



National Commission on the Status of Women (NCSW),  
Government of Pakistan



# BEIJING+20 PAKISTAN STAKEHOLDER REPORT 1995 -2014

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## Acronyms

AJK	Azad Jammu and Kashmir
ASF	Acid Survivors Foundation
ASR	Applied Socio-Economic Research Resource Centre
BPFA	Beijing Platform for Action
CEDAW Women	Convention on Elimination of All Forms of Discrimination against Women
CNIC	Computerized National Identity Card
CSO	Civil Society Organization
CSW	Commission on Status of Women
EVAWG	Ending Violence against Women and Girls
FATA	Federally-Administered Tribal Areas
FDMA Authority	Federally-Administered Tribal Areas Disaster Management Authority
GBV	Gender-based Violence
IDP	Internally-dislocated Person
KP NWFP)	Khyber Pakhtunkhwa (previously North-West Frontier Province- NWFP)
MDG	Millennium Development Goals
MoWD	Ministry of Women's Development
NACTA	National Counter Terrorism Authority.
NADRA	National Database and Registration Authority
NAP	National Action Plan
NCSW	National Commission on the Status of Women
NDMA	National Disaster Management Authority
NGO	Non-governmental Organization
NISP	National Internal Security Policy

## Acronyms

PCNA	Post-crisis Needs Assessment
PCSW	Provincial Commission on the Status of Women
PDMA	Provincial Disaster Management Authority
SOP	Standard Operating Procedure
SW-WED	Social Welfare and Women's Empowerment Department
SWD	Social Welfare Department
SWO	Social Welfare Officer
UN Women	UN Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Program
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNDPKO	United Nations Department for Peacekeeping Operations
UNSCR	United Nations Security Council Resolutions
USD	United States Dollar
VAW	Violence against Women
WDD	Women Development Department
WFC	Women's Facilitation Centre
WFS	Women Friendly Spaces
WPC	Women Protection Center

## Foreword

The Pakistan Stakeholder Report spanning two decades since the Beijing Fourth World Conference for Women (1995) was compiled through an exhaustive consultative process with a broad range of stakeholders within and outside government. Four provincial consultations were held in Quetta, Karachi, Lahore, and Peshawar (including FATA) in February and early March, ending with a national consultation in Islamabad on March 27<sup>th</sup> 2014.<sup>1</sup> A total of 450 individuals representing government ministries /departments, civil society organizations and individuals, political representatives and media participated in these consultations. The consultation in Peshawar (Khyber Pakhtoonkhwa) was organized and funded by the Provincial Commission on the Status of Women. NCSW had selected seven conveners for the 12 critical areas of concerns to organize thematic working groups (TWGs) who wrote the reports for their respective area of concern. At the same time the NCSW wrote to all provincial and a national departments for their inputs, and also briefed the women development Ministers/ Secretaries at the Interprovincial Women Ministers Group meeting in Karachi (Jan. 31, 2014) and requested them to send in relevant information.

The time frame and process is noted in the following table.

Thematic Working Groups to deliberate on each of the twelve critical areas of action in the BPfA and the NPA and draft thematic reports	Feb 1-28
Parallel consultative workshops in each province with a range of stakeholders	Feb 5-Mar. 4
National Consultative Workshop to comment on and refine draft report	March 27
Two Conveners finalize report	April 10

NCSW was supported by the Ministry of Law Justice and Human Rights, and received full cooperation from the provincial departments, the Planning Commission, the Pakistan Bureau of Statistics and National Institute of Population Studies.

NCSW is grateful to the various government departments, the WDDs, the Conveners of the thematic groups, UN Women and civil society partners, organizations and activists of the women's movement for their enthusiastic support to the process

<sup>1</sup> Three NGOs helped in organizing the consultations and writing up the output of each consultation. The NGOs were Aurat Foundation (Quetta), Rozan (Quetta Peshawar, Karachi and Islamabad) and Shirkatgah (Karachi and Lahore). Resource and time limitations did not permit consultations in AJK and Gilgit-Baltistan, however representatives were included in KP and national consultations.



and the completion of the report in record time.

The Report, despite the unavoidable delay in printing, consolidates rich information on the range of initiatives taken for women in Pakistan over two decades. It also provides valuable benchmarks to track progress in different sectors. Readers will find that in several areas change has already occurred since the compilation of the Report.

# Section 1

## Overview of Achievements and Challenges since 1995

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The Fourth World Conference on Women provided an important impetus for change and commitments to women's rights and development. Pakistan signed the Convention on the Elimination of all forms of Discrimination against Women (CEDAW) in 1995 and ratified this in March 1996, with only a reservation on Clause 29, pertaining to disputes and a declaration asserting the primacy and sovereignty of Pakistan's Constitution over and above all the provisions of CEDAW.

Progress has been made on implementing the Beijing Platform for Action, and some landmark achievements secured. However, the process has not been smooth, and several achievements are endangered by new emerging challenges even as persistent obstacles have proved resistant to change.

### A. Achievements

Some key achievements have been secured, serious challenges notwithstanding, in the twenty years since the Fourth World Conference on Women. The most important have been (i) institutional measures, in terms of structures, policy commitments and legal reform to bringing about gender equality and addressing the specific needs of women.

Institutional mechanisms for women have been expanded and strengthened. In addition to the Women Development Departments established in 1996, the National Commission for the Status of Women (NCSW) was established in 2000 mandated to monitor laws, policies and their impact on women, fulfilling the long-standing recommendation for a permanent commission. In 2012, it gained further autonomy and authority to enquire into complaints of women's rights violations, call officials for explanations and inspect government records. It is also an ex-officio member of the National Commission for Human Rights under the law enacted in 2012. A first Provincial Commission was set up in the Khyber Pakhtunkhwa province (KP) in 2009, followed by one in Punjab (March 2014) and it is expected that the remaining two provinces will establish Commissions in the near future. To ensure a presence in the field, the KP Commission has also set up District level commissions. Other institutional measures include establishment of women's desks in police stations in KP and a Gender Crimes Cell in the National Police Bureau to collate national data on violence against women. Offices of the Ombudsperson to address sexual harassment against women at work place have

been established in Sindh, Punjab, and the Islamabad Capital Territory.

The inclusion of the gender perspective in policy formulation is slowly becoming institutionalized, including, for example, in the two consecutive Poverty Reduction Strategy Papers, safety net policies, the National Plan of Action for BPfA (1998), National Policy on Development and Empowerment of Women (2002), the Gender Reform Action Plans (GRAPs), National Education Policy, National Climate Change Policy (2012), Sanitation Policy, National Sustainable Development Strategy (2012) and National Environment Policy (2005), the Disaster Risk Management Policy, and draft National Water Policy. Based on the framework of economic growth, women are included as drivers of economic growth in the Planning and Development Division's Annual Plan of 2013-14, which is a welcome change from being considered exclusively in terms of welfare. Gender Responsive Budgeting Initiative was also a step in this direction leading to issuance of gender budget statement as integral to budget making. Similarly, the National Commission for Human Rights Act, 2012 mandates that at least two of the nine stipulated members shall be women. A mechanism for Treaty implementation of human rights conventions in the provinces and coordination with the federal government has been established following the 18th Constitutional amendment that devolved all social sectors to the provinces.

The Inter-Provincial Ministerial Group (IPMG) of Women Ministers formed in 2011 meets every quarter to discuss progress and issues related to women development in each province. In the January 2014 meeting, it was agreed that the NCSW will host the secretariat for the Group.

- (ii) The second crucial achievement is the greatly enhanced presence of women in the political arena, as a result of affirmative actions for the reservation of seats for women in the national and provincial assemblies and in local government. An astounding 40,000 women entered the political arena, in local government tiers, many for the first time, due to the principle of 33% reserved seats in 2001. A number of these local councilors went on to serve in provincial and national assemblies, and this grassroots system functioned as a nursery of political education and practice.

Each election has seen an increased number of women running for public office at the national and provincial levels. An amendment in 2011 also extended franchise to FATA for the first time in Pakistan's electoral history, enabling women to contest elections and vote. An important milestone in this regard is that for the first time a democratically elected government completed its term in office (2009 -2013). The national and provincial legislatures of during 2009-2013 had fifteen women directly elected, and 180 women on reserved seats plus one minority representative - a total of 196 women in assemblies of 1061 members, approximately 18%. The Women Parliamentarians Caucus, a unique and unprecedented cross-party

mechanism that was formed in the National Legislature in 2009 has played an active role in bringing women's issues to the floor of the house, and supporting introduction and passage of women friendly legislation.

An unprecedented number of positive legislations moved by women legislators were enacted. Most were secured through cross-party alliances between women leaders of different political parties facilitated by the Women's Parliamentary Caucus. The preparatory process for legislation benefited from an effective collaboration between elected representatives, the NCSW, civil society organizations and government departments. Most of the new laws address violence against women by criminalising sexual harassment, acid throwing, and discriminatory practices such as forced marriages. Of crucial importance is that the criminal penal code has finally delinked rape from adultery, an important correction of an error compounded in the Hudood Ordinances of 1979 which was responsible for the majority of women in jail, and Amendments in the Criminal Procedure Code to promote the physical safety of women in police custody. Other legislation, such as the Women in Distress and Detention Fund, and the establishment of women's complaint cells in most police stations of KP, seeks to extend support to women. There is also the Punjab Women's Empowerment Package (PWEPP), Sindh's Women's Empowerment Policy, Gender Mainstreaming Committees and laws to protect women's inheritance rights, including the Punjab Partition of Immovable Property Act, 2012 and the Punjab Land Revenue Amendment Acts, 2012.

- (iii) The third major achievement is the largest safety-net program in the country's history with a particular emphasis on women, the Benazir Income Support Program (BISP) aiming to assist poor households with monthly cash transfers to women

Official figures place the percentage of the population living in poverty in 2005/06 at slightly over 22% and more recently at 12.4%,<sup>2</sup> but this is contested. The World Bank estimates indicate a decline in poverty in 2007/08 to 17%, almost 50% of the poor households from 2005 moving out of poverty, though remaining at risk. However, poverty levels are likely to have been adversely affected by the floods in 2010 and 2011; and also by rising militancy. Significantly, 27% of the country's households reported being in debt during the period 2007/8 and 2008/9; in militancy-hit areas this figure shot up to 45%, with the majority using this to cover basic needs such as food and health. Thus BISP is a timely and needed intervention.

BISP has 7.2 million eligible poor households, and disbursed monthly stipends of PKR 40 billion to approximately 4 million women.<sup>3</sup> Further it added different packages to help enrolled families to exit poverty such as long-term interest free

<sup>2</sup> Pakistan MDG Report 2013

<sup>3</sup> PRSP Progress Report 2011/12, PRSP Secretariat, Finance Division, Government of Pakistan (Table 2.3, Pg 13). The 2012-13 BISP expenditure was PKR 27086 million (Pakistan Economic Survey 2012-13)

financial assistance to promote self-employment and entrepreneurship among women recipients (PKR 135 million by 2010/11 (PRSP II report); free vocational training to BISP women beneficiaries or their nominees; and life insurance to the main breadwinner of beneficiary families. One of the unexpected benefits of BISP has been the issuance of Computerized National Identity Cards (CNIC) to women, a prerequisite to enrollment as a beneficiary. The CNIC automatically grants voting rights and is required for accessing most services and State benefits. The number of women with (CNICs) increased by 104 percent in the last five years, due to the BISP, the mobilization during the 2013 elections, and other relief packages facilitated by National Database and Registration Authority (NADRA), through special measures such as mobile services and special desks for women applicants.

