Introduction

The purpose of this Gender Alert is to document and analyze the impact of the rapidly evolving Afghan context on women’s rights and gender equality. Successive decades of war, annual cycles of natural disasters, the worst drought on record in 27 years, an ongoing pandemic, and deep-rooted poverty have left over half the population of Afghanistan in critical need of humanitarian assistance. While all population groups across the country have been drastically impacted by this changed context, the consequences for women and girls have been most significant and cannot be ignored. The contest around gender norms remains at the centre of the political, peace and security landscape in Afghanistan, putting women and girls at the frontlines of this crisis. This Gender Alert seeks to ensure that the specific gender dynamics of the crisis are documented and analyzed.

This Alert focuses on developments since the Taliban take-over of Kabul on 15 August 2021, shedding light on the impact of the current contextual dynamics on the rights of women and girls. The brief focuses on drawing out the gender trends across key thematic areas—work, education, health care, protection, freedom of movement, participation in public and political life—analyzing how changing political dynamics are impacting gender equality. Overall, the Gender Alert finds a concerning and rapid shift to normalizing discriminatory gender norms and a general curtailment of Afghan women and girls’ fundamental rights and freedoms.1 The evidence presented in this Gender Alert is clear: despite the Taliban’s assurances that women’s rights will be respected according to Islam, women and girls are seeing a rapid reversal of their rights.

1https://unama.unmissions.org/srsg-lyons-briefing-unsc-situation-afghanistan-3
The purpose of this Gender Alert is to:

1. Outline the impact of the change in context since 15 August 2021 on women and girls;
2. Highlight current gender equality issues in Afghanistan to inform and facilitate policy and programmatic priorities; and
3. Inform advocacy efforts with the international community and partners aimed at improving the rights of women.

**Methodology:** The Gender Alert was developed using primary and secondary data, analysing developments since 15 August 2021. A rapid desk review of recent literature was undertaken. Due to the prevailing security situation, all sources and some references have been fully anonymized in line with the principles of Do No Harm. The analysis contained in this Gender Alert presents indicative trends, rather than providing exhaustive information.

**Snapshot: Gender equality statistics in Afghanistan**

1. **Gender equality:** In 2019, Afghanistan was ranked 166 out of 167 countries on the Gender Development Index [3].

2. **Violence Against Women:** Studies suggest that 87% of Afghan women and girls have experienced at least one form of intimate partner violence in their lifetime [4].

3. **Women, Peace and Security:** In 2021, Afghanistan ranked last (170 out of 170 countries) on the Global Women, Peace and Security Index [4].

4. **Early marriage:** An estimated 28% of Afghan women aged 15–49 years are married before the age of 18 [5].

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Background

The Taliban takeover and full international troop withdrawal has had a seismic impact on all areas of life in Afghanistan. There are more than 2.6 million Afghan refugees worldwide and more than 5.5 million people currently displaced internally by conflict. From 1 January 2021 to 18 October 2021, over 667,938 individuals fled their homes due to conflict. Nearly one-third of the country is facing emergency levels of food insecurity, which is compounded by the worst drought on record in 27 years. Food insecurity is slated to worsen in the upcoming winter months. Recent analysis conducted by the United Nations Development Programme (UNDP) shows that the shift in power, COVID-19, poverty, food insecurity, climate disruption, and a fledging economy could drive the country into near-universal poverty, estimating that up to 97 per cent of the population could fall below the poverty line by mid-2022.

According to a recent UNDP report, Afghanistan’s GDP is likely to contract by 20 per cent within a year. Moreover, it is estimated that restricting women from working could result in immediate economic loss of up to US$1 billion – or up to 5 per cent of the GDP.

The complex humanitarian catastrophe unfolding in Afghanistan is marked by gender-specific restrictions that directly impact the ability of women and girls to realize their rights. Afghan women and girls face unique vulnerabilities and risks as gender inequality is intertwined with conflict dynamics and humanitarian needs. Recognizing how gender inequality is shaping the ongoing humanitarian crisis is essential; without a gender lens the international community risks exacerbating existing forms of inequality rather than creating pathways to ensuring no one is left behind.

Freedom of movement

There have been reports of Taliban imposing a male accompaniment requirement on women, making the use of a mahram (male relative) obligatory—72 per cent of respondents in a rapid perception survey conducted in October 2021 said there are newly established rules or public announcements about women’s movement. In this same survey, 86 per cent of key informants said there were newly established rules or public announcements about women’s clothing.

