.g. Parwan).⁵³ Interviewed PAs demonstrated how they met community needs by first understanding community attitudes and perceptions:

‘People are thinking that the EAW law is a foreign law, but during our meetings and public awareness activities, we are explaining to them that it is not a foreign law and its taken from other accepted law of Afghanistan. People are accepting this law when they see that it is used by the court and attorney’s office. – PA in Parwan

‘The community members are sensitive against this law. They believe that this law makes the women stand against their men, and that is why the law shouldn’t exist. Their perception can be changed through public awareness programmes as witnessed in many areas. They should be informed that the law is totally according to the Islamic religion.’ – PA in Kapisa

✓ **Operation of community resource centre**

The PA also operates the community resource centre, where s/he provides assistance and advice to visitors on legal questions and how to use the resources available. Most PAs also provide referral services to victims who come to them seeking assistance.⁵⁴ The frequency of referrals varied significantly between provinces. PAs that provided estimates of their total referrals reported between 15-85 referrals since they had begun their duties.

The only recurrent weakness reported was poor reporting and a lack of comprehension of reporting guidelines. This issue could be addressed through targeted capacity building for PAs. The benefit of their work far outweighs this weakness. They are essential actors in the first stages of implementation, because they enable crucial EAW Commission meetings, where implementation strategies are discussed.

⁵³ Based on PA interview in Parwan province

⁵⁴ Only one PA did not believe referral services were part of his job description.

Box 4.7. Best Practice: Pro-active Programme Associates Support Victims

Referral services are not a core function of the Programme Associate (PA) position; however, interviewed PAs in nearly all provinces had stories to share of individual cases of women victims of violence that they had referred and supported. This demonstrates the importance of commitment to the elimination to violence against women amongst project participants. While the engagement of EAW Commission members varied considerably, the PAs demonstrated a high level of commitment to implementation of the EAW Law.

- ‘Recently, I had a case of a girl who was raped and became pregnant. When she came to my office, I referred her to the WPC, which provides different kind of services to the victims. Her case was very sad. I have supported her in commission meetings, attorney offices and courts. Finally, through the support of myself and the commission, the perpetrator of this case was sentenced for 18 years prison.’ - PA in Parwan
- ‘I have referred around 85 women victims to the WPC. I also provide the victims with legal advices and in some cases I help the reconciliation between the victim and her family. To follow up on victims’ cases, I assign the commission members to properly track the cases relevant to them. Sometimes the victims refer to us so I write via the DoWA to the Kapisa police headquarters who later summon the perpetrators. If the perpetrators don’t appear, I go to the police headquarters myself to find out why the perpetrators haven’t appeared.’ – PA in Kapisa

The EAW Commission Project was very successful in hiring competent, *committed* individuals that understood the full purpose of their work. Beyond facilitating meetings or keeping the resource centre operational, the PAs demonstrate an eagerness to help women in need.

5 Impact analysis

CRITERIA OVERVIEW: IMPACT

Question: Is the project impact expected to be positive in the long-term?

The impact of the project will depend largely on whether the GIROA's commits to implementing the EAW Law or continues to challenge its legitimacy in the next few years. The EAW Commission Project is not expected to have a negative impact, but its positive impact may be neutralised if government officials choose not to implement the EAW Law.

Indicator #1: Established WPCs and support services indicate early signs of improved access to protection services for women victims of violence

The EAW Commission Project provided financial support to existing Women's Protection Centres (WPCs) for a period of two years. This much-needed support maintained but did not improve access to protection services.

What may have improved through the EAW Commission Project are community attitudes about the WPCs, which indirectly impacts women's access to these services. Many misconceptions still exist, but some of the project's awareness raising activities in the provinces also targeted attitudes of WPCs.

Indicator #2: Total number of successfully prosecuted cases under EAW law increasing and are expected to continue improving

Implementation of the EAW Law increased between 1390-91, but the surge in cases was driven by greater implementation in Kabul province, which more than doubled. This increase masks a decline in implementation in 6 out of the other 9 provinces that received project support.

- Hirat experienced the largest decline in terms of volume, with 746 cases in 1390 and 192 in 1391. Saripul had the largest relative decline; from 114 cases to 10, the province had a 91% decline in VAW reporting between 1390 and 1391.
- Balkh, Badakhshan, and Bamyan were the only provinces besides Kabul to report a higher number of cases than the previous year.

A comparison of first quarter data for Kabul province over the last three years reveals a sharp decline in recent months in VAW cases. (1584 cases in 1st quarter of 1391, 320 cases in the 1st quarter of 1392).

Indicator #3: The long-term impact is perceived/expected to be positive by victims of violence and project participants

- The project is not expected to have a negative impact, but its positive impact may be neutralised if government officials choose not to implement the EAW Law.
- The project has been designed and implemented in a way that has enabled government ownership of EAW implementation. Ultimately, it is the government that will determine whether or not implementation is a success.

Impact

Is the project impact (both direct and indirect) expected to be positive in the long-term? This section evaluates the long-term impact of the EAW Commission by assessing the relationship between the challenge, the desired impact, and the project outcomes of the results chain diagram (Figure 1.1). To answer these questions, the following four indicators will be used structure the analysis:

Box 5.1. Definition of impact

The OECD-DAC defines impact as ‘positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.’⁵⁵

1. Established WPCs and support services indicate early signs of improved access to protection services for women victims of violence
2. Total # of successfully prosecuted cases under EAW law increasing and are expected to continue improving
3. The long-term impact is perceived/expected to be positive by victims of violence and project participants (EAW Commission members, WPC staff)

The analysis in this chapter is based on primary and secondary sources of verification including comparative assessments of WPCs, focus groups with women victims and WPC staff, key informant interviews with EAW Commission members and other stakeholders, consultative workshops and a desk review of internal project documents.

Indicator #1: Established WPCs and support services indicate early signs of improved access to protection services for women victims of violence

The EAW Commission Project provided financial support to existing Women’s Protection Centres (WPCs) for a period of two years. While this much needed support maintained access to protection services for women victims of violence, it did not improve access. As explained under effectiveness indicator #1, the project objective related to WPCs was overly ambitious, given the project’s planned activities of providing financial support for the administrative / operational costs of pre-existing structures and services. Had there been any improvements in access, they would have been very short-lived given limited duration of support provided to the NGO implementing partners.

What may have improved through the EAW Commission Project are community attitudes about the WPCs, which indirectly impacts women’s access to these services. Many misconceptions still exist, but some of the project’s awareness raising activities in the provinces also targeted attitudes of WPCs.

⁵⁵ OECD-DAC (2002), ‘Glossary of Key Terms in Evaluation and Results Based Management,’ OECD, Paris, www.oecd.org/development/peer-reviews/2754804.pdf.

‘The community members consider the WPCs a bad place because they think there is depravity inside the WPC,’ explained the PA in Hirat. ‘They also say that good women don’t refer to the WPC.’ Even one interviewed EAW Commission member revealed mixed feelings about WPCs saying, ‘The WPCs are both good and bad because in some cases when a man tells his wife to do something, the wife become angry and refers to the WPC.’ Community perceptions about WPCs were most positive in Bamyan province. The PA there explained that unlike in other provinces, the WPCs do not need armed protection because they are well perceived by the community as provided a necessary service.

Several interviewed PAs reported how public awareness activities were used to improve community attitudes about WPCs by refuting rumours and misperceptions and spreading awareness about the purpose of protection services. For example, the PA in Laghman reported that after the Minister of Justice accused women in WPCs of being prostitutes in 2012,⁵⁶ he and EAW Commission members defended the WPCs locally asserting that the WPCs had not become brothels and were the ‘safest place for victims.’ Other examples include the following:

‘Through both WPC committee and EAW commission meetings, we decided to give people awareness about the WPC through media and other means to give positive ideas about the WPCs to the people. In the beginning, the people did not want the WPCs to be established, even elders of community, but when they saw the benefit and good aspect of WPC, they agreed and are now happy with the WPC.’ – PA in Nangarhar

‘Previously the people had a bad perception of the WPCs because they thought that the WPCs make their women run away from home. We informed them that the WPCs are safe places for the women victims who were previously kept in the village head’s houses. Afterwards, their perception has changed in a positive way. We informed them that in the WPC the women victims are provided with legal advice and safety.’ – PA in Kapisa