The government has also taken other poverty alleviation and asset building measures, such as the distribution of state land to the landless as joint ownership of wife and husband, or to women only. Fifty percent of loans under the Prime Minister's youth loan scheme (February 2014) are reserved for women. In the first round of applications all loans to women applicants were approved.

The role of the women's movement in the national pre-Beijing process and the subsequent BPfA implementation has been critical and needs to be acknowledged for bringing in to the public arena women's rights issues in their multiple dimensions and for articulating solutions. The women's movement has advocated, and continues to extensively advocate, for laws, policies, and affirmative actions, many of which have been officially implemented/adopted over the 20-year period.

### B. Overarching Challenges

Progress has been hampered by a series of (i) *natural calamities and grave political challenges* starting in 2001, that have impacted all aspects of life in Pakistan and seriously strained the already stressed financial and governance mechanisms, including the implementation of the Beijing Platform of Action. In the period 1995-2001, the overriding concerns were Structural Adjustments Programmes, the impact of globalisation on the national economy, and militarisation. In subsequent years, Pakistan has been profoundly affected by the spiralling, devastating and long-lasting fallout of the war on terror, visible in the alarming rise in armed militancy and terrorist attacks that pushed insecurity to unprecedented levels and threaten the very fabric of society.

Compounding the challenges, in 2005, a devastating earthquake killed some 86,000 people, injured more than a 100,000, rendered an estimated 3.5 million homeless, and an unknown number of people with disabilities. This was followed by sweeping floods in 2010 that devastated large swathes of the country across all four provinces, and repeat floods the following year in the southern parts of the country that encompassed virtually all of Sindh and touched Balochistan and Punjab. Between 2007 and 2012, it is estimated that 18 million people

were displaced due to floods and military operations against religious militants (although some sources put the figure at 5.3 million).<sup>4</sup>

The combined result is interconnected and multidimensional. School attendance, especially of girls has been undermined, enrollment reduced and dropout rates are increasing in areas affected by the 2010 and 2011 floods and the militancy of extremists that has ravaged areas of Khyber Pakhtunkhwa province and the Federally Administered Tribal Areas (FATA). In 2009 more than half a million children from just three districts missed a year or more of school due to displacement, and in IDP camps only four girls for every ten boys enrolled in classes. Insecurity has increased in parts of Balochistan that is experiencing complex crises with rising militancy and sectarian/ethnic conflict. This also impinges on the equitable distribution of funds to schools, and obstructs effective and targeted allocation of funds to the districts that show the lowest literacy and have the greatest needs.

The main setback has been the extremist crisis - this has not only diverted attention and resources from policy actions that would improve the social and economic wellbeing of citizens and gender equality measures, it has also forced a rollback on women's rights in parts of the country. Radicalization of society has created an atmosphere of terror and jeopardised the security of women human rights defenders and rights activists; several prominent women figures have been the victims of target killings across the country, including in Pakistan's largest metropolis,<sup>5</sup> many more are threatened. Extremists have also assassinated dozens of polio vaccinators, the vast majority of who are women, as well as the (male) security detail assigned for their protection. A particular concern is the increasing attacks on religious minorities, ranging from target killings, physical attacks, the abduction and forced conversion and marriages of women and girls, and attacks on their places of residence, worship and recreation. Calamities and terrorist attacks have also intensified poverty and reduced access to health services in affected areas. The discourse accompanying an upsurge in religious militancy seeks to reinforce women's subordinate position and has heightened insecurity and increased violence against women.

- (ii) A second challenge is the *uneven commitment* of different governments to gender equality. Policy actions are not matched by resources and sustained commitment. The 18<sup>th</sup> Constitutional Amendment decentralized political power, transferring resources and responsibilities from the Federal Government to the Provinces, and altered the structural framework of

4 The reported number of IDPs varies between 5.3 million and 18 million. The higher figure includes 3 million IDPs displaced by conflict in 2009. See *Global Estimates 2012: People displaced by disasters*, pp. 18, 31 (Internal Displacement Monitoring Centre & Norwegian Refugee Council, Geneva, May 2013).

5 Swaabi killing of NGO, Parveen Rehman of the Orangi Pilot Project and the Central Vice President of the Pakistan Tekreek-e-Insaaf (PTI), Zehra Shahid Hussain, in Karachi, and Farida Afridi in KP



## Section-1 Overview Analysis

‘women’s affairs’ along with other social sectors. In the provinces women development departments (or “cells”<sup>6</sup>) are the executive’s principal institutions for all women-related matters, including the implementation of the Beijing Platform. While devolution is a welcome step, the readjustments following the amendment are still in process.

The Government’s Ninth Five Year Plan (1998-2003), incorporated recommendations from the National Plan of Action for Women; all of these were not implemented, and the thirteenth area of concern, Women with Disabilities, added by Pakistan to the BPfA, did not meet expectations.

- (iii) The lack of implementation has been a challenge in the operationalization of the various actions outlined by the government itself. The result is that, positive steps and achievements notwithstanding, Pakistan’s ranking in the Global Gender Gap Index dropped from 131 in 2011 to 134 in 2012.<sup>7</sup>

The Women Development Departments, with a vast mandate to promote women’s social and economic uplift, implement legislation on women’s social and economic rights, and ensure budgetary allocations for women’s development lack technical expertise and sufficient budgets. The Human Rights Ministry, later merged with the Ministry of Law Justice and Human Rights has provincial Directorates. Recognizing that Pakistan is among the top 20 most vulnerable countries to climate change in the next 30 years, the Ministry of Environment was designated as the Ministry of Climate Change in 2012, which developed a Climate Change Action Plan. Actions or strategies addressing women in environment are however limited in the Action Plan and now fall under the purview of the provinces. Commissions, institutions and ombudspersons’ offices as stipulated under the Anti- Sexual Harassment at Workplace Act have been established at the Federal level and in Punjab and Sindh but most lack facilities to effectively implement their mandates.

Women have been recognised as drivers of economic growth in Vision 2025, and the Framework for Economic Growth, the strategic planning documents of the government. A comprehensive strategy to take action to mainstream women in the economy is under preparation; macroeconomic policies inclusive of the gender<sup>8</sup> perspective is awaited. While some positive legislation has taken place, the 13.3 million women in the labor force concentrated in the informal economy are yet to be recognized. Civil society has collaborated with national and provincial governments and NCSW for a policy on home based workers,<sup>9</sup> that will address

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6 As in the case of KP that where the Women Empowerment Cell is housed in the department of Social Welfare, Special Education and Women Development.

7 World Economic Forum, *The Global Gender Gap Report 2012*, (Geneva, Switzerland, 2012).

8 In any case most government or donor initiatives stereotype women’s economic activities as supplementary and limited to handicrafts and marginal income generating activities.

9 Home Net Pakistan has been actively working with provincial government representatives and policies and laws have been drafted. A push is needed for the HBW laws to materialize.

some of the key concerns of women in this sector. A positive development has been the inclusion of those engaged in agriculture and fisheries in the category of workers, an important precedence for other provinces especially as 47% of women work in these sectors. A challenge is the absence of national and provincial policies on agriculture and the non-recognition of women as farmers that impedes their access to agricultural and livestock extension services. Small and subsistence farmers, including women, suffer when policies focus on large landholdings, cash crops and agri-businesses heightening food insecurity.

Female unemployment (9 %) is higher than that of males (5.4%) , though overall unemployment has declined, indicating an increase in participation. In the period, 2001-2006, a robust economy, opening up additional employment opportunities may have helped to decrease unemployment rates for both men and women. However, the economic growth stalled in 2008-9, partly due to the series of crises mentioned above that hit the country, and inadequate fiscal policies. The economic growth rate went from a high of 6.8 in 2007, to 2.4% in 2011. Indicating women's vulnerability in this field, approximately 78% of employed women were considered at risk of lacking decent work in 2010-11 and only 22% of women, compared with 41% of men were in a wage and salaried job. Moreover, the global crisis has also led to a moratorium on public sector hiring. This was accompanied by a 30 % cut in development budgets at the same time that increased taxation reduced people's purchasing power with the largely indirect taxation increasing the burden on the poor. Understanding the phenomenon of feminization of poverty and addressing it in a holistic manner remains a challenge.

### C. Setbacks and reversals

Pakistan's progress on gender equality is undermined by other setbacks as well. The upsurge in women's participation in political life is encouraging; however a large number of women did not cast their votes in 2013.<sup>10</sup> In the past three consecutive elections (2001, 2005 and 2008), women were not allowed to contest elections or cast their votes in Kohistan and other KP districts, and in FATA as it was against cultural norms in 2013, they were allowed only if polling stations were staffed with women police officers. Women's increased presence in legislative bodies is largely due to reserved seats, and this presents a dilemma for holders of these positions due to the ambiguity of assigned constituencies and lack of accountability to constituents. The local government elections have not been held after 2006, except in Balochistan (in Dec 2013), and the number of reserved seats for women has been reduced from the earlier 33% in the Sindh, Punjab and KP Local Government Acts.

A major challenge after the 18th Amendment is to ensure similar legal provisions across all provinces and a unifying policy framework on women, and in crucial fields

<sup>10</sup> Total number of eligible voters was 86.19 million (37.6 million women and 48.6million men); only 46.2 million votes were polled- the ECP has not provided this data by sex- and it can safely be assumed that women either did not cast votes, or were restricted from doing so.



which impact women from federal to local levels. Efforts are needed to reduce the gap and possible dissonance between provincial and national level policies, institutional arrangements and bodies, and to promote provincial ownership of a joint policy.

### **D. Constitutional, legislative developments**

As noted earlier and also in Section II, a number of legislative measures have addressed some of the longstanding gender concerns since 1995- the laws on VAW, on harassment, the reserved seats for women in parliament, the free and compulsory school education, the 10% quota for women employment in all public sector entities etc. However, implementation remains weak and uneven.

Women continue to suffer due to the parallel decision-making forums that undermine judicial systems. These latter continue to operate despite a ruling by the Sindh High Court declaring informal tribunals (jirgas) illegal, and the Supreme Court acceptance of a petition against jirgas by the NCSW (in 2012). The revival of informal traditional forms of adjudication and an encroachment of tribal attitudes and norms into the formal justice system point to the need to ensure gender sensitization of law enforcing and judicial officers. A mass education campaign is needed to address both the persistent challenges of discriminatory customs and beliefs and the new propaganda of extremists undermining support for a gender equality agenda, including the implementation of the Beijing Platform for Action.

The Muslim Family Laws Ordinance (MFLO 1961), a landmark victory at the time, is under threat from time to time. In March 2014, the Council of Islamic Ideology, an advisory body to review, but not enforce legislation, deemed that, contrary to the MFLO, husbands could contract second marriages without permission of the first wife. It also pronounced that girls are eligible to be married at puberty, and as young as seven years of age, in contradiction to Pakistan's commitment under the Child Rights Convention. The Supreme Court ruling upholding the right of adult Muslim girls to marry without their guardians' permission (2003) continues to be flouted and girls and young women are forcibly married and those who dare to marry of their own accord are often murdered by their male kin. Discriminatory laws remaining on the statute books need to be revised in accordance with international standards and obligations. Personal status laws for the Hindu community that had not been codified are now being legislated (Bill has been moved in the in NA) and amendments are in the process of being introduced in the Christian marriage and divorce laws.