Families are also self-censoring and imposing restrictions on the mobility of women and girls as a protection measure, demonstrating that the impact of the Taliban on women’s rights transcends the imposition of specific rules. These restrictive practices further feed into cultural perceptions of family “honour”, anchored in patriarchal norms and marginalization of women. This climate of fear, and uncertainty along with mobility restrictions on women will have a knock-on impact on women’s mental health, their ability to work, pursue education, seek life-saving services, and participate in public and political life. Addressing freedom of movement is an important

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6. UNHCR warns Afghanistan’s conflict taking the heaviest toll on displaced women and children, UNHCR, 2021.
8. From 1 January 2021 to 18 October 2021, 667,938 individuals fled their homes due to conflict
11. Noting the survey limitation which had 29 key informants participation. The respondents are Afghan humanitarian staff and women CSO representatives.
component of addressing broader access to service challenges and a necessary condition to women’s leadership and participation in decision making.

“I feel stress and anxiety, I cannot walk safely with the presence of armed men in the streets.”
Woman activist

**Employment**

While the right of women to work is enshrined in the 2004 Constitution, many women have reported job loss since 15 August 2021, due to new restrictions on women’s mobility and conditions on participation in the public sphere. In fact, 100 per cent of key informants taking part in the October 2021 rapid perception survey indicated that they know women who have lost their jobs in the previous month.

Job loss has been observed across most sectors, however, women in particular professions—such as media and civil society—are reporting additional challenges due to the de facto authorities’ position on women’s right to work. It is important to note that some of these barriers to women’s participation in employment are created by lack of clarity and self-censoring by families and women in the absence of any clear directive from the Taliban allowing women’s full participation in the workforce.

The challenges facing women are not uniform across the country. Women in different employment sectors face unique challenges, as do women in different parts of the country. This is also reflective of socio-cultural norms where it is considered more socially acceptable for women to work in some sectors than others for example, the health sector is a socially acceptable domain for women. Overall, there has been an observable reversal in a women’s right to work as a result of the Taliban’s ascension to power with no clear plan or pathway in place for women to fully return to their jobs.

**Media**

The media landscape—previously marked by independence and diversity—has changed rapidly following the Taliban takeover. According to research undertaken by Reporters Without Borders (RSF), after 15 August 2021, fewer than 100 out of 700 women journalists are still working and those covering women’s protests in Kabul report being attacked, detained and threatened by the Taliban. Shrinking civic space in Afghanistan is creating a crippling environment for journalists to cover ongoing developments in the country. According to new media restrictions introduced by the Taliban on 22 November 2021, women actors are prohibited from appearing in television dramas. The absence of women from the media landscape risks having a chilling effect—erasing women from the public eye and normalizing male dominance in specific professions.

“Women need to be able to work to support their families and contribute to poverty reduction. We were contributing economically to our families, now we are stuck in our homes.”
Woman activist

**Women’s civil society**

Women’s civil society has profoundly changed in the aftermath of the Taliban takeover. Many women leaders—from all walks of life—fled the country in the lead up to full international troop withdrawal, fearing the consequences for dedicating their lives to gender equality. While women’s civil society continues to exist in Afghanistan, their operations have been significantly curtailed. In the rapid perception survey conducted in October, 65 per cent of respondents indicated that women’s civil society organizations (CSOs) had stopped working in their area since 15 August 2021. The shrinking of the operational space for women CSOs is attributed to the new restrictions, lack of financial liquidity and security concerns.

Furthermore, women CSOs reported that the Taliban’s views and restrictions were being applied differently across the various provinces, leading to uncertainty and confusion. Some CSOs have reported being able to operate in few provinces or in some sectors, while others report a blanket halt to their work. Women staff working on gender-based violence, protection and women’s empowerment reported a higher level of risk in operating. Women working in the health or education sector appear to be more accepted by the de facto authorities.

The sector-specific experiences of women-led CSOs indicates that the Taliban considers some areas of work more acceptable than others. Areas of work that directly challenge the Taliban’s position on women’s rights face the most obstacles in resuming their work safely. Ultimately, ambiguity in Taliban directives and policies does not create an enabling environment for women-led CSOs to operate. The lack of clarity creates room for fear and violence.