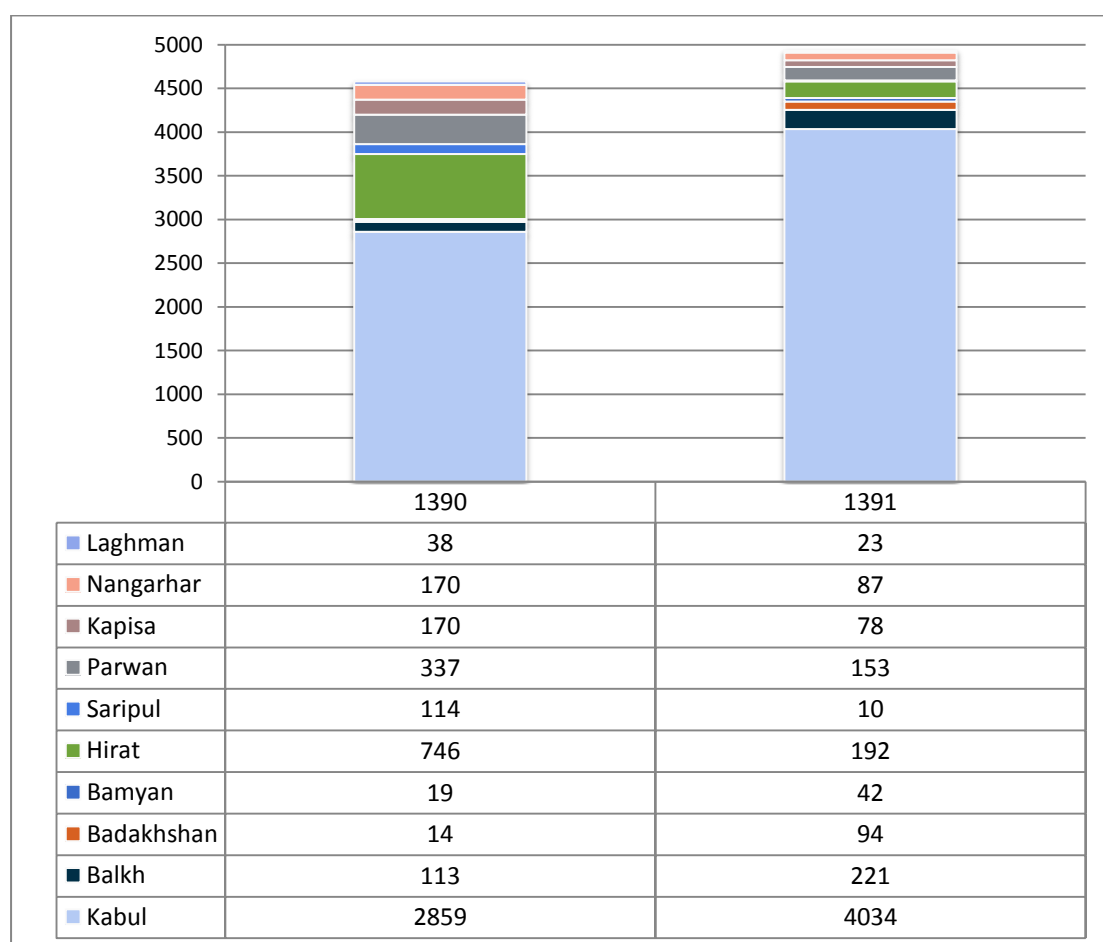
While some claims overstate community acceptance of WPCs, which are still considered to be controversial throughout Afghanistan, they highlight a role that the EAW Commissions could pursue further to improve community attitudes of WPCs in order to improve access.

Indicator #2: Total # of successfully prosecuted cases under EAW law increasing and are expected to continue improving

⁵⁶ Nelson, Dean (2012), ‘Afghan women in shelters are prostitutes, says justice minister’ *The Telegraph*, www.telegraph.co.uk/news/worldnews/asia/afghanistan/9346779/Afghan-women-in-shelters-are-prostitutes-says-justice-minister.html.

Implementation of the EAW Law spiked in 1391 and has fallen off sharply in the first quarter of 1392. The surge in cases was driven by greater implementation in Kabul province, which masks a decline in implementation in other provinces. MoWAs records indicate that while the overall number of reported cases went up in the project’s targeted provinces, reporting of VAW at the provincial level fell in 6 out of 10 provinces between 1391 and 1392 (Figure 5.1). The sheer volume of cases reported in the nation’s capital masks a worrying trend of decreased reporting and handling of VAW cases at the provincial level. It is unclear what is driving this trend, but fewer VAW cases are being processed in a majority of the supported provinces.

Figure 5.1. Comparison of VAW Reporting to MoWA by Province, 1390-91⁵⁷



Hirat experienced the largest decline in terms of volume between the two years, with 746 cases in 1390 and 192 in 1391. Saripul had the largest relative decline; from 114 cases to 10, the province had a 91% decline in VAW reporting between 1390 and 1391.

Balkh, Badakhshan, and Bamyan were the only provinces besides Kabul to report a higher number of cases than the previous year. In Bamyan, workshop participants attributed the increase to the proactive steps of the EAW Commission: ‘The EAW Commission has taken serious steps in public awareness, documenting VAW cases, following up on cases of VAW, and supporting the VAW victims.’ While increases in reporting are sometimes

⁵⁷ Based on figures provided by MOWA.

misinterpreted as increases in prevalence, most interviewed ERAW Commission members recognised that it can actually indicate greater access to justice and protection services and/or greater community awareness on women's rights.

'The number of cases has increased over the past 2 years because the community's level of awareness has increased. The reason why the cases have increased is that in the past most cases would remain secret and were not reported, but now most cases are reported.' - *KII ERAW Commission Member Badakhshan*

In terms of the types of cases being addressed, Kabul statistics indicate that the law has been applied in a variety of cases ranging from property rights cases to forced marriage (Table 5.1) between 1390-91. VAW cases are recorded and categorised as one of 28 categories. The most common cases are family violence, physical violence and WPC referrals. The department appears to have changed the way it classified cases between the two years, given the gaps in two of its most prevalent forms of cases.

Table 5.1 Prevalent Types of VAW Cases in Kabul Province, 1390-91⁵⁸

This table highlights the ten most prevalent types of VAW cases handled by the law department of MoWA in Kabul province.

Types of cases ⁵⁹	1390	1391	Total
Gregorian calendar equivalents	21 March 2011- 20 March 2012	21 March 2012- 20 March 2013	
1. Family violence		553	553
2. Physical violence	56	253	309
3. Referring to WPC	205		205
4. Separation	56	108	164
5. Running away from home	62	75	137
6. Refusing property rights	37	44	81
7. Divorce	3	62	65
8. Breaking engagement	26	37	63
9. Running from home to get married	38	24	62
10. Murder	13	21	34
Other cases	36	150	186
Totals	532	1327	1859

⁵⁸ Data provided by MoWA

⁵⁹ The MoWA statistics categorise cases according to 28 types of cases.

Box 5.2. Best Practice: Kabul's Achievements in EAW Implementation

Kabul is currently the leading province for EAW Law implementation. Recorded VAW cases in Kabul increased from 2859 cases in 1390 to 4034 cases in 1391 (Figure 5.1), while in 6 out of the 9 other provinces receiving project support, the number of cases fell over the same time period.

Kabul's successful implementation can be attributed to a number of factors. Kabul is the capital city and therefore houses leading EAW implementing institutions and actors, which eases communication and implementation. Furthermore, the EAW High Commission is located in Kabul, which enables direct communication between relevant stakeholders. High Commission members are high-ranking officials at the ministerial-level with greater levels of influence. Therefore, they can facilitate direct implementation, by accessing certain institutions directly without having to go through higher authorities or long transportation routes.

Victims also have greater access to support services (WPCs, free legal support, referral services) and have been exposed to more public awareness campaigns. Utilising such services is less stigmatised in Kabul than in other provinces, therefore, women victims feel more comfortable coming forward to seek assistance.

Meanwhile, EAW implementation in legal departments of other provinces is increasingly difficult in provinces due to decreased funding, lack of female staff and poor technical facilities.

- 'Before we had a special room and department. Now we share the office with the investigation unit. [Another international organisation]⁶⁰ paid for the unit. They were supporting us with the desks and other equipment. But now everything has been taken. We had a computer, but it was taken as well. Even the carpet was taken. [The organisation] is in touch from time to time, but does not support us anymore.' -*KII with Prosecution Unit in Bamyan province*
- 'To investigate murder cases we do not have the medical or legal facilities and services here in Bamyan. We have to send evidence and even the corpse to Kabul to the laboratory of the Ministry of Public Health (MoPH) for autopsy and analysis, and it takes very long because we don't have a laboratory here. We are obliged to send the corpse to Kabul [for the investigation], but the family of the victim does not allow us to do that. It goes against their faith and habits.' - *KII with Prosecution Unit in Bamyan province*

Implementing institutions in provinces also have a limited number of professional female staff to conduct investigations into cases. This complicates tasks such as gathering evidence, especially in VAW cases involving rape. Women are more likely to speak about what happened to them to other women.

⁶⁰ Name of organisation removed.

Indicator #3: The long-term impact is perceived/expected to be positive

- National ownership

The EAW Commission Project supports the GIRA in implementing the EAW Law, but **ultimately, it is the government that will determine whether or not implementation is a success.** The project has been designed and implemented in a way that has enabled government ownership of EAW implementation. A more heavy-handed approach could have yielded more efficient short-term results, but it would not have yielded sustainable, long-term changes.