### **E. Share of national budget**

The Ministry of Finance, Government of Pakistan initiated a two and half year's pilot project 'Gender Responsive Budgeting Initiative' (GRBI), beginning 2005. For sustainability, major reforms were introduced in the established government budgetary procedures in the form of gender sensitive amendments in the federal

as well as Punjab's Medium Term Budgetary Framework (MTBF) Budget Call Circular. Similarly, a Gender Budget Statement (GBS), one of the key tools of gender responsive budgeting, was issued by the Government of the Punjab for the Education, Health and Population Welfare sectors. A gender analysis of the federal budget of 2008-9 reveals an increase in women specific expenditures to 4.7 percent from the previous year's 0.7%. However pro-women expenditures remained low at 0.6 percent of total federal expenditures.<sup>11</sup>

It is difficult to track the share of the national budget invested in women's advancement as sex-disaggregated financial data is not available. For example in health, 0.1 per cent of the total Ministry of Health's budget for hospital services was allocated for Maternal and Neonatal Child Health related services in 2010-2011, but how much of the health budget is spent on women and girls health is not disaggregated. Similarly, the number of girls schools can give an indication of the expense incurred on them but the budget line items are not all disaggregated. A Gender Aware Benefit Incidence Analysis of the Education sector by the GRBI revealed that the incidence of government subsidies directed towards primary education were higher for males compared to females in all four provinces of Pakistan, with gender disparities in access to public subsidy highest at the tertiary level and lowest at the primary level.<sup>12</sup>

## F. Mechanisms for regular dialogue with civil society

An important development catalysed by the Beijing process was an effective partnership forged with women's civil society organisations, independent experts and academics starting in 1993-94, and the practice of a wide-ranging consultative process which started with the preparation of the Pakistan National Report.<sup>13</sup> Despite periodic dips in collaboration, the principle of including civil society actors in formulating policies and laws has strengthened over the span of twenty years. The consultative process was adopted in preparing the domestic policy framework for implementing the Beijing Platform for Action, the *National Plan of Action for Women* drafted by the end of 1996 and launched in August 1998, as well as the *National Policy for the Development and Empowerment of Women* (NPDEW) launched in 2002. The preparation of the five year plans by the Planning Commission solicits inputs from gender experts, and civil society was invited to participate in the Vision 2025 process in 2013. The presence of more women in parliament has encouraged interaction between government and civil society organizations.

Monitoring and implementation of the BPfA has not been institutionalized as

11 Sabir, M. Gender Sensitive Analysis of the Budgets 2008-09 Strengthening PRS Monitoring Project, Ministry of Finance, Government of Pakistan

12 <http://www.grbi.gov.pk/>

13 Almost 65 percent of the official delegation to the FWCW comprised non-government persons.)

such, though the CEDAW monitoring cells in the WDD's at provincial level can do so. Often the WDDs work with local organizations. The government had also appointed gender focal persons in all ministries and line departments, under the Gender Reform Action Plan (GRAP).<sup>14</sup>

### **G. In-country, bilateral, sub-regional and/or regional cooperation engagement**

The government has as a member of SAARC participated in several regional processes for implementing measures to advance women's rights. For example, Pakistan is a signatory to the SAARC Regional Convention on Combating the Crime of Trafficking in Women and Children for Prostitution (Jan. 2002) and is involved in the SAARC Gender Information Base (SGIB-see Section III) for data on specific gender indicators. In addition Pakistan was part of the biennial South Asia Regional Ministerial Meetings, organized by Unifem, as regional reviews for tracking of progress on the implementation of the Beijing Platform for Action, and facilitating cross-regional peer learning and sharing of best practices. These reviews have contributed to the Trafficking convention and the SGIB. Pakistan is also a signatory to seven core human rights conventions (ICECSR, CAT, CRC, CEDAW, ICERD, ICCPR, ICMRW).

### **H. Millennium Development Goals**

The focus on the MDGs brought issues of gender disparities in education and health in particular to the fore. At the same time however, many of the gains made at Beijing in terms of setting priorities (also through the Pakistan NPA) were pushed back. The Pakistan MDG Report 2013 notes that the country is not likely to meet the targets related to the MDGs, especially the ones directly related to women and girls- MDG Goals 2, 3 and 5. Resource allocations for the social sectors did not increase as required, and while some modest gains have been made, these are inadequate by the NPA standards.

**Conclusion:** In sum, while a number of strong initiatives have been taken to improve gender equality and empower women, the statistics and indicators lag behind, and point to the need for a comprehensive strategy to address gender disparities and inequality as dependence on piecemeal actions and vertical programs dilutes their impact. Successful innovative projects require institutionalization with appropriate financial allocations from within provincial budgets as well as regularization of personnel to prevent investment loss.

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<sup>14</sup> GRAP ended in 2010 and only Punjab continues to have a GRAP project

## Section 2

## Progress in the Implementation of the Critical Areas of Concern of the Platform for Action since 2009

### A. Women and poverty

Macroeconomic policies have two major components i.e. fiscal and monetary policies. While revenue/tax collection under fiscal policy in Pakistan does not explicitly address gender/women, the expenditure side does so through social protection programmes.<sup>15</sup> Currently more than 60 percent of the population continues to live on less than US\$ 2 a day.<sup>16</sup> The incidence of poverty increased from 24% in 1996-97, to 34.5% in 2000-01 and 38% percent in 2007-2008. Official estimates for poverty cite 12.5%,<sup>17</sup> while other sources estimate 45-60% of the population to be multidimensional poor.<sup>18</sup> There are wide disparities between and within provinces. Poverty affects school enrollments, incomes, child labor, and contraceptive usage.<sup>19</sup>

Pro-poor expenditures have increased from 7.4% in 2008/9 to 9.9 in 2011/12, an approximate 33% increase in expenditures on safety nets during this period.<sup>20</sup> This increase can be attributed to the Benazir Income Support Programme (BISP), the flagship social protection program of the Government of Pakistan established in July 2008. BISP is a nationwide program designed to provide social assistance to women in families that qualify as poor according to the BISP poverty scorecard. The program has identified 7.2 million families as extremely poor, of which approximately 5.1 million households<sup>21</sup> have received some form of targeted assistance, and others are brought into the safety net as details are verified through an exhaustive process. Eligible BISP beneficiaries receive a monthly payment of PKR 1200. The allocation for the financial year 2012-13 is

15 Such as BISP

16 SPDC 2012 Report Security situation in Pakistan

17 Pakistan MDG Report 2013, planning Commission Government of Pakistan pg 18

18 Source: Oxford Poverty and Human Development Initiative (2013) "Pakistan Country Briefing" Multidimensional Poverty Index Data Bank, OPHI, University of Oxford. Available at <http://www.ophi.org.uk/multidimensional-poverty-index/mpi-data-bank/mpi-country-briefings/>

19 Sohail Agha 2000. Is Low Income A Constraint To Contraceptive Use Among The Pakistani Poor? *Journal of BioSocial Science* 32. pgs, 161-175. Cambridge University Press

20 Pakistan MDG Report 2010. Table 6, pg 22

21 All figures for BISP drawn from the PRSP II Report for 2008/9-2010/11, and the BISP brief (March 6 2014).

## Section-2 Progress in the Implementation

PKR 70 billion to provide cash assistance to 5.5 million families, which constitutes almost 18% of the entire population. Thus BISP aims to reach approximately 40% of the population below the poverty line.<sup>22</sup>

BISP also gives interest free financial assistance (upto PKR 0.3 million) to the female beneficiaries under their *Waseela-e-Haq* (Micro-finance) program to start their own business enabling the family to move out of the poverty trap. Only the woman can be recipient of and sole proprietor of the business but she can authorize any member of her family to run the business on her behalf. Vocational and technical training of one month to a year's duration, to the female beneficiary or her nominee is provided under the *Waseela-e-Rozgar* (Technical & Vocational Training) program (target is 150,000 beneficiaries) with a monthly stipend for each trainee of PKR 6000. The *Waseela-e-Sehat* (Life & Health Insurance) programs subsidizes healthcare for beneficiaries and life insurance provided to one million women the premium for which was paid by the program. *Waseela-e-Taleem* (Primary Education) encourages beneficiary families to send their children ages 5-12 years to school through a co-responsibility cash transfer of PKR 200 per child (limit to three per family). BISP is expanding its portfolio of services to the poor; for example 150,000 women were issued mobile phones. Payments through smart cards and mobile banking cut delays in disbursements to beneficiaries and various evaluations and spot checks show that over 98% of beneficiaries receive payments on time.

Two spin-offs from BISP are worth mentioning. One is the increase in the number of women who received their computerized national identity cards (a pre-condition to enroll in BISP), potentially opening doors to claim further citizen rights.<sup>23</sup> Secondly BISP has generated a large and reliable national registry of the socio-economic status of almost 27.36 million households across Pakistan that will facilitate targeted assistance. With its focus on women beneficiaries, BISP addresses the feminization of poverty. However, longitudinal studies on the movement of BISP beneficiaries out of poverty are not yet available; one concern is that the focus on women will be diluted by accepting her nominees for training; yet another is whether this is the most efficient utilization of funds to address poverty. Finally as a stand-alone vertical program it is dependent on external financing;

The other set of safety nets is the Pakistan Baitul Mal (PBM) and the Zakat fund. These target the destitute, poor widows, and children (unfortunately sex disaggregated data is not available). The PBM has established 30 orphanages for 3000 children who are provided boarding/ lodging, medical care and free education. Families with two or more special children are also provided material aid (wheelchairs,

<sup>22</sup> <http://www.bisp.gov.pk/>

<sup>23</sup> The CNIC confers the legal right to vote, contract marriage, get a driver's license, file a case in court, or get a job in the formal sector, etc.

hearing aids, cycles and white canes), while the Child Support Program offers cash grants of PKR 300 per child of school going age (up to two children ) to enroll and stay in school. Since 1995 PBM has also trained almost 60,000 women and girls in its 157 vocational training centers. However most of these programs reflect the reproductive roles of women with a focus on handicrafts/ stitching etc., and there is no follow up on whether outcomes (income generation/ poverty reduction) have been achieved. Financial assistance for health is also covered by both the Zakat and the PBM funds. The special needs of women in areas affected by conflict or other humanitarian crisis are not adequately addressed through these programs.

Safety nets that cover formal labour are Provincial Employees Social Security Scheme, Employees Old Age Benefits Institution, and Benevolent Funds for public sector employees etc. However these do not extend coverage to the vast majority of workers in the informal sector, or self-employed or contributing family workers- the majority of these are women. Bills have been drafted by civil society and women parliamentarians to recognize home based workers (mostly women) and extend social security schemes to them. The Punjab cabinet did issue a policy recognizing home based workers and legislation is reportedly being worked upon. A policy at the Federal level is also in the pipeline.