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16These are dark days for journalism in Afghanistan; we must support those who seek to shine a light, Equal Times, September 2021.
self-censorship, largely due to the vivid memories of the 1996–2001 Taliban era.

### The key messages Afghan women are sharing with UN Women

In various engagements convened by the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), Afghan women activists have shared their current priorities and key messages, including the right to equal access to education; the full and equal participation of women in all areas of public decision-making; to ensure that human rights and humanitarian assistance goes hand in hand; the protection of women’s human rights and security; and safe spaces for women to seek support and services. Women leaders have also called on UN Women to ensure they are fully consulted in the design and delivery of all aid to Afghanistan. These priorities are underpinned by the desire of Afghan women leaders to ensure that decades of investment, progress and achievements are not reversed.

### Humanitarian response

Women humanitarian staff are facing significant barriers to their meaningful engagement across the design and delivery of response activities. The combination of restrictions—women’s right to work, sex-segregation in the workplace, clothing regulations, mahram requirements, safety and security concerns regarding travelling to and from work— have resulted in the majority of women humanitarian personnel being required, or preferring, to work from home. The lack of full presence of women in humanitarian settings risks erasing and/or marginalizing the contribution of women, alongside reducing the ability of women beneficiaries to access services. In a society where gender segregation permeates many facets of life, it is critical for women to be at the frontlines of humanitarian work in order to ensure full reach and access to communities.

Following the continued engagement of the international humanitarian community with the de facto authorities to ensure unimpeded access to humanitarian staff, the Taliban have provided agreements permitting women aid workers to do their jobs. However, the agreements are predominantly verbal which leads to inconsistent application across provinces, and also conditional even where full participation has been granted. For example, women humanitarian workers are often required to have mahram to escort them while they do their jobs which creates additional challenges for those delivering services in the health and protection sectors. As noted above, lack of clarity around Taliban policies creates a disabling environment for women’s rights.

### Education

Available data shows that the school population had registered an eight-fold increase, from less than 1 million in the early 2000s to 9.2 million students (38 per cent girls) by 2018. Before August 2021, there were no directives in place barring girls from accessing secondary school—girls could access all levels of education in all 34 provinces. Equal access to education has changed dramatically for girls since the Taliban takeover; as reported on 14 November, 2021, girls only have access to secondary schools in seven of 34 provinces. In other words, in 27 of Afghanistan’s 34 provinces, girls are systematically barred from grades 7 to 12. Young women are also facing challenges accessing university-level education.

While girls are now reportedly attending secondary schools in some provinces, there is no central or country-wide policy and/or decision guaranteeing equal access to education—at all levels—for girls and boys. This means that progress made in some districts could easily be rolled-back. In the absence of a demonstrated commitment on education for girls, Afghan women have articulated to UN Women the interconnected nature of the right to education and work, suggesting that sending girls to school is seen as “a dead-end,” as there are no subsequent opportunities to pursue higher education and the right of women to work is restricted. This logic demonstrates the urgency of the need to ensure a complete return to the full spectrum of women’s rights.

The de facto authorities have indicated they are working on a nation-wide policy so that girls can access all levels of education across the country. They have stated that more time is required to formulate and implement such a plan. For example, in September 2021, the Taliban announced that women would be allowed to study, but not alongside men; that gender-segregation and a new dress code would be introduced, and a review of the subjects undertaken. This has yet to take place, underscoring the importance of assessing the Taliban’s stated commitments by their actions on the ground.

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19Education Management Information System data for 2018


Violence against women and girls

Violence against women has been a consistent feature of life for many Afghan women and girls. Even before 15 August 2021, rates of violence against women and girls (VAWG) were already extremely high, with studies suggesting 87 per cent of Afghan girls and women experienced abuse in their lifetime.\(^2\) With the Taliban take-over, access to coordinated, comprehensive and quality services for VAWG survivors has deteriorated, while the needs for those services have increased. Service providers, where they exist, have reported receiving threats and being targeted for their work in support of women and girls. Many providers have been forced to close their doors for safety reasons, leaving many women and girls who have experienced violence without a safe place to go to seek help and refuge.