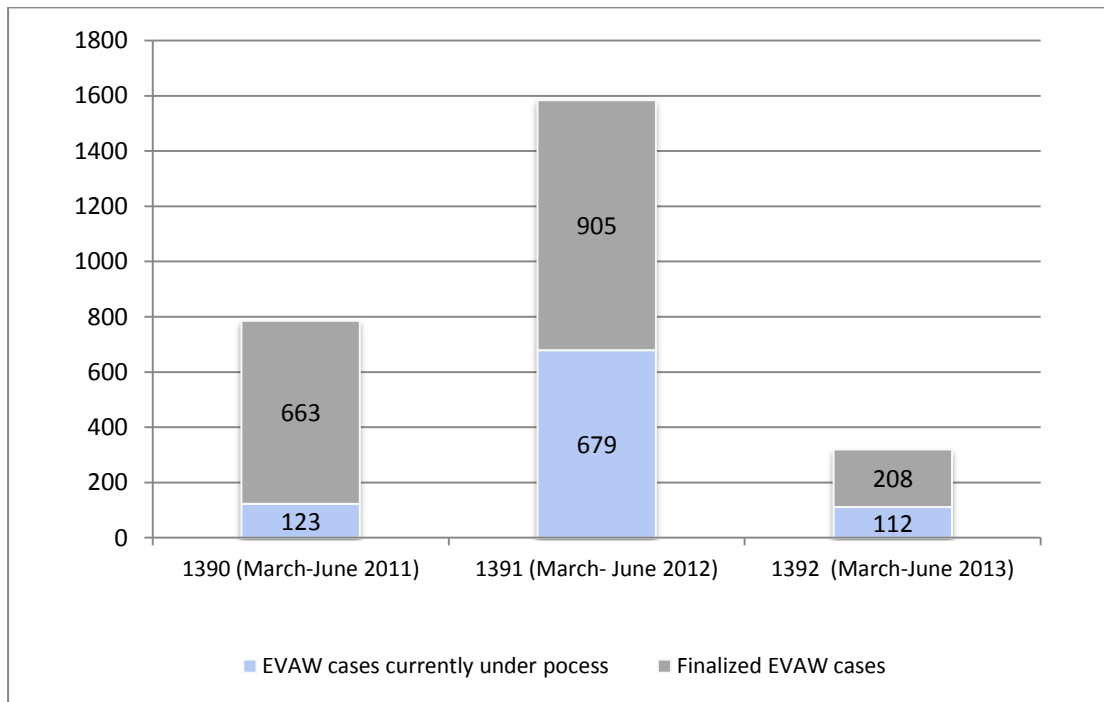
The current debate about EAW is rapidly damaging potential for implementation. However, the structures that have been established and strengthened through this project provide a mechanism for addressing the controversy and unifying the government stance on EAW. Legitimate Islamic authorities need to be summoned to speak with the EAW High Commission to settle the debate; then unified messages need to be disseminated from the High Commission to provincial Commissions to dispel doubts about the religious legitimacy of the law.

- Neutralised impact of capacity building

The project is not expected to have a negative impact, but its positive impact may be neutralised if government officials choose not to implement the EAW Law. When it was passed by Presidential decree, the will of most government officials to implement the Law was already half-hearted at best, with the exception of a few enthusiastic champions. The current debate about the law's compatibility with Sharia law is undermining the resolve of government officials to comply with the law, and threatens to undermine the long-term impact of the project. As highlighted by the workshop in Balkh, a unified vision of the law will be key to its successful implementation: 'It is very important that everyone has the same ideas and thoughts about Islam and the law so that everyone agrees to one thing.'

While it is still early to look at data for 1392 as a whole, **a comparison of first quarter data for Kabul province over the last three years reveals a sharp decline in recent months in VAW cases** (Figure 5.2). This demonstrates that the GIRA has a much greater capacity for implementation, but that a lack of will to implement the law has dramatically slowed the handling of VAW cases. After a record high of 1,584 cases in the first quarter of 1391, Kabul province only recorded 320 cases for the first quarter of 1392 – an 80% decrease in cases. As implementation in Kabul was the most advanced of any of the provinces, this sudden decline in implementation does not bode well for implementation in the rest of the country.

Figure 5.2. First Quarter Comparison of Kabul VAW Cases, 1390-1392⁶¹



⁶¹ Data provided by MoWA. Actual dates of the quarters are from 21 March to 21 June of each year.

CRITERIA OVERVIEW: SUSTAINABILITY

Question: Are the project's benefits expected to continue after completion of project activities?

Much like the Commission Project's impact, the sustainability of the project's benefits will depend on how the GIRoA handles the current controversy around the EVAW Law. A positive aspect of the project's design from a sustainability perspective was its emphasis on government ownership. However, the project exhibits several areas of that could be improved for greater sustainability.

- Lack of a plan for phase-out or transfer of activities
- Short duration of support, notably funding for WPCs (2-year funding period)
- Failure to address the growing controversy around the EVAW Law, which undermines the potential impact of the project

Indicator #1: WPCs expected to remain operational after end of project

- The WPCs receive funding from multiple donors through the EVAW Special Fund, and were therefore never dependent on the EVAW Commission Project for support.
- The impact of the project on the sustainability of the WPCs is neutral, as the project activities focused on covering operational costs of pre-existing WPCs.

Indicator #2: Prosecution of EVAW cases expected to continue after project's technical support to EVAW Commission concludes

- The EVAW Commissions are reliant on the support of the project. If support is discontinued, responsibility for key functions should be transferred either to another donor or to a system that enables cost-sharing across the entities represented in the Commissions themselves.

Indicator #3: Community awareness of EVAW law improved through access to community resource centres and information provided by Programme associates

- Gains in community awareness are being undermined by the mixed messages of the GIRoA. If the project continues, defending the EVAW Law to EVAW Commission members should be the number one priority.
- The EVAW Commission Project supported a community-based public awareness approach that could feasibly achieve sustainable results.

Sustainability

This section evaluates the sustainability of the EAW Commission Project, assessing the likely continuation of benefits from the project after project assistance has been completed. This requires a broader assessment of each of the results chain diagram, considering how each of the components fit into a logic of sustainability (Figure 1.1). Are the project's benefits expected to continue after completion of project activities? The following three indicators will be used structure the analysis:

1. WPCs expected to remain operational after end of project
2. Prosecution of EAW cases expected to continue after project's technical support to EAW Commission concludes
3. Community awareness of EAW law improved through access to community resource centres and information provided by Programme associates

Box 5.3. Definition of sustainability

The OECD-DAC defines sustainability as 'The continuation of benefits from a development intervention after major development assistance has been completed.'⁶²

The analysis in this chapter is based on primary and secondary sources of verification including comparative assessments of WPCs and EAW Commissions, focus groups with women victims and WPC staff, key informant interviews with EAW Commission members and other stakeholders, interviews with Programme associates, visits to resource centres, consultative workshops and a desk review of internal project documents. For more on the methodology used for this evaluation, see Annex C.

It is premature to evaluate the actual sustainability of the project as its different components have only recently concluded (WPC support) or are ongoing (support for EAW Commissions, resource centres, etc.). However, some speculations can be made regarding the potential sustainability of the project's benefits, based on its approach and external trends. The following indicators are less elaborated than those of previous criteria, as it is still premature to gather substantiated evidence regarding the project's sustainability.

Indicator #1: WPCs expected to remain operational after end of project

The WPCs receive funding from multiple donors through the EAW Special Fund, and were therefore never dependent on the EAW Commission Project for support. **The impact of the project on the sustainability of the WPCs is neutral**, as the project activities focused on covering operational costs of pre-existing WPCs. From 2011-13, the number of women's

⁶² OECD-DAC (2002), 'Glossary of Key Terms in Evaluation and Results Based Management,' OECD, Paris, www.oecd.org/development/peer-reviews/2754804.pdf.

WPCs in Afghanistan increased from 14 to 18; based on available information, the EVAW Commission Project did not have an impact on the total number of established WPCs.

While comparative WPC assessments revealed financial needs for improvements in protection services, only one signalled that it was having trouble covering its everyday operational costs. At the consultative workshop in Bamyan, a participant reported that, ‘Recently the supporting services of the WPC have decreased, and according to the WPC authorities they don’t have sufficient budget.’ A need for general assistance in Bamyan was also reported in the comparative WPC assessment. As the evaluation team did not have access to the amount of funding provided by other donors to the WPC in Bamyan, it could not confirm this statement or assess the degree of need.

Box 5.4. Best Practice: Using Professionally Qualified / Legal Staff

Although it is a standard practice to use professionally qualified staff in specialised fields, this is not always the case in Afghanistan. Therefore, employing staff with legal backgrounds (especially in Sharia Law) for a longer period is a best practice for EVAW implementation. Having an additional legal background in Sharia law is particularly helpful in the current situation, where EVAW Law is said to be contradicting Sharia law.