According to WFP, some 83 million people, almost 50 per cent of Pakistan's population, were food insecure by 2010 – a massive increase from 38 per cent in 2003. In the aftermath of the 2010 and 2011 flooding, this figure is believed to have risen. The Punjab government is running a large food support program involving cash transfers. In addition, a 'two rupee roti' project is in operation in cities like Lahore. Beyond this, the Utility Stores Corporation outlets offer basic food items at subsidized prices. While consumption based inequalities have narrowed over the decade it remains high in all provinces other than Punjab and in rural areas. Latest government figures cite the proportion of population below the calorie based food plus non-food poverty line as 12.4 %, though the prevalence of underweight children (less than 5 years of age), is 31.5% and the proportion of population below the minimum level of dietary energy consumption is also a high 30%.<sup>24</sup>

Asset ownership is a poverty reduction strategy that has only recently been given importance by the public sector. Sporadic initiatives for distribution of state land to landless and those displaced by disasters have sometimes included women, either as sole owners or in partnership with a spouse. The Land Distribution Program by the Sindh Government (2008) whereby landless farmers were able to acquire possession of land. The program concentrated on women's land ownership, despite some of its implementation shortcomings in extension services and the quality of distributed land it has had a positive impact on women's lives in terms of increased respect within the family and community and increased participation

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24 Pakistan MDG Report 2013



## Section-2 Progress in the Implementation

in decision making.<sup>25</sup>

The Rural Support Programs (RSPs) cover 112 districts of Pakistan, with a cumulative total of 5.19 million organized households and has mobilized 2.73 million women community organization members.<sup>26</sup> RSP projects support rural and poor women through a variety of initiatives that include skill development, agriculture improvement water and sanitation, health, education and microcredit.

Microcredit and welfare works, such as the People's Rozgar Scheme (initiated in 2008), gives credit for small business start-ups, or the Peoples' Works Program, Tameer-e-Watan Program and the Khushal Pakistan Program these do not specifically focus on women. Agencies like the Pakistan Poverty Alleviation Fund, Khushali Bank and Zarai Taraqati Bank, are also quasi- government initiatives which have contributed in the areas of infrastructure development, education, water and sanitation, teachers, and trainings, micro-credit and easy loans.

The microfinance sector in Pakistan is small; currently there are more than 50 NGOs that provide microcredit to the poor in Pakistan, and seven specialized microfinance banks. A large number of poor, particularly women, are still unable to access loans from formal services and rely on informal mechanisms like ROSCAs, money lenders, shopkeepers, family and friends, while others with better access and awareness opt for nongovernment organizations, microfinance providers and commercial banks. The proportion of female borrowers has remained almost unchanged over the last five years with greater concentration, over 80 percent, borrowing from the unregulated sector. Micro credit schemes provided by Kashf and First Women Bank are specifically designed for women entrepreneurs.

Access to financial services by women is lower in Pakistan but there is gradual progress. The development finance (DF) sector is serving 2.6 million borrowers with an outstanding portfolio of Rs. 606 billion (Table 1 as of December 31, 2013,) with 78% of female borrowers concentrated in the microfinance banking sector.<sup>27</sup> The share of the loan portfolio is also rather small.

**Table 1: Borrowers and financing by sector**

Sector	No. of Borrowers			Gross Loan Portfolio (PKR in millions)		
	Male	Female	Total	Male	Female	Total
Microfinance <sup>1</sup>	722,278	252,074	974,352	22,876	5,438	28,314
Agriculture finance	1,335,723	58,466	1,394,189	244,939	10,119	255,058

<sup>25</sup> Hooria Hayat, *Where there is land there is hope*. Special Bulletin 2013. Shirkat Gah. Lahore. 2013. p.59

<sup>26</sup> RSPN Outreach # 16: [http://rspn.org/oldsite/Outreach/PDFs/outreach\\_issue\\_16.pdf](http://rspn.org/oldsite/Outreach/PDFs/outreach_issue_16.pdf)

<sup>27</sup> <http://www.sbp.org.pk/acd/Access-Finance-Indicators-mix.pdf>

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Sector	No. of Borrowers			Gross Loan Portfolio (PKR in millions)		
	Male	Female	Total	Male	Female	Total
Housing finance	62,472	10,752	73,224	46,950	5,210	52,160
SME finance	132,254	3,313	135,567	262,657	7,601	270,258
Total	2,252,727	324,605	2,577,332	577,422	28,368	605,790

Women account for 32% of the 2.7 million individual deposit (savings) accounts held in the microfinance banks yet their share of deposits is only 22%.

Public access to information on government policies, laws, programs, budgets, and performance is essential to reduce poverty and the recent Right to Information (RTI) laws are a positive step. Government facilitation for citizens, especially women, will be required to enable them to access information.

### *Gaps and Challenges*

- Women's access to information, fear of repercussions, and shortage of resources prevents them from claiming their rights under the law especially on issues of inheritance and asset ownership. Gaps exist in the provision of safe and quick justice to women in case of deprivation of their inheritance and assets;
- Absence of policy to address the concerns of female headed households. Female headed households are the most deprived with a national poverty incidence of 44.15 percent, in rural areas where 53.47 percent of FHHs are living below the poverty line.<sup>28</sup> While many are likely to fall into the BISP safety net, many are left out;
- Social protection mechanisms for rehabilitation and recovery of IDPs and refugees are missing beyond the compensation announced by the government in some cases. Women and children form a large proportion of the IDPs and refugees (including the flood affected);
- Legislation to offer services and protection to home based workers, and their inclusion in labour policies is required.
- Data gaps – gender disaggregated data on poverty is not available which makes it difficult to assess intra-household gender differentials.

### **B. Education and training of women**

A number of steps have been taken to improve access to education since 2009,

<sup>28</sup> SPDC 2010 A Study of Socioeconomic Characteristics of Female Headed Households in Pakistan



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three of the most important measures being, i) the National Education Policy, 2009, ii) dissolution of the Federal Ministry of Education and its devolution to the provinces, and iii) the recognition of education as a fundamental right in 2010.

- i. National Education Policy (2009), formulated prior to the devolution in 2010, promises to allocate 7 per cent of GDP to education by 2015, far greater than the historically low allocations of approximately 2 per cent, and higher than the Millennium Development Goals (MDGs) requirement of 4 per cent.<sup>29</sup> Although ambitious, this target reflects the realization that enhanced allocations are necessary to empower the population, particularly the disadvantaged and excluded sections, and to increase employment rates. Despite these strong policy measures, budgetary allocations continue to hover around 2.5%.
- ii. The devolution of education to the provinces, that were already largely responsible for implementation, paved the way for higher allocations, since the share of the provinces in the National Finance Commission Award of 2009/10 also increased.<sup>30</sup> Though devolution affected the implementation of the National Policy (2009), provinces reflect a degree of commitment to implementing the policy recommendations contained therein. Certain aspects of education remain in the federal domain and there is controversy over the devolution of the Higher Education. National standards of education (with specific criteria based grading) are required.
- iii. Education as a fundamental right recognized in Article 25-A in the Eighteenth Constitutional Amendment (2010), states that “The State shall provide free and compulsory education to all children of the age of five to sixteen years in such manner as may be determined by law.” Although legislation on the constitutional provision is slow, as is the implementation of the Right to Education (RTE), the acknowledgement of education as a basic right is a significant step in the right direction.

Literacy rates (ages 10 and above) are 46% for females and 69% for males, with the gap widening further in certain districts. Despite the above noted measures, gender disparities in education and training persist. Socio-cultural factors and poverty, and systemic issues lead to high dropout rates for girls reflected in the gender gap in gross and net enrollment rates at all levels of education from primary to middle and matriculation. Overall, however, Pakistan’s Gender Parity Index (GPI) has exhibited a rising trend, though it<sup>31</sup> declined in the two provinces where increased militancy and terror were witnessed.<sup>32</sup>

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29 National Education Policy, 2009, Ministry of Education, Government of Pakistan.

30 Situation Analysis of the Education Sector, Dr. Eshya Mujahid-Mukhtar, Vision 2030, UNESCO.

31 The Gender Parity Index (GPI) shows the ratio of female to male enrollment.

32 Literacy Initiative for Empowerment, GoP, UNESCO, 2008.

Low enrollment and school dropout rates are a function of a number of factors including poverty levels, socio-cultural norms, conservative attitudes, militancy and insecurity, distance of school from home, the absence of safe and reliable transport, teacher absence, dearth of female teachers, low quality of education and inadequate infrastructural facilities e.g. schools without electricity, boundary walls and toilets. The interplay of several of these factors determines parent's decision to send daughters to school, especially after puberty. Social and religious conservatism in KP, cultural conservatism in Balochistan, and rising militancy, sectarian and ethnic conflict in both, accounts for greater gender disparity in the two provinces.<sup>33</sup> Female education suffers most in the tribal belts where customary practices tend to discourage the education of women.

Given the socio-cultural, religious, financial, security and mobility constraints, Pakistan is unlikely to attain the Education For All (EFA) goals by 2015, with one of the highest the highest gender disparities at 82 girls for every 100 boys in school, less than 80 per cent for primary levels.<sup>34</sup> Similarly, Pakistan is likely to miss the MDG target of 88 per cent literacy rate by the year 2015,<sup>35</sup> and the gender equality and women empowerment targets (MDGs Goal 3) to eliminate gender disparity in primary and secondary education by 2005 (already missed), and at all levels of education not later than 2015 (likely to be missed).

The National Plan of Action (NPA) emphasized the need for the gender sensitive revision of curricula, improving access to education and female teacher training. These concerns were also noted in the B+5 NGO Report which expressed concern at the heavy dependence on donor funding leads to 'projects' that are not sustainable.<sup>36</sup> Gender bias in curriculum continues, despite the resolve to eliminate it as per National Policy 2009. This is especially true of *madrassah* education, where despite government and donor support to modernize curriculum, a great deal of conservative content remains. The government policy to provide support to madrassas and to women madrassas in the presence of inadequate formal education opportunities and low budgetary allocations has been criticized for fear that madrassas may reinforce conservative attitudes that seek to deny women's rights and equality.

Quality of education is a cause for concern as well since numerous reports show that students are not able to meet grade level competencies in reading and writing.<sup>37</sup> One of the reasons is the inadequate focus on teacher training (with

33 Examples are: torching and bombing of over 200 girls' schools and the shooting of Malala Yousafzai in KP, and attacks on girl students of the Hazara minority in Balochistan.

34 Education for All, Global Monitoring Report, UNESCO, 2014.

35 Mainstreaming Education into Political Agendas, Pakistan Coalition for Education, 2013.

36 An example is the Punjab Education Sector Reforms Program for three years for the free textbooks, stipends to girls, teacher training, capacity building and activation of school councils

37 Annual Status of Education Report (ASER), 2013 that in one case found that only 60 per cent of the boys and 57 per cent of the girls could read at least sentences in Urdu, Pashto or Sindhi.

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frequent refresher training and in-service support) and the lack of standardized measures of grade appropriate competencies

Efforts have been made to link curriculum to life skills or livelihoods, but these are not enough. Punjab has set up Career Development Center and Counseling centers in public sector universities.<sup>38</sup> Provincial Technical Education and Vocational Training authority (TEVTA) have been set up that offer a range of courses in the approximately 1647 public and private TVET institutes with 0.3 million enrolled<sup>39</sup>. There is also a National Vocational and Technical Training Commission (NAVTTTC).

Degree colleges for women at District levels with residential facilities are few but needed as the transition from high school to secondary education for female students is often not possible because of distance to educational facility. Access to education, notes the Higher Education Commission (HEC) is only 7.8% for the 17-23 age group.<sup>40</sup> The HEC has been active in promoting the capacity of female faculty as well as offering scholarships to women for higher education, though the ratio of women receiving scholarships is lower than that of men of the total 695 local PhD scholarships only 126 recipients were women, and of the total 775 foreign PHD scholarships only 86 were given to women<sup>41</sup>.