Several factors are leading to the increase in VAWG reported across the country. As in every crisis, VAWG spikes when women are confined to their homes. With restrictions placed on women's fundamental freedoms, many women are locked in their homes, fearing for their safety and unable to seek support. Furthermore, multiple displacements, the loss of livelihoods, the increase in poverty, inflation and skyrocketing prices of daily necessities are compounding factors increasing women and girls’ vulnerability to violence. This is seen, for example, in increased rates of child marriage reported due to economic insecurity.\(^2\)

On 3 December, the Taliban releases a “special decree on women’s rights” which sets out the rules governing marriage and property for women and instructions for implementation. The decree states that “[A] woman is not a property, but a noble and free human being; no one can give her to anyone in exchange for peace deal and or to end animosity”. It also states that women including widows should not be forced into marriage and that widows have a share in their husband's property.\(^3\)

Some Afghan women have noted that the Taliban take-over has created a fertile environment for VAWG with some interlocutors reporting an atmosphere of increased permissiveness towards abuse of women. Women and girls are now even more afraid to reach out, which is impacting on the ability of women to make decisions on their future.

At the time of publishing this Gender Alert, the de facto authorities had not made any commitment to ensuring the full operation of centres and services for survivors for VAWG. In the absence of this support, it is critical that services related to VAWG are part of humanitarian response activities, especially given the increase in need and decrease in service provision.

Healthcare

Health infrastructure and services—largely dependent on foreign aid—were limited and fragmented even before the Taliban take-over of Afghanistan with major deficits in rural and hard to reach areas in particular. The freezing of international aid has had a tremendous impact on the ability to run health services, let alone specialized services for women and girls.\(^4\) Health staff have also not received wages for several months and availability of medical supplies is declining rapidly as a result of the broader economic situation. The challenge facing the health sector is compounded by a major brain drain.\(^5\)

Access to health services is a concerning part of the humanitarian crisis. Women with more complex health needs, such as pregnant women, have reportedly been facing major access issues. Challenges cited include fear and insecurity, mobility restrictions (use of mahram), long distances to reach health services, lack of safe transportation for women (e.g., the need to use a private car rather than public transportation), and lack of trained female staff. Furthermore, financial concerns are limiting the sustainability of health services in Afghanistan. Overall, the humanitarian catastrophe is creating major hurdles to realizing the right to health for all Afghans with women and girls facing particular challenges given prevailing gender-specific restrictions. This means that in order for women and girls to fully access health services, other rights issues must be addressed.

Participation in public and political life

There has been a dramatic reversal of progress on women’s participation in political life. At present, women’s political participation stands at zero while before 15 August 2021, 28 per cent of parliamentarians were women.\(^6\) Despite the Taliban’s initial assurance around an inclusive government and statements urging Afghan women to join...
the government. The current Taliban structure is exclusively male. There is no public plan or tangible commitment in place to enable women’s political participation even though the 2004 Constitutional includes a gender quota.

The Taliban had suggested enforcing the 1967 Constitution for an interim period. However, it is important to note that certain rights of women-including universal suffrage and the right to run for office are enshrined in the 1967 Constitution.

Furthermore, the Taliban has abolished a vital part of the country’s gender equality architecture: the Ministry of Women’s Affairs (MoWA)—established in 2001 under the auspices of the Bonn Agreement. All of MoWA’s directorates, across all provinces, have also been removed. The Taliban have reinstated the Ministry for the Propagation of Virtue and the Prevention of Vice tasked with enforcing the Taliban’s understanding of Islamic law. The abolition of MoWA implies that under the Taliban gender equality and women’s rights does not warrant a political primacy and a dedicated ministry. The impact of the removal of this institution also poses practical barriers to advancing gender equality: there is no oversight mechanism in place to advance gender equality; there is also now an absence of staff tasked with working directly on advancing gender equality on a daily basis, in part due to the exodus of women leaders in the lead up to full international troop withdrawal.

The number of women in entities established by the Taliban is not publicly reported. Previously, women constituted 29.6 per cent of the civil service, with a significant presence in the cabinet, diplomatic corps, deputy ministers, judges, prosecutors, professors and teachers.

The future of a number of other key elements of the women’s rights architecture in the country is unknown, including the Women’s High Council in 2020 and the National Action Plan for Women, Peace and Security. While the Taliban have made no public pronouncement on the status of these national plans, the absence of women in the leadership structure and removal of MoWA indicates a trajectory where these plans are in practice, made obsolete.