‘We have very professional attorneys who received training and graduated from the law and Sharia faculty and its about four years which they are working in EVAW prosecution unit.’ – *KII with AGO in Kabul province*

The Kabul Family Court has recognised the importance of not only focusing solely on women but also addressing male counterparts in the process. Recognising this crucial aspect of successful implementation and acting upon it is a good practice. This aspect of implementation should be recognised and put into action by more actors. Acknowledging the importance of men in this process may be a key to improving current implementation and may even lead to acceptance of the law by the broader male-dominated public.

‘We are not only working for the women we are also working for the men and there is a lot of propaganda that this organisation only works for women... but...men are the opposing party in legal cases so, if the woman could prove the case or could defend her claim then we will give the right to her; if she could not then the right is with the man. Some men also come to our office and open a case against their women, complaining that their women are not obeying them and that they do not respect matrimonial regulations (not respecting to the men rights toward women) and we are solving their issues’ - *KII with Family Court in Kabul province*

Using professionally qualified staff on a long-term basis may not only significantly improve EVAW Law implementation but also ensure sustainability.

Indicator #2: Prosecution of EVAW cases expected to continue after project's technical support to EVAW Commission concludes

- Lack of commitment limiting implementation

A comparison of first quarter data for Kabul province over the last three years reveals a sharp decline in recent months in VAW cases (Figure 5.2). This demonstrates that the GIRoA has a much greater capacity for implementation, but that a lack of will to implement the law has dramatically slowed the handling of VAW cases. After a record high of 1,584 cases in the first quarter of 1391, Kabul province only recorded 320 cases for the first quarter of 1392 – an 80% decrease in cases.

- Lack of planning for sustainability of project impact

Even if the GIRoA re-commits to EVAW implementation, the sustainability of the project's impact in terms of increased capacity is tenuous. **The EVAW Commissions are reliant on the financial and technical support of the project. The project covers all of the logistical costs of the meetings, pays Programme Associate salaries and provides material and technical support.**⁶³ If the project discontinues its support, **responsibility for key functions would need to be transferred either to another donor** or to a system that enables cost-sharing across the entities represented in the Commissions themselves (MoWA, MoI, MoJ, etc.). The PAs, in particular, provide an essential secretariat function for the Commissions. Member attendance and engagement is already a challenge even with financial support and the coordination of the PAs. Without project support, the EVAW Commissions would cease to be operational.

'The EVAW Commission Project has helped improve the ability of the Commission to implement the EVAW Law. Without the project support the commission wouldn't be able to operate and there would be no coordination between different relevant institutions.' –EVAW Commission Member in Badakhshan

'The commission will not be able to support implementation of the EVAW law in absence of a supporter or sponsor because the commission doesn't have any budget. In absence of a sponsor the cases will be followed up by the prosecutor's office, but the process will not be as desirable.' – Participant of the Balkh Consultative Workshop

'It will be impossible to prosecute the EVAW cases in absence of project's support.' – Participant of the Kapisa Consultative Workshop

The benefits of some of the project's capacity building could potentially have a lasting impact; although, these improvements are threatened by the recent controversy around the EVAW Law and lack of political will for implementation. This will be covered further in Chapter 6.

⁶³ For a detailed breakdown of support, see Chapter 4.

Indicator #3: Community awareness of the ERAW Law improved via information provided by PAs and community resource centres

- Gains in public awareness

Improvements in public awareness as a result of this project are difficult to ascertain due to the multiplicity of actors providing public outreach on ERAW and related issues. Far from being a drawback, this is a positive trend, as the different campaigns serve to reinforce core messages about women's rights. Anecdotal evidence and interviews with community stakeholders and victims indicate a rising consciousness about the ERAW Law; however, this should not be misinterpreted as acceptance. As addressed in earlier chapters, many people both within the GIRA and communities are knowledgeable about the law, but reject it on the basis that it is not perceived to be coherent with Islamic tenets or customary values.

- Mixed messages threaten gains

Gains in community awareness are being undermined by the mixed messages of the GIRA. The Parliamentary debate around the ERAW Law in May 2013 has raised doubts about the law in all levels of government. Even members of the ERAW Commission are openly questioning components of the law. The project could not have anticipated this external threat to progress achieved; however, **if the project continues, defending the ERAW Law to ERAW Commission members should be the number one priority.** If these members cannot champion the issue and advocate for it within their representative organisations, there is little hope for implementation.

By supporting a community-based approach, the ERAW Commission Project did support a public awareness approach that could feasibly achieve sustainable results. While the resource centres reach a limited audience and are largely used as media centres for students, they have provided information access to girls that would otherwise not have any. The work of the PAs has had a broader reach, as they are able to coordinate public awareness activities tailored to local needs in rural villages. Awareness alone is not enough to change behaviour, but it does represent a first step.

The ERAW Commissions provide a mechanism for unifying government positions on ERAW; however, it is currently not being used for this purpose. Commission members are questioning the legitimacy of the ERAW Law at meetings, but they are not using the meetings to assume a firm, unified stance. The High Commission in particular should take the lead to send a clear message on the ERAW Law to the provincial commission and the public at large.

6 Conclusions and Recommendations

The status of the EAW law and commissions in 2013

Controversial since its inception, the EAW Law has attracted intense debate in recent months regarding its compliance with Sharia Law. Many implementing bodies have started to distance themselves from the EAW Law, with devastating consequences for implementation. The number of VAW cases being reported and handled by MoWA slowed dramatically in the first quarter of 1392 (21 March-21 June 2013). At the national and provincial level, EAW Commissions continue to meet, but lack direction as no decisive consensus has been reached about the law's legitimacy. Government officials are unsure as to whether all, parts or none of the law should be enforced.

This debate and resulting uncertainty about the EAW Law have interrupted the implementation process at a crucial stage. Just as the EAW Commissions are becoming functional mechanisms for implementing the law, the enthusiasm of members to actually utilise the Commissions is deflating. This shift threatens to undo results achieved thus far. With the on-going political transition, 2014 elections and growing instability, the road ahead will not get any easier.

Project evaluation overview by criteria

RELEVANCE

Overall the project demonstrates a strong relevance to the needs of beneficiaries and project participants; however, two factors undermine the project's relevance:

Lack of commitment of members to actually utilise support (poor meeting attendance and resistance to training). If project participants do not demonstrate engagement, resources could be better used elsewhere.

Flaws in intervention logic: Some of the project activities are not designed to meet the ambitious goals stated in the project objectives.

- Financial support to WPCs focuses on maintaining existing services; it is not targeted at expanding or improving services.
- Resource centres reach a limited, urban population; the greatest need for public awareness on EAW is in rural communities.

EFFICIENCY

The ERAW Commission Project used resources efficiently across its project components.

Only minor changes could have been implemented to improve efficiency.

- Reductions in expenses on lavish lunches at High Commission Meetings
- Benefitting organisations should agree to cover the cost of fuel before receiving a free vehicle. Some vehicles are going unused as recipients do not assume fuel costs.

EFFECTIVENESS

The ERAW Commission Project effectively achieved its stated objectives, with the exception of one (establishment and strengthening of WPCs). Even in this case, the activities were effectively executed; the objective was simply more ambitious than planned activities.

IMPACT

The impact of the project will depend largely on whether the GIRA's commits to implementing the ERAW Law or continues to challenge its legitimacy in the next few years.

The ERAW Commission Project is not expected to have a negative impact, but its positive impact may be neutralised if government officials choose not to implement the ERAW Law.

SUSTAINABILITY

Much like the Commission Project's impact, the sustainability of the project's benefits will depend on how the GIRA handles the current controversy around the ERAW Law. A positive aspect of the project's design from a sustainability perspective was its emphasis on government ownership. However, several the project exhibits several areas of that could be improved for greater sustainability.

- Lack of a plan for phase-out or transfer of activities
- Short duration of support, notably funding for WPCs (2-year funding period)
- Failure to address the growing controversy around the ERAW Law, which undermines the potential impact of the project

SWOT analysis of the EVAW Commission Project

Based on the findings of the previous chapters, a SWOT analysis was conducted to identify the project's strengths, weaknesses, opportunities and threats.

Table 6.1. SWOT Analysis of the EVAW Commission Project

	Positive	Negative
Internal	<p>Strengths</p> <ul style="list-style-type: none"> • High-ranking Commission members • Strong knowledge • Highly qualified Programme Associates • Regular meetings • Cooperation • Project design enables ownership 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Lack of commitment by members • Mixed messages on EVAW • Confusion about Commission mandates • Irregular attendance • No plan for phase-out • Limited duration of WPC support
External	<p>Opportunities</p> <ul style="list-style-type: none"> • Use of local media to address public perception of EVAW • Improved cooperation / information sharing • Institutional structure in place to address EVAW controversy 	<p>Threats</p> <ul style="list-style-type: none"> • Public perception of EVAW • Government turnover • Growing insecurity

Strengths

- **High-ranking Commission members:** EVAW Commissions are composed of high-ranking GIRoA officials with the means to implement EVAW Law.
- **Strong knowledge:** The EVAW High Commission members drafted the EVAW Law – they are therefore the best equipped to lead its implementation.
- **Highly qualified Programme Associates:** Hired PAs have strong knowledge of the EVAW Law, a proven capacity for facilitating Commission meetings, and a demonstrated to commitment to EVAW Law implementation, through their public awareness work.
- **Regular meetings:** EVAW Commissions regularly meet to report on activities and follow-up on VAW cases
- **Cooperation:** DoWAs and WPCs demonstrate close collaboration. There are also well-connected networks between DoWAs and key stakeholders at the provincial level.
- **Project design enables ownership:** The project itself plays a supporting role and does not try to co-opt the EVAW Commissions. It is designed in a way that does not infringe on GIRoA ownership of the Commissions.