### Gaps and Challenges

- i. Insufficient measures for the implementation of Article 25 A, and budgetary allocations lower than the MDGs recommended 4%. Access to safe schools, trained teachers (and their retention in remote, disadvantaged areas), and safe and reliable transport services for schoolchildren especially girls are yet other gaps. Strict action against corporal punishments is also needed.
- ii. Gender bias in curricula. Making the curricula and textbooks in all provinces sensitive to the issues of girls and women and removing messages that create bias, stereotypes and conservative values which demean and denigrate women
- iii. Inflexibility in setting school schedules as girls in rural areas share in the reproductive work at home and are not 'free' to attend morning school.

### C. Women and health

Women's health is more than women's reproductive health. If a life cycle approach is taken then health of women at every stage of her life is important—

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38 One set up in Queen Mary's College Lahore, and one each at University of Agriculture, Faisalabad, and Arid Agriculture University (Rawalpindi)

39 NAVTTTC website: [http://www.navtttc.org/TVET\\_Pakistan.aspx?cat=3](http://www.navtttc.org/TVET_Pakistan.aspx?cat=3) No sex disaggregated data available from the TEVTA or NAVTTTC websites

40 HEC Medium Term Development Framework 2010-2015. There is not a single mention of women in the framework, even in the chapter on improving equity in higher education nor is that data given disaggregated by sex. Downloaded from: <http://beta.hec.gov.pk/MediaPublication/HECPublication/PublishingImages/MTDFII201015/mtdf2.html>

41 HEC Annual Report In 2010-11. Most of the data e.g. on recipients of training post docs, masters etc. is not sex disaggregated.

from being conceived, and facing the risk of being aborted, to their life journey through different stages of life. Furthermore, women's health is also more than the diseases that may afflict her, and the barriers she may face in accessing the services and resources for her treatment. While it is important to acknowledge burden of disease women carry because of non-communicable and communicable diseases, it is equally important to highlight the social determinants of health and inequities, and the preventive and health promotion strategies that are needed at all levels—services, and social determinants. WHO defines health as physical, mental and social wellbeing, and not merely absence of disease and infirmity. This definition of health is reflected in the ICPD definition of RH.

Maternal health is an unavoidable feature of young Pakistani women—49% of women ages 20-24 are married and this figure shoots up to 82% for young women ages 25-29 years,<sup>42</sup> and given the social emphasis on fertility and childbearing, women ages 25-29 years have two children on average. Low contraceptive prevalence rates, a high incidence of home-based deliveries<sup>43</sup> and rural -urban disparities in health services exacerbate the situation for the vast majority of Pakistani women experiencing marriage, childbearing and the attendant health issues early in life, in an economically and socially constrained environment. Women ages 15-19 and 20-29 are more likely to be thin, and 14% of women of reproductive age are thin or undernourished (BMI less than 18.5 kg/m<sup>2</sup>), with rural-urban and inter-provincial disparities.<sup>44</sup> The majority of maternal and child related deaths and complications occur around the peri-natal period. Maternal deaths are mainly due to postpartum hemorrhage (27.2%), puerperal sepsis (13.7%) and eclampsia (10.4%) and can be easily addressed through deliveries by skilled birth attendants, quick access to emergency care<sup>45</sup> and provision of postnatal services.<sup>46</sup>

In recent years the government has launched several initiatives to address women's reproductive health. The national maternal and Neonatal Child Health (NMNCH) program, the community midwives program,<sup>47</sup> the successful Lady Health Workers (LHWs) program.<sup>48</sup> Many of these programs are vertical projects, but since the 18<sup>th</sup> Amendment has made health a provincial matter, each province has

42 PSLM 2011-12 Report, pg 115, Table 4.. Downloaded from: [http://www.pbs.gov.pk/sites/default/files/pslm/publications/pslm2011-12/complete\\_report\\_pslm11\\_12.pdf](http://www.pbs.gov.pk/sites/default/files/pslm/publications/pslm2011-12/complete_report_pslm11_12.pdf)

43 In rural Pakistan, home based deliveries accounted for 60% of all births, 27% were in private hospitals and clinics and only 11% took place in a government hospital/ RHC / BHU (PSLM 2011-12).

44 PDhs 2012-13. NIPS Islamabad.

45 The National MNCH program attempts to rectify this by promoting emergency obstetric care at secondary tier public health facilities and through supervised deliveries at community level.

46 PDHS 2006/07

47 12000 midwives will be trained and appointed .

48 120000 LHWs are in place but the figure is expected to go up to 150000 given the success of the program

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now developed health reforms. In Sindh, for example, the LHW program has been integrated into the government system. The provincial reforms do place emphasis on increasing health allocations, and on provision of emergency obstetric care (EMOC) facilities in some District health hospitals.

Though the incidence of HIV/AIDs is less than 0.01% in Pakistan, its concentration in key affected populations is of concern i.e. injectable drug users (IDUs), female sex workers (FSWs), male sex workers (MSWs) and *hijras* or transgender sex workers (HSWs), whereas among high risk group there are migrant worker, truckers and youth. The National Aids Control Program estimates that currently there are 87,000<sup>49</sup> people living with AIDS in the country.<sup>50</sup> After the completion of the five year National HIV/AIDS Strategic Framework II (Dec. 2011), each province has developed an AIDS strategy that will be consolidated into a Pakistan AIDS Strategy for the period 2012-2016 (PAS III). Gender is recognized as an important determinant of vulnerability and access to HIV services, and “gender sensitivity” is one of the key guiding principles for PAS III. The focus of the government and NGO strategy has been on prevention, raising awareness of HIV/AIDs particularly amongst vulnerable populations. Of the 1747 HIV positive pregnant women about 2% received antiretroviral drugs to reduce the risk of mother-to-child transmission in 2012, and 19.5% of infants born were tested for HIV within two months of birth.

Public sector spending on health is low, approximately 0.9% of GDP, and not sufficient to meet any of the MDG targets.<sup>51</sup> Currently public sector spending on health in Pakistan is only USD 8.86 per capita (the international standard is USD 60) and out-of-pocket expenditures are USD 13.<sup>52</sup> Inadequate public health services and high out-of-pocket expenditures exact a price from the poor, who sell productive assets or incur debts for medical expenses, making them vulnerable to chronic poverty.<sup>53</sup> The health insurance scheme for the poor introduced through the Benazir Income Support Program (BISP) targets poor households and subsidizes their health expenses.

Around 20 per cent of the total budget on health sector is devoted to “Health Facilities and Preventive Measures.” This category includes primary health care facilities such as rural health centers, basic health units, dispensaries, first aid posts, mother and child health centers, programs such as Lady Health Worker Program; Malaria Control Program; Tuberculosis and National HIV/AIDS Control

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49 Global AIDS Response Progress Report 2012, Pakistan

50 Reducing the number of HiV/AIDs affected persons brings Pakistan on track for MDG related targets.

51 UNDP Pakistan based on PSLM data 2010-11 and 2011-12

52 Nishtar S, Khalid F. et al 2011 Heartfile Health Financing: Striving to achieve health equity in Pakistan. Background paper for the World Conference on Social Determinants of Health Brazil, Oct. 2011

53 Impact of maternal and child health private expenditure on poverty and inequality. Asian Development Bank and AusAID (2008); World Bank 2005 and 2007.

Program; National Maternal and Child Health Program; the Expanded Program on Immunization; Food and Nutrition Program (Poverty Reduction Strategy Program (PRSP).

Expenditures on health have gone down from an already low of 0.7% of GDP in 2002 to 0.3% of GDP in 2011-12.<sup>54</sup> Only 29% of total health expenditures in the country are through government sources and 68% by the private sector (of which 89% is by private households).<sup>55</sup> Gaps in the essential preventive services such as the expanded immunization, or the vertical programs are plugged through donor funding. Government and donor investments in health have increased health funding overall, but inflation<sup>56</sup> and inefficiencies in allocations and expenditures undermine improvements in health outcomes. For the fiscal year 2013-14 government allocations for health have gone up to PKR 35.6 billion.<sup>57</sup> The provincial health strategies are receiving donor support, for example the proposed World Bank financing of \$100 million for the Punjab Health Strategy.

Pakistan measures improvements in women's health through three national surveys, the Pakistan Demographic Health Survey (PDHS), the Pakistan Social and Living Standards Measurement Survey (PSLM) and the Pakistan Nutrition Survey that provide data primarily on women's reproductive health. Data on other health indicators is not always sex disaggregated. Funds for research, programs and interventions have only recently been available through donor funded initiatives for randomised control trials, intervention studies in addition to surveys already in use. Research on RH and its related issues has expanded considerably, Population Council, WHO, HeartFile and the Aga Khan University are worth mentioning. There is no national repository of research on women's health and a system to monitor the use and outcome of research is needed.

### Gaps and Challenges

- i. While access to health services for reproductive health has been a continuous concern, the public health system, though more affordable than the private system, is not as effective and quality care continues to be a major concern. Post abortion care protocols are inadequately addressed in public health facilities. Quality of care is compromised in the private health sector, where a lax regulatory framework allows dubious practices to go unchecked, adding to the burden of disease instead of preventing it and furthering the disparities in health outcomes.<sup>58</sup>

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54 Economic Indicators, Economic Survey of Pakistan 2012

55 National Health Accounts Pakistan 2009-10, Pakistan Bureau of Statistics

56 <http://www.sanianshtar.info/pdfs/CP-PB.pdf>

57 <http://tribune.com.pk/story/562590/annual-budget-govt-allocates-rs35-6-billion-for-health/>

58 Services Hospital Lahore where patients using certain heart medications died; or prescribing Hepatitis C medication to counter dengue. (various media reports)



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- ii. A proxy indicator for quality of care is the death in the first day of life. Pakistan has one of the highest rates of first day death and stillbirth during labor. (See Annex 3). The foremost obstacle is the ill-defined framework for monitoring outcomes of women's health and their determinants. Data on important indicators such as anemia in women is not easily available.
- iii. A national policy on non-communicable diseases is missing. A holistic approach to integrate HIV/AIDS prevention and treatment health systems is required, as well as family planning and reproductive health. Responsive in situations of natural or manmade crises needs attention.
- iv. Services by basic health units (BHUs) have been shown to be more pro-poor, yet health budgets are disproportionately allocated to large urban hospitals. An issue in tracking budgetary allocations and expenditures on women's health is the lack of a sex-disaggregated data for each category of health expenditure
- v. There is no national repository of health related research. A systematic review of research is required in the light of changes in health indicators, mortality rates of women, children, infants, and neonates. Also to be examined is whether research and evidence is used in policy making and development interventions.
- vi. There are gaps in budget data (allocations and spending) as it is not sex-disaggregated and location-specific. This includes budgets for education, disaster response, food insecurity and poverty. Analysis and feedback loops are not established with policy-making bodies.
- vii. It is imperative that information and understanding on the part of actors in the civil and criminal justice systems and citizens alike is ensured. Government facilitation for citizens, especially women, will be required to enable their to access to information.
- viii. Efforts are needed to reduce the gap and possible dissonance between provincial and national level policies, institutional arrangements and bodies, and to promote provincial ownership of a joint policy.
- ix. Women's health needs to be addressed within a comprehensive framework for women's health, with indicators to monitor policies, programs, and also outcomes.