The human rights situation in Afghanistan continues to deteriorate with emerging reports and information continuously confirming significant rights reversals. In a statement delivered to the United Nations Human Rights Council (UNHRC) on 13 September 2021, Michele Bachelet, the United Nations High Commissioner for Human Rights, noted that the Office of the High Commissioner of Human Rights (OHCHR) has received credible reports of human rights violations, including reprisal killings of former members of the Afghan security forces, as well as arbitrarily detentions of former government officials. The High Commissioner added that women have been progressively excluded from the public sphere and that the Taliban has limited Afghan girls’ access to education.

Against a fraught environment for rights, a major shift is the absence of a fully functioning human rights monitoring mechanism. The Afghan Independent Human Rights Commission (AIHRC) released a statement on 18 September 2021 addressing its status as an institution. Concerned about the inability to carry out its functions, the AIHRC urged the de facto authorities to respect its mandate and independence without imposing restrictions on their female staff. In addition, and considering the alarming allegations about human rights restrictions, particularly concerning women and girls, human rights defenders, civil society leaders and journalists, the statement called on the UNHRC to establish an independent mechanism to monitor human rights violations in Afghanistan. This request was echoed by over 50 national, regional, and international organizations who urged UN Member States to establish a fact-finding mission or similar independent investigative mechanism for Afghanistan.

On 7 October 2021, the UNHRC adopted a resolution to create a Special Rapporteur on Afghanistan. Though this was considered an important first step towards UNHRC oversight of the human rights situation on the ground, human rights organizations continue to demand a more robust response, reiterating the need for an independent, international investigative mechanism to ensure justice, truth and reparation for human rights violations.


28Taliban offers amnesty, promises women’s rights and media freedom. Al Jazeera, August 2021.

“[I wish I was not a girl. What do I do now?]”
Woman activist

Accountability mechanisms
Conclusion

Since 15 August 2021, there have been immediate and dramatic reversals on women's rights and fundamental freedoms, particularly impacting their right to work, access to education, basic health and protection services, and participation of women and girls in the public sphere and decision-making mechanisms. Shrinking civic space is primarily a consequence of the new restrictions imposed by the de facto authorities through formal and informal announcements, normalizing gender discriminatory practices.

This Gender Alert has found that despite Taliban’s assurances that the rights of women and girls will be respected under Islamic law, there is a rapid reversal of their rights across all areas of life. It is clear that the Taliban’s ambiguous positioning on women's rights is only serving to deepen rights reversals. This Gender Alert also explores how the rights of women and girls are interconnected, meaning that rapid improvement across the full spectrum of women’s rights is urgently needed. Focusing on a narrow vision of women’s rights will not serve to build an inclusive society needed to overcome the numerous challenges facing Afghan women, and Afghanistan.

To safeguard women's rights and freedoms, UN Women proposes the following three mutually reinforcing recommendations:

1. **Rebuild the Afghan women’s movement**: Recognize Afghan women not as victims, but as equal partners, to inform policy priorities and decision-making. This recognition must be facilitated through strategic partnerships with women’s CSOs in Afghanistan, amplifying advocacy opportunities that are driven by Afghan women, and investing in innovative ways to provide direct financial support to these CSOs;

2. **Support services for women, by women**: Invest, support and advocate for participation of women in humanitarian assistance as an imperative to meet the needs of Afghan women and girls. This engagement requires expansion and protection of safe spaces convened by women, for women to access a range of life saving services; and

3. **Monitoring human rights**: Establish an independent human rights monitoring mechanism to conduct investigations and gather evidence on women’s rights, to ensure accountability to international human rights law. Strengthen the human rights mandate of the United Nations Assistance Mission to Afghanistan (UNAMA), with a particular focus on monitoring of human rights, especially women's rights.
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39 Taliban tell Afghan women to stay home because soldiers are not trained to respect them - CNN
40 Taliban say Afghan women health service staff should go back to work. Reuters. August 2021.
42 Statement: Pramila Patten, Executive Director a.i of UN Women, UN Women, August 2021.
45 For some NGOs, female staff guarantees are a red line for continuing Afghan aid. The New Humanitarian, September 2021.
48 Taliban allow girls to return to some high schools, but with big caveats, The New York Times, October 2021.
49 Taliban release media guidelines, ban shows with female actors. Reuters November 2021
50 UN calls for concerted national efforts to end violence against women. #
51 PM Akhund: Islamic Emirate Seeks Good Intl Relations With All , Tolo news, November 2021.
52 https://twitter.com/Zabehulah_M33/status/146663907750256642?

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