Weaknesses

- **Lack of commitment by members:** While some Commission members show high level of commitment to EVAW implementation, those EVAW Commission Members lacking

commitment undermine the progress of others by sending mixed messages from the government (Box 4.4).

- **Confusion about Commission mandate:** Rather than focusing on higher-level policy and strategy decisions, some Commission members appear to perceive their role as being operational.
- **Mixed messages on EAW:** Even EAW High Commission members openly question components of the EAW Law. The mixed messages of GIRA officials and the continued criminalisation of victims sends a message to Afghan women that they should not report VAW and seek assistance.
- **Irregular attendance:** Although Commissions regularly meet, attendance of core members is irregular, and alternate representatives often take their place. The lack of continuity renders the commissions less effective, as alternates are not able to report on performance and are unaware of past decisions and discussions.
- **No plan for phase-out / transfer of responsibilities:** The project appears to lack a clear plan for continued or phased out support of the EAW Commissions and resource centres.
- **Limited duration of WPC support:** The short duration of the financial support provided to WPCs was insufficient to achieve the project's stated goal of expanding and strengthening WPC services.

Opportunities

- ✓ **Institutional structure in place to address EAW controversy:** The current debate about EAW is rapidly damaging potential for implementation. However, the structures that have been established and strengthened through this project provide a mechanism for addressing the controversy and unifying the government stance on EAW. Legitimate Islamic authorities need to be summoned to speak with the EAW High Commission to settle the debate; then unified messages need to be disseminated from the High Commission to provincial Commissions to dispel doubts about the religious legitimacy of the law.
- ✓ **Improved cooperation and information sharing:** The established EAW Commission mechanisms provide a framework for further improving communication and cooperation amongst partners.
- ✓ **Use of local media to address public perception of EAW:** If EAW Commissions can assume a joint stance on the EAW Law, they should use local media outlets to speak out on EAW implementation. The doubts the government has exhibited are also present in the broader public. The government will need to address these doubts promptly and to a broad audience. The disparities between implementation in Kabul and other targeted provinces necessitate a more local approach. Therefore, dissemination of the provincial government's stance on EAW is as important, if not more important, than national messaging.

Threats

- ✓ **Public perception of EAW:** The recent high profile of the EAW Law debates have rallied opponents who may shift public opinion against the implementation of the EAW Law. The government will have little incentive to implement the law if public opinion strongly opposes it. Furthermore, victims will be further at risk if they chose to come forward, if the community sees the EAW Law and related support services as anti-Islamic, even if the debate has only attacked components of the law.
- ✓ **Government turnover:** A new President will be elected in 2014, and with the new President will come new political opponents. The current Commission members may be replaced with individuals who are less supportive of the law and/or lacking the capacity to implement it.
- ✓ **Growing insecurity:** The worsening security situation in the country will make implementation of the EAW Law more difficult outside of major city centres. It will also make the EAW Commissions a target of conservative opponents, as they are associated with a more progressive, human rights agenda.

Recommendations

Strategic Recommendations

Confront EAW Controversy using the EAW Commission structures: The EAW Commission needs to release a unified statement to dispel doubts about the EAW Law. They need to provide clear, easy to understand messages that defend the law from a religious standpoint. These messages then need to be circulated through the EAW Commissions at the provincial level.

Encourage Commission members to champion the EAW Law and provide them with the tools to do it. The Commission members need to hear clear arguments why they should still stand behind the EAW Law. They need clear talking points that they can use to share these arguments within their organisations and when confronted by opponents.

Enhance the presence of male counterparts in the process. The project has taken a positive step by hiring both male and female PAs. Too often, programming on gender issues focuses exclusively on women, neglecting the fact that men must also be part of the solution when finding issues such as domestic violence. Community outreach needs to adopt a more balanced approach to advocating women's rights to men, women, boys, and girls.

Develop a strategy for transfer or phase out of the project: There is not a clear plan for how the EAW Commissions will continue should project support be discontinued. A strategy should be developed for phase-out or transfer of responsibility for the operational support currently provided to EAW Commissions and resource centres.

Continue pooled funding to enhance sustainability: By supporting a pooled funding mechanism (the EAW Special Fund) to WPCs, the project ensured a consistent approach with donors providing comparable support to WPCs and reduced transaction costs for both

the donor and the recipients Should additional funding be allocated for WPC support, it should again be channelled through the ERAW Special Fund.

Programmatic Recommendations

Clarify the ERAW Mandate amongst Commission Members: ERAW Members need to assume a role that focuses on higher-level policy and strategy decisions, not operational decision-making on specific cases or delivery of public awareness campaigns.

Re-orient resource centres toward their intended purpose: The resource centres are being used as media centres. Strategies need to be developed to ensure visitors are being exposed to the ERAW Law and broader human rights messages, so the project is not just subsidising a free Internet service.

Develop a framework to record members' attendance and willingness to participate in trainings as indicators of their commitment. Projects are too often evaluated on resources spent, with not enough emphasis on the efficiency of the process. If project participants do not demonstrate engagement, resources could be better used elsewhere (*e.g.* innovative means of targeted community outreach; WPC support; etc.)

Increase community awareness and combat misperceptions where it is most needed. Many ERAW Commission members feel it is their duty to deliver public awareness personally; they are not utilising the institutions and networks at their disposal (*e.g.* provincial departments) to increase community awareness where it is needed most: in rural areas. Members should follow the example of the Departments of Hajj and Religious Affairs (DoHRAs), which disseminate messages through networks of *mullahs*. Members should also focus on targeting existing misperceptions about VAW, victims and WPCs at the provincial level through public awareness activities.

Share experiences across provinces: Cross-provincial training and experience training should be conducted so that provincial actors struggling to implement the ERAW Law can learn from those with a proven capacity to do so (*e.g.* Kabul and Hirat). However, the GIRA will need to demonstrate a willingness to implement the law before additional effort is placed on improving capacity.

Support legal departments at the provincial level that demonstrate a willingness to implement the ERAW Law. Many provincial legal departments need more staff (especially female staff to interview and collect evidence from victims), technical facilities and funding for handling cases. However, funding should be tied to a demonstrated willingness to implement the ERAW Law, as this is often the biggest hurdle to implementation, beyond financial or material hurdles.

Strengthen free legal counsel for victims: Provide financial support for free legal services to ensure victims have adequate representation. This is especially important in cases where victims risk being criminalised within the justice system. When providing follow-up for cases, ERAW Commissions should also monitor the quality of legal counsel provided to victims.

Advocacy

Given the rapid decline in political support for the EAW Law in recent months, further provision of financial, technical or material support for the EAW Commissions should be contingent on improved efforts on the part of the GIRA to support and implement the EAW Law. The government has demonstrated that it is a lack of will, rather than a lack of capacity, that is currently the biggest barrier to EAW Law implementation. While there is a need for activities that support implementation, resources would be better spent elsewhere if the government fails to demonstrate the will to implement the EAW Law.

Financial support for resource centres should also be re-assessed, especially if other public awareness activities co-ordinated by PAs more accurately target the intended public. Support for WPCs and free legal counsel for women should continue regardless of the government's stance on the EAW Law, as they provide a vital service for women victims of violence.

7 Annexes

A. Case Studies

Case Study 1: Attempted Forced Marriage/Runaway Case in Logar

- **Victim:** 22-year-old woman
- **Actors involved:** father, 70-year-old mentally impeded man (future husband of victim)

For the past nine years, I have been living in this WPC. The DoWA in Logar sent me to this WPC, once they assessed my case. At that time I did not understand what a WPC is and where they were sending me. Even when I arrived here, I did not understand that I was going to live here for good. Once they explained what the WPC is and whom it is for, I understood. There are other women here that also experienced many bad things.

I ran away from home because my father had promised me to a crazy man that was my father's age. He was 70 years old. He didn't even know his own name, or where he was; he was mentally retarded. One day, when I was about 10 or 11, I was brought to his house and my family left me there. At first I did not know that I had to live there. After a few days I overheard two women at the house. They were very bad to me and mistreated me. That is when I understood that I was going to get married to the old crazy man. I begged my father to come and get me and explained that I could not stay with such a man, a man that did not even know his own name. I begged my father to help me, but he told me that there was nothing he could do. I even asked my father's sister to help me, but she told me there was nothing she could do, so I ran away.