### D. Violence Against Women and Human Rights of Women (#I)

The period between 2009 and 2014 is an important chapter in the country's history as a democratically elected government was able, for the first time, to complete its tenure. An unprecedented number of pro-women legislation was passed and bills tabled in the national and provincial assemblies during 2009 to date. Most legal protections were secured for women through cross-party alliances between women leaders of different political parties (women's caucuses). These laws recognized harassment, acid throwing, rape, and discriminatory practices as crimes against women. The amendments to the criminal penal code delinked rape

from adultery (an important correction of an error compounded in the Hudood Ordinance of 1979). After the 18th Amendment, and the devolution of ministries, responsibility regarding women's rights legislation and initiatives now rests with provinces. The progress in some provinces has been rapid and in others uneven, exacerbated by the deteriorating law and order situation and the militancy crisis.

The major pieces of legislation passed in connection with women's right in Pakistan since 2009 include:

- i. The Protection Against Harassment of Women at the Workplace Act, 2010 (AJK 2011, Punjab 2012, Gilgit-Baltistan, 2103)
- ii. Prevention of Anti-Women Practices (Criminal Law Amendment) Act, 2011(pertaining to forced marriages, customary practices and inheritance deprivation in the name of custom)
- iii. The Acid Control and Acid Crime Prevention Act, 2010
- iv. The Women in Distress and Detention Fund (Amendment) Act, 2011
- v. National Commission on the Status of Women (NCSW) Act, 2012
- vi. Elimination of Custom of Ghag<sup>59</sup> Act, 2013 (Khyber Pakhtunkhwa)
- vii. Right to Ownership (Women) Act 2011 (Khyber Pakhtunkhwa)
- viii. Domestic Violence Prevention and Protection Act, Sindh (2013) and Baluchistan(2014)
- ix. Provincial Commission on the Status of Women, Act, Punjab 2014
- x. Khyber Pakhtunkhwa Deserving Widows and Special Persons Act, 2014.

The Domestic Violence Bill has been drafted and ready in AJK, Punjab, KP and at the Federal level where it was passed in the upper house of Parliament but lapsed as the term of the National Assembly ended.

The Government of Pakistan has encouraged strong structures and institutions for addressing violence against women and girls. The National Commission on the Status of Women set up in 2000 was granted autonomous status in 2012. Provincial Commissions have been set up in KP, AJK (2013) and Punjab (March 2014). It is expected that the other provinces would soon follow suit. The KP PCSW has also set up District level CSWs. In addition to sufficient resources, the independence of the PCSWs from bureaucratic and political interference is necessary, in order to perform effectively. The NCSW and the PCSWs need to have a consultative status and a seat at the table in all government decision making bodies.

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<sup>59</sup> The custom where a man demands a woman for marriage with or without her consent by making a public declaration, often firing gunshots outside her house,



## Section-2 Progress in the Implementation

The National Commission for Human Rights Act, 2012 defines human rights as “the rights relating to life, liberty and dignity of the individual guaranteed and included in the international instruments including political and women rights”. Human Rights Cells on the courts have been formed and there is an active parliamentary committee on Human Rights.<sup>60</sup>

Offices of Ombudspersons, as per the Protection against Harassment of Women at the Workplace Act 2010, have been established at the federal level and in Sindh, Punjab and Khyber Pakhtunkhwa.

The Government of Punjab through its Punjab Women Empowerment Package (2012) has developed implementation mechanisms for PWEF to ensure property rights to women, 24/7 toll free helpline and help desks in every district of Punjab for women survivors of violence and, establishment of the Acid Burns Survivors Board and a PKR 2.5 million fund for care and assistance to victims of acid attack.

Specific measures for women’s empowerment, prevention of violence against women and, safeguarding property rights/right of inheritance of women undertaken by the Provincial Governments of Punjab, KP, Sindh and Balochistan include establishment of separate Women’s Development Departments in Balochistan, Punjab, Sindh and KP to promote measures for women’s empowerment; Separate Women’s Development Directorate in Balochistan; approval of Gender Equality Policy in Balochistan and policy for prevention of violence against women in Punjab by respective cabinets; establishment of CEDAW provincial committees in Balochistan, Punjab, Sindh and KP for implementation of CEDAW articles and to monitor progress; preparation of Provincial Women Empowerment policy framework for Balochistan; adoption of Provincial Policy for Women Empowerment by the Sindh government; mediation of women through Institutive Alternate Dispute Resolution at the provincial level in Sindh; Legal Reforms to Ensure Speedy Trials of Cases of Women and Quick and Easy Access to Justice in Sindh and; other support measures like the Khyber Pakhtunkhwa Deserving Widows and Special Persons Act, 2014 enacted recently for the protection of deserving widows.

The Federal Investigation Agency set up a toll free helpline to monitor cross border trafficking and support trafficked survivors. A similar service needs to be extended to domestic trafficking of women. Statistics on trafficked women- within or across borders are not readily available to the public and civil society organizations.

Gender responsive policing measures are being instituted by the National Police Bureau to provide sensitive support to survivors of violence. NPB has developed Standard Operating Procedures (2008) for dealing with women and supporting

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<sup>60</sup> Composition of the Commission also includes Chairperson, NCSW as ex-officio member, and two of the nine members shall be women.

victims of violence against women. Gender Strategy of Police (2012-16) has also been devised to serve as a framework for police service. Women complaint cells to report on VAW or other matters have been set up in 72 police stations in KP and 7 in Punjab- others are being set up in Punjab, Sindh and Balochistan. To ensure accurate data collection, Government of Pakistan has established the 'Gender Crime Cell' (GCC) within the National Police Bureau (April 2006) that serves as a central repository for data on cases of violence against women, especially of gang rape, rape, abduction, kidnapping and honor killing i.e. all cases of physical violence covered by the Pakistan Penal Code currently captured in the First Information Reports, the primary source of GCC data on gender-based violence. Accuracy of data will increase when all the provinces enact legislation on domestic violence to capture emotional, economic or psychological aspects of VAW. Moreover large numbers of cases are neither reported nor registered and some mechanisms have to be in place to at least follow up on cases reported in the media. Effectiveness of GCC data collection suffers from staffing shortages and continued gender sensitization trainings, and the lack of provincial Gender Crime Units.

Support mechanisms such as Women Crisis & Rehabilitation Help Desk and 24/7 toll free help line planned for the district level in Punjab will help maintain disaggregated data on gender-based violence. Data is also collected through complaint cells, media cells and Shaheed Benazir Centers for Women in Sindh; placement of separate 'report registers' to file complaints of all cases against women and children by the Government of Khyber Pakhtunkhwa (KP) and; statistical data gathering on gender based violence by Government of Baluchistan in collaboration with civil society organizations<sup>61</sup>.

Provincial governments have provided for support structures including shelters (Darul Aman) and 44 crisis centers for dealing with victims of violence. The crisis centers for women were devolved to the provincial governments under the 18<sup>th</sup> Constitutional Amendment; Sindh, Balochistan and KP have adopted these crisis centers and the federal government operates remaining twelve centers in Punjab. These vary in the level of quality of services and operations.

The Government of Pakistan has also taken stringent measures to curb the offence of acid throwing and, the "Criminal Law Amendment Act (2011)" has been enacted to make the offence of acid throwing non-compoundable. Despite judicial decisions in favoring the acid survivors, challenges exist in implementation of the law and regulation of the sale and purchase of acid. There are currently 6 Government Burn Units in civil and military hospitals in Pakistan equipped with modern facilities to treat burn victims, and a burns unit for the rehabilitation of acid attack survivors in Multan (Punjab Health Department). Similarly District hospitals also provide

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<sup>61</sup> United Nations CEDAW/C/PAK/Q/4/Add.1 Convention on the Elimination of All Forms of Discrimination against Women; 16 November 2012

## Section-2 Progress in the Implementation

burn treatment but are often poorly equipped due to resource constraints and are unable to handle serious cases. Punjab has also set up an Acid Survivors Board and fund for care and assistance to victims of acid attack.

The law and order situation affects women rights in multiple ways. Sectarian, religiously motivated attacks resulted in deaths and exodus of different communities throughout Pakistan. Women are hard hit on a number of counts- left to fend for themselves as men are killed or migrate to other places; or as victims of targeted killings as in the attacks on religious processions. Ethnic targeted killing have also resulted in the deaths of women, as in the attack on college bus carrying Hazara women students (in Quetta). Human rights defenders are not safe and many lost their lives in targeted attacks. Prominent killings of women human rights defenders Parveen Rehman of the Orangi Pilot Project,<sup>62</sup> the Central Vice President of the Pakistan Tekreek-e-Insaaf (PTI), Zehra Shahid Hussain, in Karachi, and Farida Afridi in KP. Protection mechanisms for human rights defenders have to be instituted.

Owning a computerized national identity Card (CNIC) issued by NADRA is essential to access rights. Not all women are able to obtain CNICs when they turn 18 as required by law, but NADRA with the help of government and non-governmental organizations has mobilized women for registration for CNIC. The recent elections and the Benazir Income Support Program (BISP) have increased the number of women with CNICs. Requirement of CNIC for registration of marriages would be a disincentive to early marriages, and presence of person with CNIC would eliminate cases of women being deprived of inheritance and property rights.

Women's participation in political life has registered a general upward trend since 2009, with a sharp increase in women entering the political arena in the General Elections of 2013. The presence of women in parliament due to reserved seats, while presenting a dilemma for nominated women due the ambiguity of assigned constituencies, has demonstrated the positive impact of their presence through their active role in political campaigns and in parliament (attested by the formation of political caucus and the passage of pro-women legislation). Unfortunately women's representation in local government has been reduced in most of the provincial local government laws from the earlier 33% representation.

### Gaps and Challenges

- i. Progress and implementation, despite the passage of progressive laws, is uneven due to systemic and societal factors as noted below. FATA and other regions remain outside the purview of national and provincial legislation,

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62 Parveen Rehman founded the NGO Urban Resource Centre in Karachi in 1989 and was also a Member of Board, *Saiban*, an NGO working on low income housing issues at the time of her killing, she was Director, the Orangi Pilot Project- Orangi Charitable Trust (OPP-OCT), the microfinance branch of OPP). No arrests have been made in her case so far February 2014).

and rights extended to women in Pakistan are not extended to women in the tribal areas. The Domestic Violence Bill is still pending in two provinces and at the Federal level.

- ii. Women suffer due to inefficient implementation of laws, and the parallel judicial systems, that deny women their constitutional and human rights.<sup>63</sup>
- iii. Institutional mechanisms including shelters and crisis centres set up to address VAW and women's human rights are under resourced and often lack necessary capacity. The challenge is to develop an integrated, reliable and publicly accessible database on VAW that captures all forms of abuse and to revise FIRs to ensure appropriate classification of forms of VAW in cases filed at the district and sub-district level police stations.
- iv. Inadequate knowledge of laws for women's protection against violence among law enforcement agencies and lower judiciary, and politicization of police departments leads to protection of influential perpetrators of violence rather than the victims.<sup>64</sup> Poor investigations and biased medico-legal reports compound the situation.
- v. Aspects of the *Qisas and Diyat* law and the Law of Evidence include discriminatory provisions with the former often used to avoid murder cases including those of killing in the name of honour.
- vi. The positive ruling of the Supreme Court upholding the right of adult Muslim girls to marry without their guardians' permission (2003) continues to be flouted and girls and young women are forcibly married and those who dare to marry of their own accord are often murdered by their male kin.