I got to Logar where at the DoWA they assessed my case and then sent me to Kabul. Here at the WPC in Kabul, I get food every day and I get clothes for both Eid occasions and Nowruz. They send me to school and to the doctor when necessary. They give me computer and Quran classes, and they have even given me training in becoming a tailor. I can now earn my own money by being a tailor. I am very happy with all the help they have provided. This WPC is all I have. Everyone living here is now my family, especially since I have no contact to my own family.

I feel very safe here, because not many people know about the location of the WPC. There is a security guard at the gate at all times. The only thing that I am afraid of in here is to get emotionally attached to people. My best friend that I would talk to about all my worries just recently left, her case is solved and she went back home. I feel lonely now. Outside of the WPC, when I go to work every day, I only fear that my family could find me and kill me for running away. But when we go on our monthly outings with the entire WPC and the WPC staff, I feel safe. The WPC staff and especially the director of the WPC have been a great help. They have helped me come here and build a life. I am very grateful to them.

When I first came here, a female lawyer came to speak with me. She explained to me that everything that had happened to me was wrong and against the law. I had a male and a female lawyer that took my case to court to defend me. After two years they won the case. I am grateful for this help, especially because I never knew about the EAW Law. Women in my area never heard of this law before. Violence against women is very common amongst Pashtuns, because it is culturally accepted. None of the women ever report about such crimes, because it is not usual for women to complain about their home situations. That is why women never go to the police. Once you leave the house unsupervised, you can never come back home. Sometimes they might complain in local Jirgas (tribal courts), but rarely something happens. But now it seems that women are more aware of their rights and have started to send more girls to school. Especially here in Kabul, people are more educated and know more about all their rights. In the provinces this is not the case.

I only understood that women have rights once I came here and the lawyer explained it to me. Every month some officials from the government come to visit to ask about our situations here in the WPCs.

My future plans are to continue my studies. One day I want to live in my own house with my own family.

Case Study 2: Forced Marriage in Balkh Province

- **Victims:** 20-year-old woman
- **Actors involved:** Uncle, mother-in-law and husband

The first time I went to visit my brother in jail, I saw some men sitting outside by the jail walls, they were writing official complaint letters for other people and give you good advice on your problems. So I went to them and explained them my problems and my misery. They wrote an official letter and told me about all the different organisations I can go to. They mentioned UNHCR, Human Rights and DoWA. So I went to the DoWA with the letter.

This is the second time I am here in this WPC. The first time I came here was because my uncle had given me away to an older man (50 years old) when I was 10 years old. My uncle also gave my cousins away when they were 15, now they are somewhere abroad, no one knows where. The man he had given me away to was married and already had a daughter. His daughter was given in exchange for me to my brother. We got engaged and I was brought to this man's house. His family had paid 20000 Afghans to my uncle for me. He did not agree to be with me, because I was so young. My fiancé got angry and left the house for 7 years to live in Iran. In that time he had appointed my brother to come and live in his house and take his place. My brother and my fiancé's daughter got engaged but not married. However, my fiancé told his daughter to take the pill (contraceptives), because they had a relationship and she was not allowed to get pregnant. My brother was also given 20000 Afghans for his marriage to my fiancé's daughter.

When my fiancé returned, I did not want to get married to him; I refused and went to court. But 20000 Afghans were still on my head (the amount she owed him). I came here and my

fiancé and his family were asked to come here to the DoWA to resolve this case. My mother and me had to sell quite a few things at home to be able to pay back his 20000 Afghans but after that I could return to my family and the case was solved.

Because my father had passed away my mother had married me off to a crazy man. He was a bit older than me. I am still married to him since 9 months and cannot afford to get divorced. At first we did not know he was crazy. The Nikah⁶⁴ took place two days after the wedding celebrations; I did not see my husband throughout this time. After all the women from my family had left, I finally got to see my husband the same night. He stood at the door completely naked and shaking, I got scared, screamed and grabbed the Quran to protect me. My in laws came to the room to calm me down. When I asked them what was wrong with him they reassured me that he was perfectly healthy and normal. I only found out later that he had a very dangerous form of mental disease, Mirgi (epilepsy).

His condition is so bad that he turns blind every night and he chokes people by the neck when they try to talk to him. He even choked me multiple times and pinched out chunks of flesh from her arms. I accepted my faith and decided to stay with him. But then things got worse. Because my husband was sick and was unable to have intercourse with me, I remained a virgin. My mother in law was very upset about this and insisted for me to deflower myself by using my fingers. I was very sacred and did not understand and refused this. Then my mother in law explained my husband how to do it and from then on I no longer had peace. A couple of times they tried deflowering me, when finally one day I was in the shower and my husband snuck behind me and inserted his finger into me. I got very ill and worried, but was assured by the doctor that I was still a virgin. I waited for my period to use the blood on our bed sheets as proof that I was no longer a virgin. For a while it worked, until my husband told my mother in law that it was a lie.

I lived with my husband for another five months. Once day, when everyone was taking their afternoon nap, I saw my brother in law leave the house and I secretly started walking behind him without him noticing. I waited for a taxi and saw two women in it. I stopped it and held on to those women (strangers), I begged and cried to them and explained my situation. I didn't let them go until they decided to help me. They then took me to the DoWA in that taxi. In front of the DoWA there were tons of Pashtun women and some men. I was terrified, thinking they will catch me and bring me back to my in laws. The minute the gate opened to let in a car, I ran in and told them what had happened to me. If I want to get divorced from my husband, I have to pay USD 4500 Mahr⁶⁵.

My mother comes and visits me every few days, but I stopped her, because traveling to the WPC is expensive. I used to have contact with my brothers, but they now are fed up of me and have no more money to help me with my divorce.

I feel very safe here in the WPC, because they solved my case the first time within 15 days. The only thing that I am afraid of is that my in laws will not let me be. But I have lawyers here that are working on my case that I don't have to pay and I regularly speak to people

⁶⁴ The legal contract between a bride and groom as part of an Islamic marriage; the contract of Islamic marriage; Islamic marriage in general.

⁶⁵ A mandatory required amount of money or possessions (usually a combination of the two), paid by the groom to the bride at the time of marriage, for her exclusive use.

from the DoWA, so I hope it will work out the way it did the first time. The lawyers are using some special law for my case, but I do not understand it.

I told my brothers I just want to live alone in peace with him, but they say no; so I have no future plans.

Case Study 3: Victim of Rape and Human Trafficking in Bamyan Province

- **Victim:** 16-year-old girl
- **Actors involved:** Father, Stepmother, Unidentified man (rapist)

I lived in this WPC for one year and one month. It has been a month since I am married and I am happy. I no longer live in the WPC, because my case is solved. The DoWA and the governor's office had referred me to this WPC once they had assessed my case. Before that, I did not know about the WPC. When I first came here, they gave me clothes and shoes. The WPC gave me a haven in which I could live without any tension or worries. A legal advisor used to come here to see us once a week to address any legal issues we had. I received vocational training and trainings on legal issues, literacy and handicraft. The daily literacy courses were from 9 to 11am. The WPC even gave us clothes every Eid and New Year.

I felt very safe in the WPC, because I was free from domestic violence. I am happy with my life now. I used to have regular interaction with lawyers, WPC managers and nurses. The WPC manager looks after rape victims, while lawyers are responsible for their cases. The WPC psychiatrist provides advice to the victims and helps them feel better.

I used to leave the WPC when I went to settle my case. I went to the Human Rights Department, the prosecutor's office and the DoWA. However, I only used to leave the WPC accompanied by the WPC manager and a security guard. I felt safe when I left the WPC with them. The WPC staff is very competent, because they take care of every aspect. All my expectations about the WPC were met, because they solved my case and it has been a month now that I am happily married.

I came to the WPC, because I was raped by a man. My mother died, and my stepmother and my father used to torture me. That is why I ran away from home. I went to an old woman's house, where the owner sold me to a man on a motorbike for 2000 Afghani. That man raped me. While he was raping me, the police found me and the rapist ran away. I went with the police to Daikundi, where I stayed in prison for one month. There was no other facility for me but the Daikundi prison, because there was no WPC. Then the police sent me back to Bamyan. Because I was so young they sent me to juvenile detention centre. My case was sent to the provincial office for assessment. And later I was sent to the WPC through the DoWA. There was a military woman in the provincial office that heard about my case, she married me off to her brother.

I have no contact to my family, because I ran away from home and I was raped. The WPC staff contacted my father, but he refused to speak to me. I have no contacts to anyone in

Darikundi province anymore. My family has abandoned me and was against the EVAW Law any anything that forbids VAW, because they think it is a bad thing.

There are a lot of reported VAW cases in my community involving domestic violence, early marriage, running away from home, polygamy and rape. I filed my case by following the DoWA's and the governor's advice and I wrote a petition, which helped me get admitted to the WPC. I also went to the police to ask them to find the boy who raped me. They were very helpful, but have not yet found the perpetrator. My case did not go to court, because it was solved here in the WPC. During this time I learned about the EVAW Law from WPC staff, the lawyer and the WPC manager. The law defends women's rights and eliminated VAW like domestic violence, early marriage and other things. My family does not know about this law in such detail, but my community does. They have a good perception of it, because Islam has also prohibited VAW.