### E. Women and armed conflict

Extremism, sectarianism, (at times overlapping with subnational movements); terrorism and militancy are some forms of political violence and non-traditional threats that dominate the internal security environment of Pakistan. Such forms of security issues have caused casualties, injuries, death, and displacement just to name a few.

Rising up to the need to deal with non-traditional security threats and the magnitude at which it endangers women and children National and Provincial Disaster Management authorities that mainly focus on natural disasters, have played a major role in alleviating IDP issues. These interventions include creation of Women Friendly Spaces; Facilitation Centers, Darul Aman (i.e. house of peace/protection); and Women Crisis Centers.

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63 The Sindh High Court declared informal tribunals (*jirgas*) illegal; NCSW's petition on the issue is also in the Supreme Court.

64 The self-immolation of a 16 year old student on hearing that her rapists had been released by the police is a case in point. Sometimes the police join the perpetrators in pressurizing the victims to withdraw their cases or settle out of court.

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Outside its borders, Pakistan is one of the largest contributors to the UN Peacekeeping Organization (UNPKO); their mission being providing protection to refugee and displaced populations. Since 2008-09, the Government's commitment to para 6 of the UNSCR 1325 has allowed partnerships between itself and UN Women, Commonwealth Secretariat, educational institutions, such as, the Institute of Peace & Conflict Studies (NIPCONS) at NUST, to plan and implement specialized pre-deployment trainings for sensitizing and building capacities of peace-keeping forces on issues of gender, particularly gender based violence; and also ensure women participation in Pakistan police, military, and in peacekeeping forces.

A few specific initiatives led to the participation of women, allowing them to contribute towards peace, nationally and beyond borders. For example, UN Women organized a series of Peace Conferences that connected affected women with policy makers, and engaged the Women Parliamentary Caucus for increasing women's role in peace and conflict resolution. A convention on "Role of Women Parliamentarians in Peace, Security and Reconciliation" (2010), and National Parliamentarian Forum (Sept 2012) was held. The parliamentarians dialogued with their counterparts in Afghanistan, including those on High Peace Council; discussed issues with UN Secretary General (August 2013), participated in regional parliamentary diplomacy, passed resolutions condemning attacks on civilians, and adopted a peace declaration emphasizing human security, and women's empowerment through increased participation of women at policy and decision-making levels. Further, it facilitated a national consensus through National Women Assembly for Peace and a Charter of Demands and Declaration from more than a hundred and fifty organizations allowing connectivity between local women and policy makers. Since November 2012, the Women Regional Network consisting of Pakistan, Afghanistan and India has progressed towards defining the parameters of security, research, disarmament, effective protection, better understanding of internationalization of local conflicts, and promoting next generation of women's movement. Within civil society, several organizations, especially women's organizations are actively working with women and communities on peace and conflict, identifying conflicts, piloting early warning systems, and promoting community owned/ based peace initiatives.

Recent years have seen the induction of women in the air force as fighter pilots and there has been a gradual increase in the number of women entering the police force and the armed forces.

The Post Crisis Need Assessment (PCNA) for KP and FATA identified nonviolent conflict resolution and emphasized gender, social cohesion and stabilization. The Ministry of Interior, through its National Crisis Management Cell, formed a comprehensive strategy to control Small Arms and Light Weapons (SALW) for effective de-weaponization<sup>65</sup> involving legal, regulatory, administrative framework

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<sup>65</sup> With the support of the UN Program on SALW

as well as manufacturing and record keeping details.

The National Internal Security Policy (NISP 2014-2018) announced by Ministry of Interior upholds the importance of a *Composite Deterrence Plan* and *Comprehensive Response Plan*. The policy makes commitment towards protection of life, property and fundamental rights of all citizens; promotion of pluralism, freedom, democracy and culture of tolerance; peaceful resolution and management of disputes with hostile elements without compromising the rule of law. Implementation of NISP will require PKR 32 billion in the first year and the funds have been allocated to NACTA; efforts are needed to make these processes inclusive and responsive to women. For example, NACTA has been allocated a research budget, and while the policy does not specifically mention women, funds should be set aside for research on specific threats women face in security situations, their role as peacemakers, and in the *National De-radicalization Program*, also announced in NISP.

Defence budgets continue to be the second highest category of expenditures for the Government of Pakistan.<sup>66</sup> Recent increases are more due to operational expense than further investment in combat technology. The defence budget has increased from PKR 570366 million in 2012-13, to an estimated PKR 627226 million in 2013-14. Police will also be supported through funds allocated to the National Counter Terrorism Authority (NACTA).

### Gaps and Challenges

Women protection and participation in public domain remains an issue mainly due to cultural restraints and threat of violence –scores of innocent women, children (and men) have been victims of bombings. Women, particularly Human Rights Defenders, stepping beyond cultural dictates are vulnerable to assault and death threats- and several have been killed. Women’s potential as influential decision makers in conflict resolution and peace is undermined by the violence and the other vulnerabilities that arise from domestic violence, trafficking, and forced marriages associated with militancy. Noting this Senate unanimously passed resolution (12 Feb 2014) stating that women and minority rights are “non-negotiable and should not be compromised in negotiations with Taliban.”

The NISP emphasis on the role of civilian machinery, rather than military apparatus, in dealing with internal security threats is a great opportunity for both the elected government and civil society to ensure human security, and protection and participation of women in conflict resolution. The response to security threats needs to incorporate a “do no harm” policy, especially with regard to vulnerable refugee and displaced populations, including refugee Afghan women and children.

NISP focuses on capacity building of police force, but mechanisms and gender-specific budget allocations are needed to ensure that more women are recruited

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66 PILDAT Understanding Budget 2012-2013



and trained, beyond the current low ratio of women in the police force (less than 5% although increased quota's exist). Some progress has been made in this regard through gender-responsive policing initiatives.<sup>67</sup>

### F. Women and the economy

Women have been recognized as drivers of economic growth in the draft Vision 2025,<sup>68</sup> described as the long-term planning blueprint for the Government of Pakistan and women empowerment is noted separately under the major thematic area of Social capital.

The share and contribution of women in the Pakistan economy has been steadily rising though it remains undercounted and underpaid. The Labour Force Survey includes additional questions to capture women's marginal economic activities and presents statistics on the augmented LFP. Female LFP (15 years of age and above) increased from 21.36 in 2009 to 24.3 in 2012-13. The employment to population ratio<sup>69</sup> for females remains low at 22.3 percent representing relatively fewer job opportunities. Similarly, a glance at the composition by occupation shows that the majority of women (61.3) are contributing family workers, approximately 22% are employees, approximately 17% are self-employed and less than one percent are employers. This reveals that very limited employment opportunities exist for females, particularly in rural areas. In categories like technicians and associate professionals and skilled agricultural and fishery workers, which are low-paid jobs, the process of feminization is noted. Occupational segregation tends to be one of the key determinants of differentials in male and female earnings in Pakistan, and the gender pay gap is larger in the low-paid jobs as compared to high-paid jobs. No legislation actively prevents occupational segregations, or wage discrimination based on sex, though Pakistan has ratified 36 Conventions, including the eight core Conventions of the ILO. The transition from education to employment is limited however, and female labour force participation in Pakistan decreases with an increase in educational attainment. This implies a virtual absence of women corporate leaders in Pakistan, positions that require college and university degrees.<sup>70</sup>

The majority of women in the labour force are in agriculture and while studies point to the interest and need for non-farm work, they are hampered by inadequate skills and opportunities as well as lack of infrastructure. Approximately 74% of the non-agricultural employment in Pakistan is in the informal sector and 72% of women in non-agricultural employment are in the informal sector, while 28.3% are in the formal non-agricultural work.<sup>71</sup> The economic downturn has affected

67 Supported by GiZ, NORAD and UN Women, among others.

68 Planning Commission on Pakistan

69 Does not include unemployed persons

70 SPDC report (2005)

71 Labour Force Survey Report 2012-13 Table 17 page 28.

women's employment as well. The majority of own account and contributing family workers in agriculture are women; most of this is vulnerable employment (seasonal/ economic shocks). Thus rural women's non-farm employment provides the much needed supplementary household income diversification and security. This if combined with market linkages has immense potential to contribute to growth, employment generation and poverty alleviation. Women's entry into the non-farm market has increased (in contrast to the declining trend for males), due to "push" factors i.e. falling agriculture productivity, low return from agriculture and declining household income. However non-farm opportunities remain limited for most women, and men, because of low literacy and skills, as well as poor infrastructure. Women's access to agricultural extension services too is limited. Small and subsistence farmers, who are mostly women, are rendered vulnerable in the absence of an agricultural policy.

Large numbers of women are employed in the informal sector, often as home-based workers (HBWs)—figures for home-based workers range from 12.5 million to the official figure of 8.5 million. Despite several attempts there is still no legislation protecting the rights of home-based workers or domestic workers and Pakistan has not yet ratified the ILO Convention on Home Work. The Punjab cabinet approved a policy for HBWs, which is not yet operationalized nor translated into law. A policy at the Federal level is in the pipeline. Laws do exist that protect the right of piece-rated contract workers to receive the same wages and benefits as received by a permanent worker, but enforcement is weak.

Several new pieces of legislation are relevant (for complete list of existing legislation see [Annex 1](#)). Sindh passed the Industrial Relations Act 2013, and KP passed a Minimum Wage Act, both of which are likely to have a limited impact on women given their preponderance in the agriculture and the informal sector.

Further the government announced a 10% quota for women in public sector employment; Punjab raised this to 15% and Sindh to 25%, but few mechanisms are in place to increase the numbers of women in public service. Punjab has lifted the ban on recruitments and 25000 posts for women have been created at different tiers, and 70% of jobs in primary education have been earmarked for women. Further the Punjab Fair Representation of Women Act 2014 ensures 33% representation of women on all boards of statutory bodies, public sector companies, etc.

The *Criminal Law (Amendment) Act 2010* criminalizes "Sexual Harassment" in general and also in the workplace. Together with the *Protection against Harassment of Women at the Workplace Act, 2010* it has been implemented to some extent, but important conditions, such as instituting committees for handling harassment cases in all public and private organizations, including government ministries, divisions and departments has been unevenly implemented. Provincial



ombudsmen are now in place in Punjab and Sindh.

Article 37 of the Constitution of Pakistan makes reference to maternity benefits for employed women, but extends only to certain occupations. Maternity leaves extend to 12 weeks with pay.<sup>72</sup> Post devolution, this national law has not been re-enacted as a provincial law. However, Punjab has recently amended the rules to facilitate maternity leave and added one week paternity leave for male employees. Punjab has also increased grants for establishment of day care centers through the newly established Punjab Day Care Fund Society (PDCF), and crèche facilities will also be made available in Workers Welfare Schools.

Women entrepreneurs received a boost with the passage of the 2006 Trade Ordinance, as it mandated all the regional chambers to induct at least two women members onto their boards and promoted setting up of women's chambers of commerce. As a result, by 2011, there were 60 women members on the Boards of different Chambers of Commerce, and eight women's chambers were registered, some in conservative areas like Mardan, Peshawar, and Quetta.<sup>73</sup>

Female entrepreneurs are mainly involved in small enterprises but are more likely to employ women. Over 50 percent are university graduates or postgraduates which indicate that education plays a vital role for a woman to initiate an enterprise.<sup>74</sup> Government initiatives to provide skills training and credit for "youth" invariably targets young men. Separate programs for women are created that focus more on handicrafts skills training. However the recent Prime Minister's Scheme for Youth has set aside 50% of loans for women entrepreneurs.