My future plans are to be a good wife to my new husband and a good mother for my future children. The WPC staff advised me about my future responsibilities in my married life.

Case Study 4: Battery in Kapisa province

- **Victims:** 24-year-old woman
- **Actors involved:** husband and father-in-law

I first learned about the WPC in my village and the media. I have been here now since 23 months. I came to the WPC, because my husband used to beat me and make me do unlawful things. He used to make me dance till morning for him and other men and then forced me to do all the housework and attend the farms. He used to force me to sleep with other men and my father in law was the one telling my husband to treat me this way. I could no longer bare it and so I went to the police headquarters, they then brought me to this WPC in their car. They were very helpful and cooperative.

I am very happy in this WPC. There are a lot of facilities here and it is just as I had imagined. They give us good meals three times a day; medical care when we are sick, clothes upon arrival, regular literacy courses and vocational training. The quality of the assistance is very good here, because I've learned so much about life. I also interact with WPC members and workers on a daily basis and we talk about different issues and learn about women's rights in the community and homes. I attend trainings on women's rights twice a week.

The WPC workers follow up on our cases and assist us with daily needs. I leave the WPC to go to the doctor or the court, but I never go alone. We are never allowed to leave the WPC alone. The WPC staff and guard always accompany me. I feel very safe here, because we have police that helps securing the WPC. They are like family. The DoWA representatives also interact with us on a regular basis. They sympathised a lot with me and gave me courage. The DoWA director is like a mother to me and she even assigned me a lawyer. I have met my lawyer twice now. He will help me get a divorce soon so that I can start a happy life.

I am in touch with my family and my mother comes to visit me here. My family is happy with my referral to the WPC, but is upset about what happened to me in the past. They believe that women should be given their own rights. But my husband's family does not believe that women even have the right to speak up. There were not so many VAW cases in our area, because the mosques used to preach against VAW. However, some people did not agree with this and still beat their women.

I have heard a lot about the EAW Law in the WPC and in our village. At first no one knew about the law. Now many people know about its existence through awareness campaigns and VAW has decreased. My family and community also knew about this law and that it decreases VAW. My lawyer is using this law in my case.

In the future I want to divorce my husband and marry someone who knows a women's worth and her rights.

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C. Evaluation Methodology

Figure 7.1. Geographic scope of the evaluation



Overview of Tools

The evaluation team used a mixed-methods approach, combining both quantitative and qualitative information to triangulate and crosscheck information from multiple sources and tools. Quantitative data was drawn from secondary sources such as internal project documents and records. Qualitative information was collected in 10 provinces using a variety of tools and methods (Table 2.1) including:

- Consultation workshops,
- Comparative assessments of EVAW Commissions and WPCs,
- Interviews with EVAW Commission members and other key informants,
- Focus group discussions, and
- Case studies.

Consultative Workshops

Consultative Workshops were held in Balkh, Bamyan, Hirat and Kapisa. Due to the time constraints of high ranking participants and the cancellation of the monthly EVAW Commission meeting, a workshop was not held in Kabul. Instead, to substitute the workshop, KIIs were held with 7 High Commission members and 3 other informed individuals with knowledge of the EVAW Commission Project.

The workshops focused on facilitating open dialogue and a consultative evaluation process that served to assess the EVAW Commission Project using the five DAC evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability. The workshop allowed for an investigation of challenges and opportunities throughout the project cycle, and a better understanding of ways in which the project may have been adapted according to the situation. Moreover, the workshops offered the opportunity to observe key actors 'in-situ'

and assess the level of awareness, commitment and expertise that they have developed through their participation in UN Women project.

During these workshops, key stakeholders gathered for half-day discussion with structured plenary and breakout sessions. A uniform workshop plan was used in each of the 10 provinces. Workshop participants were selected through contacts provided by UN Women representatives based in each province to ensure participants represent key informed stakeholders on the topics for discussion. Each consisted of 10 participants including ERAW Commission members, Programme associates working in resource centres, WPC staff and relevant NGO stakeholders.

Key Informant Interviews

Lead evaluators on this study conducted in-depth key informant interviews (KIIs) with UN Women representatives, ERAW Commission members, other institutional actors, legal experts, and members of the civil society involved in the debate surrounding the ERAW Law and aware of the challenges that surround its implementation.

KIIs were conducted at the national level with relevant stakeholder involved in the proceedings of the ERAW Commission; prevention of violence against women and gender based violence and in the efforts to improve the implementation of the law. The list of participants KIIs included:

- UN Women staff,
- Members of the ERAW High Commission in Kabul,
- GIRA Representatives (MoWA; MoJ; Attorney General's Office, etc.),
- Donors, and
- Civil Society Organisations.

Two KIIs were held in each in-depth province, with the exception of Kabul, where 10 KIIs were held to replace the workshop. In each of the five rapid assessment provinces, KIIs were conducted with 3 ERAW Commission members and 1 PA, in lieu of a consultation workshop. The interviews with ERAW Commission members followed an open-ended format and covered the same themes as the consultation workshops.

Table 7.1. Overview of Key Informant Interviews completed to date

The following KIIs were conducted in September-October 2013.

Location	Name	Organisation	Position
Kabul	Dr. Daai Haq Abid	MoHRA	Deputy Administrator and ERAW High Commission member
	Dr. Suraya Subhrang	AIHRC	Commissioner and ERAW High Commission member
	Muzhgan Aria	MoWA	Secretary of ERAW High Commission
	Osman Babury	MoHE	Deputy Minister and ERAW High Commission member
	Parwin Khaliqi	MoWA	Acting Head of Department of Legal Affairs

	Quidzia Nesai	VAW Special Prosecution Office (AGO)	Director and EAW High Commission member
	Raheema Rezayee	Kabul Family Court	Director and EAW High Commission member
	Sayed Mohammed Yousuf Haleem	MoJ	Deputy Minister and EAW High Commission member
	Sayed Omar Sboor	MoIA	Deputy Director of Gender, human Rights and Children Rights and EAW High Commission member
	Sayeda Mojgan Mustafawi	MoWA	Deputy Minister of Technical Affairs
Mazar-e-Sharif	Abdul Hamid Safwat	Cooperation Centre for Afghanistan (CCA)	Regional Manager
	Rabia Moradi	DoWA	Care Taker of the DoWA in Balkh (since the director does not exist)
Bamyan	Abdul Waheed Rahimee	EAW Prosecution Unit	Prosecutor
	Sayed Ahmad	CCA Regional Office	Director
Hirat	Mahbobah Jamshid	DoWA	Director
	Suraya Pakzad	Voice of Women	Executive Director (and founder)
Kapisa	Al Hajj Abdul Sboor Wafa	Department of Hajj and Islamic Affairs	Manager
	Nasratullah Nasrat	Department of Culture and Information	Deputy Director
Badakhshan	Hasaam Natiq	DoWA	Director
	Masood Qenaat	Police Headquarters	Gender, Human Rights and Children's Rights Manager
	Mawlavi Ihsanullah Khan	DoHRA	Public Relations Manager
	Mohammad Ibrahim Sarim	UN Women	PA and UN Women representative
Laghman	Ahmad Gull Bidar	DoWA	Admin and finance manager of DoWA, Secretary of EAW Commission
	Bashir Ahmad Basharat	Attorney's Office	Director
	Sayed Abdul Basir Hashimi	DoLSAD	Director
	Sheren Agha Saedi	UN Women	PA and UN Women representative
Nangarhar	Mohammad Yasin	Attorney's Office	Head of EAW Prosecution Unit
	Nisar Ahmad Kakar	UN Women	PA and UN Women representative
	Sabrina Hamidi	AIHRC	Care Taker
	Samonwal Abdul Mohammad	DoI Gender and Human Rights Department	Manager
Parwan	Abdul Hakeem Nusratullahee	UN Women	PA and UN Women representative

	Abdul Wadood Sahaab	Attorney's Office	Director, EAWW prosecutor
	Mohammad Omar Omarzada	DoJ	Chief
	Shahjaan Yasdanparast	DoWA	Director
Saripul	Kareemi	DoHRA	Manager
	Mahmad Shakeeb Mukhtari	Prosecutor's Office	Prosecutor
	Nassima Arzoo	DoWA	Director
	Samaruddin Sorosh	UN Women	PA & UN Women representative

Focus Group Discussions

Focus Groups Discussions (FGDs) were held in Balkh, Bamyan, Kabul and Kapisa with the staff and residents of Women's Protection Centres (WPCs). No FGD was held in Hirat, as WPC access was denied to the evaluation team. The WPC had provided support during 2009-2010; as the funding period had ended more than two years prior, the new donor denied access to the WPC. Also, there were no longer staff members or victims left from the period of UN Women support.

FGDs were conducted to measure the impact of the project and the progress and challenges in the implementation of the EWAV law. It also enabled the evaluation team to probe feelings, perceptions of EAWW, challenges and potential opportunities amongst two different categories of respondents. Most focus groups were conducted with 5-7 participants. However, the FGD with women victims in Bamyan was conducted with only two participants, as only two women were living in the WPC when the fieldwork was conducted.

Case Studies

One case study per in-depth province was conducted in Balkh, Bamyan, Kabul and Kapisa. No case study was held in Hirat, due to lack of access to the WPC. The case studies were used to draw a more dynamic image of the women victims of violence seeking protection at the WPCs. Case study participants were selected based on age, background and personal history, so as to reflect the variety of situations that women victims are confronted. They also shed light on how knowledge of the EAWW Law and protection services may impact access. One case study from Kabul has been included in the annex. All other case studies from remaining provinces are included in this report.

Box 7.1. Definitions of Evaluation Criteria

The evaluation uses the five evaluation criteria defined by the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC). The OECD-DAC definitions of these criteria are as follows:⁶⁶

Relevance: ‘The extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ policies.’

Effectiveness: ‘The extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance.’

Efficiency: ‘A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.’

Impact: ‘Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.’

Sustainability: ‘The continuation of benefits from a development intervention after major development assistance has been completed.’

Figure 7.2. Relationship between the LogFrame and Evaluation Criteria⁶⁷



⁶⁶ OECD-DAC (2002), ‘Glossary of Key Terms in Evaluation and Results Based Management,’ OECD, Paris, www.oecd.org/development/peer-reviews/2754804.pdf.

⁶⁷ Adapted from SMES (2009), ‘Monitoring and Evaluation with Logical Framework Approach,’ Module 4 of the SMES Monitoring and Evaluation Training Manual, Strengthening Monitoring and Evaluation System (SMES) Project.

Table 7.2. Evaluation Framework for the EVAW Commission Project

	Evaluation criteria & questions	Indicators	Sources of verification
Strategy analysis	Relevance: Are the project's strategic priorities for supporting EVAW implementation still relevant given changed circumstances and/or needs?	Expressed need for project's services by victims of violence	<ul style="list-style-type: none"> • Focus group with women victims • Individual case studies
		Expressed need by project participants at a policy-making / strategic level (EVAW Commission members, WPC directors)	<ul style="list-style-type: none"> • Focus groups with WPC staff • KIIs & interviews with EVAW Commission members • Consultative Workshops
Performance analysis	Efficiency: Have the project economic resources/inputs (funds, time, expertise, etc.) been converted into the desired results in an efficient manner?	Project inputs comparable across provinces and with inputs of similar initiatives. Any significant variations can be justified.	<ul style="list-style-type: none"> • Comparative assessments of WPCs and EVAW commissions • Desk review – internal project documents • KIIs & interviews with EVAW Commission members • Consultative Workshops
		Available pooled funding mechanisms are utilised to reduce transaction costs for the donor and beneficiaries	<ul style="list-style-type: none"> • Desk review – internal project documents • KIIs & interviews with EVAW Commission members • Consultative Workshops
	Effectiveness: Has the project achieved its objectives through its activities?	WPCs and protection support services for victims of violence established and strengthened in five provinces.	<ul style="list-style-type: none"> • KIIs & interviews with EVAW Commission members • Consultative Workshops • Focus groups with women victims and WPC staff • Comparative assessments of WPCs and EVAW commissions • Desk review - internal project documents
		EVAW Commissions operationalised in nine provinces	<ul style="list-style-type: none"> • KIIs & interviews with EVAW Commission members • Consultative Workshops • Comparative assessments of EVAW commissions • Desk review - internal project documents
		Strengthened capacity and technical support provided to the EVAW Commissions in nine provinces	<ul style="list-style-type: none"> • KIIs & interviews with EVAW Commission members • Consultative Workshops • Comparative assessments of WPCs and EVAW commissions • Desk review of internal project monitoring documents
		Community resource centres established in 9 provinces to provide the community with access to information about the EVAW law and strategy and Referral Services	<ul style="list-style-type: none"> • KIIs & interviews with EVAW Commission members • Consultative Workshops • Visits to resource centres • Interviews with PAs
		Programme associates trained to provide information on EVAW Law and refer victims to relevant services in 9 provinces.	<ul style="list-style-type: none"> • KIIs & interviews with EVAW Commission members • Consultative Workshops • Visits to resource centres • Interviews with PAs

Impact analysis	Impact: Is the project impact (both direct and indirect effects) expected to be positive in the long-term?	Established WPCs and support services indicate early signs of improved access to protection services for women victims of violence	<ul style="list-style-type: none"> • Comparative assessments of WPCs • Focus groups with women victims and WPC staff • Case studies • KIIs & interviews with EAW Commission members • Consultative Workshops
		Total # of successfully prosecuted cases under EAW law increasing and are expected to continue improving	<ul style="list-style-type: none"> • KIIs & interviews with EAW Commission members • Consultative Workshops • Comparative assessments of EAW commissions • Desk review - internal project documents
		The long-term impact is perceived/expected to be positive by victims of violence and project participants (EAW Commission members, WPC staff)	<ul style="list-style-type: none"> • Desk review – secondary research • Focus groups with women victims and WPC staff • KIIs & interviews with EAW Commission members • Consultative Workshops
	Sustainability: Are the project’s benefits expected to continue after completion of project activities?	WPCs expected to remain operational after end of project	<ul style="list-style-type: none"> • Focus groups with women victims and WPC staff • Comparative assessments of WPCs and EAW commissions • KIIs & interviews with EAW Commission members • Consultative Workshops
		Prosecution of EAW cases expected to continue after project’s technical support to EAW Commission concludes	<ul style="list-style-type: none"> • KIIs & interviews with EAW Commission members • Consultative Workshops • Desk review – secondary research
		Community awareness of the EAW Law improved via information provided by PAs and community resource centres	<ul style="list-style-type: none"> • KIIs & interviews with EAW Commission members • Consultative Workshops • FGDs with women victims • Interviews with PAs • Visits to resource centres

D. EVAW Commission Information

Box 7.2. Inter-Ministerial EVAW High Commission Composition

Minister	Ministry of Women's Affairs (MoWA)
Director	VAW Special Prosecution Office, Attorney General's Office (AGO)
Deputy Minister	Ministry of Justice (MoJ)
Deputy Minister	Ministry of Hajj and Religious Affairs (MoHRA)
Deputy Minister	Ministry of Public Health (MoPH)
Deputy Minister	Ministry of Labour, Social Affairs, Martyrs and Disabled (MoLSAMD)
Deputy Minister	Ministry of Information and Communications (MoIC)
Deputy Minister	Kabul Family Court
Deputy Minister	Ministry of Higher Education (MoHE)
Director	Afghanistan Independent Human Rights Commission (AIHRC)
Director	Afghanistan Independent Bar Association (AIBA)
Deputy Director	Gender and Human Rights Unit, Ministry of Interior Affairs (MoIA)
Deputy Minister	Ministry of Education (MoE)
International relations advisor	Office of the Administrative Affairs of President

Box 7.3. EVAW Commission Responsibilities

EVAW Law, Article 16: Duties and Responsibilities of the EVAW Commission:

(1) The EVAW commission shall have the following duties and responsibilities;

1. Study and evaluate causes of violence in the country and under taking appropriate supportive measures in this regard.
2. Drafting preach and public awareness programmes for the purpose of prohibiting commission of violence.
3. Co-ordinating the activities of the relevant governmental and non governmental agencies on combating violence.
4. Collecting statistics and figures of violence related crimes.
5. Providing suggestions regarding amendments to be made to this law.
6. Suggesting regulations and adopting relevant rules/ procedures for the purpose of better implementation of this law.
7. Requiring information on violence cases from the Police, Attorney and the Court.
8. Preparing annual report of their activity and submitting it to the Council of Ministers.
9. Other duties given by the government.

(2) The activity of the commission will be regularised by a separate procedure which will be approved by the commission.

E. Glossary

Concept	Definition	Source
Baad	A traditional means of settling disputes by giving a woman as compensation for a crime	UNAMA, 2012
Baadal	The exchange of daughters for marriage between two families to reduce dowry costs	
Burqa	Outerwear worn by Muslim women to cover the entire body, except the eyes and hands	1992 RAWA Glossary of Afghan Terms ⁶⁸
EVAW	Eliminate Violence against Women	
Jirga	Tribal justice system and gathering of elders	UNAMA, 2012
Mahr	Parental property handed over to daughter at marriage as dowry	
Nikah	Outerwear worn by Muslim women to cover the entire body, except the eyes and hands	
Sharia	Code of law derived from the Holy Koran and the teachings and example of the Prophet Mohammed	UNAMA, 2012
Ullama	Religious scholars	UNAMA, 2012
VAW	Violence against women ⁶⁹	

⁶⁸ RAWA (1992), 'Glossary of Afghan Terms,' www.rawa.org/glossary.html

⁶⁹ *Ibid.*