Access to resources for women has improved through several targeted initiatives, primarily from the microfinance institutions. Almost 58% of active borrowers are women,<sup>75</sup> though fifty to seventy percent of microloans to women are used by their male relatives. Less than 25% of Pakistani businesswomen are microfinance borrowers as preconditions for loans discourages them including the requirement of having a bank account—only 3% of Pakistani women (ages 15 and above) have an account at a formal financial institution.<sup>76</sup> Some microcredit institutions such as Kashf Foundation and the Islamic microcredit Akhuwat Foundation do not have stringent preconditions and offer their services primarily to women. Interest free loans are also being provided to poor women by the Punjab government through the Akhuwat Foundation. Similarly BISP has a long term interest free loan for

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72 See West Pakistan Maternity Benefit Ordinance, 1958

73 Anna Nadgrodiewicz Empowering Women Entrepreneurs: The Impact of the 2006 Trade Organizations Ordinance in Pakistan April 2011. Downloaded from <http://www.cipe.org/publications/detail/empowering-women-entrepreneurs-impact-2006-trade-organizations-ordinance>

74 SPDC 2009. Women at Work

75 MicroWatch issue 25, Pakistan Microfinance Network 2013

76 World Bank 2012. The Little Data Book on Financial Inclusion

women of eligible poor households. The First Women bank Limited (FWBL) has been instrumental in providing women entrepreneurs with credit and support.

Women's access to asset ownership especially land is limited by customary legal and procedural barriers. Usufructuary rights (the right to use land and to take the fruits of the land for life only), common in rural areas give women access to the land, but leave her without any security—as demonstrated in the recent floods and the earthquake, when only male owners received compensation and reconstruction aid. The government of Khyber Pakhtunkhwa passed the Enforcement of Women Ownership Rights Act 2012 that provides legal protection to women's right to own property. Violators of the law are liable to punishment of at least five years imprisonment along with a fine up to Rs.50000.<sup>77</sup> In order to facilitate inheritance of property, the Punjab Land Revenue Amendment Act 2012 mandates partition of property by revenue officers within 180 days from the date of sanction of inheritance. The federal and provincial governments have also initiated schemes, albeit on a limited basis, to allot state land either to the landless, either to women only or as joint ownership with spouse. The recent digitization of land revenue records in several provinces (including Punjab and KP) will provide more data on women's possession and ownership of this valuable asset. Overall only 11% of ever married women own a house alone or jointly and in KP and Gilgit-Baltistan are far more likely to own a house.<sup>78</sup>

Given the increasing constraints on fiscal resources, there has been a large cut back in public sector allocations to the social sectors, and ban on recruitments, which affected the employment of women in these services. Power outages and an international recession have also contributed to the downturn. Both higher inflation and unemployment have altered intra-family consumption patterns with less food available for women and girls, and women and girls taking up vulnerable employment with long hours at low wages.

### Gaps and Challenges

- i. Government initiatives to promote women's economic participation are not achieved due to weak implementation and lack of resources. For example, the affirmative quota for women employees in the federal government was increased from 5% to 10% in 2004 (and higher in some provinces), yet there are less than 4% women in the civil service, these too mainly in the lower cadres. Economic policies rarely mention women, and reference to women is not linked to targets, specific objectives or resources.
- ii. Macroeconomic policies, that mainstream women into the economy are lacking as are resource allocations for stated policies, and the dearth of farm and non-farm opportunities available for women in the formal sector

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77 HRCP Pakistan State of Human Rights in 2012

78 PDHS 2012-13: pg. 204.

limits progress. Factors, such as a safe, secure and reliable public transport system, availability of uninterrupted power supply, and an attractive investment environment for the private sector influence what opportunities are available for women and how they will access it.

- iii. Personal security remains a key factor keeping women out of the workforce, and requires the full attention of law enforcement agencies.
- iv. Women home based workers are not given social protection and subject to labour laws. It is important that the draft HBW Act is passed by the national and provincial assemblies as soon as possible.
- v. The majority of women in the labour force work in agriculture but are not recognised as workers and opportunities for them to improve skills are lacking. Policies for increasing agricultural growth, especially in livestock and other female labor-intensive activities are important in sustaining the contribution of women to the rural economy.
- vi. Occupational segregation and gender wage differentials (as noted in the CEDAW Concluding Observations) remain to be addressed.

### **G. Women in power and decision-making and Institutional mechanism for the advancement of women (#H)**

The 2013 general elections witnessed a tremendous increase in the number of women candidates on general seats; 419 women ran for office on general seats in the federal and provincial assemblies compared with only 192 women in 2008, and 188 women in 2002. Almost twice as many women contested National Assembly seats compared to the past, thrice as many for the four provincial assemblies. The Political Parties Act was amended in 2011, extending voting rights to the Federally Administered Tribal Areas (FATA) and enabling women in these areas to cast their votes and contest National Assembly seats in 2013 for the first time in Pakistan's electoral history. Only 6 women were successfully returned on general seats in the National Assembly (as opposed to 16 in the previous Assembly), a meager 5.8% of the total. Together with women elected on reserved seats, women comprise 22.5% of National Assembly members and 18.6% in the Provincial Assemblies. (There are no women's reserved seats for FATA.) Women constitute 19.5% of the total number of elected legislators, still short of the BPfA target i.e. 33%.

Women legislators however assumed several new leadership roles, and were effective lawmakers and voices of their constituents – both women and men, paving the way for a new political culture. The 13<sup>th</sup> National Assembly (2008-2013) had the country's first female Speaker, in 2011 for the first time ever a woman became Pakistan's foreign minister, and women held several key positions in the government. Women legislators outperformed their male counterparts in terms of moving Private Members' bills and four pro-women bills were passed including the landmark "Prevention of Anti-women Practices Act".

In 2009, an office of the Women's Parliamentary Caucus (WPC) was established in the Parliament House. The WPC forged cross party alliances to debate, discuss and legislate on women's issues. The Provincial Assembly of Khyber Pakhtunkhwa has a caucus. A cross-party women's caucus formed in the Punjab Assembly in February 2009 became dormant, but on March 8<sup>th</sup> 2014, the Punjab Assembly passed a resolution recommending the establishment of a Punjab Women Parliamentary Group to promote women's rights in the province and a caucus has been formed. In Sindh, a provincial Legislation Committee comprising 2 female members of each political party, media and CSO representatives, reviews legislation from a gender perspective, and a caucus is imminent. The ratio of women legislators in the top echelons of both federal and provincial legislative houses remains low. In the cabinet today there are fewer women in senior positions than in previous cabinets. Out of 20 Federal Ministers, ten Ministers of State, three Advisors and two Special Assistants appointed by the Federal Government, there are only two women Ministers of State. In the Punjab Assembly, women comprise only two out of 21 Ministers although there are two women Special Assistants. In the Sindh Assembly, only three women figure in the 15 Ministers, two Advisors and eight Special Assistants, though the Deputy Speaker is a woman. In the KP and Baluchistan Assemblies, there are no women ministers at all, even though there was one woman minister in the previous KP Assembly and five women ministers in Baluchistan Assembly (2008-13). In AJK the Deputy Speaker is a woman and there are two women ministers. Gilgit-Baltistan has only one woman as Adviser (Tourism, Sports and Culture and Women Development). In the National Assembly the Standing Committee on Information, Broadcasting and National Heritage is headed by a woman and the parliamentary secretaries for Interior and Narcotics Control and for Petroleum and Natural Resources are both women. KP has four women parliamentary secretaries and Gilgit-Baltistan has one.

In 2009, the Inter-Provincial Ministers' Group on Women Development (IPMGWD) replaced the earlier donor-supported Inter Provincial Ministerial Coordination Group around CEDAW chaired by the MoWD. Comprised of provincial Ministers, Secretaries of WDDs, and the NCSW Chair, it has technical support from UN Women is tasked with: (i) Facilitating and strengthening independent Provincial Women's Development Departments to assume a stronger role in ensuring women's empowerment; (ii) promoting gender equality, women's human rights and women's participation in all spheres of life and effectively addressing the challenges of gender discrimination. Recently, the NCSW has offered and been notified to serve as Secretariat of the Group.

Women's political participation at the grass roots suffered a major setback as the new provincial local government laws have reversed earlier gains and reduced the number of seats reserved for women. The 2013 local government laws in Sindh and Punjab have reduced women's reserved seats to one out of nine directly elected first tier in Sindh, and two in every 13 in Punjab. The KP Local Government

## Section-2 Progress in the Implementation

Act has 33 per cent seats reserved for women at the tehsil and district levels. At the village/neighborhood council level there are 2 reserved seats for women with the total general population based seats to be 5-10. At higher, indirectly elected tiers, Sindh law provides for 22% seats reserved for women and Punjab for approximately 10%, while in KP it varies according to the tier of local government.

A greater turnout of women voters was seen in the 2013 elections, and in some regions, women voters cast their votes for the first time ever,<sup>79</sup> thanks to special measures taken by provincial election commissions promoting the participation of female voters in areas where historically no women have ever voted. Nevertheless, there is still a huge disparity between the number of registered male and female voters. Of the total 86.1 million registered voters in the 2013 general elections, approximately 56.38% (48.5 million) were men compared with 43.6% (37.5 million) women. More than 11 million eligible women voters remained unregistered in 2013, and many women were once again barred from using their voting rights in many regions of KP and FATA.

***Institutional Mechanisms*** Following the 18th Constitutional Amendment the federal Ministry of Women Development was devolved to the provinces which constituted, independent Women Development Departments (WDDs) in Punjab, Sindh and Balochistan and Women Empowerment Cell housed in the department of Social Welfare, Special Education in KP and AJK. At the federal level the Ministry of Human Rights<sup>80</sup> assumed responsibility for reporting on and coordinating women's rights before its merger into the Ministry of Law Justice and Human Rights in 2013. The strengthening of the National Commission on the Status of Women (NCSW) in 2012, the notification of three provincial CSWs (KP, Punjab and AJK) and the National Commission of Human Rights (see section on violence against women and human rights) are important milestones for women's machineries, despite the gaps and challenges that remain. Offices of Ombudsmen have been set up to monitor and redress women's complaints against harassment and discrimination at the workplace at Federal level and in Sindh and Punjab (2012).

The NCSW is now authorized to proactively enquire into complaints of women's rights violations, call officials for explanations and inspect government records. It currently has an independent Secretariat and budget. NCSW is usually consulted by the Foreign Office and the Ministry of Law, Justice and Human Rights and its mandate includes review of policies and laws from the gender perspective. It still lacks official consultative status regarding policy-development, planning or law-making and there is no obligation for either Parliament or concerned ministers to consider its recommendations within a reasonable timeframe. Even so, the NCSW has actively engaged in legislative reform, such as recommending the

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<sup>79</sup> For example in Lilliani, and Moazamabad.

<sup>80</sup> Subsumed under the Ministry of Law and Justice in 2013



repeal of the Hudood Ordinances, amending the Citizenship Act Wto eliminate discrimination, domestic violence, acid crimes, sexual harassment and revised NCSW laws. Furthermore, the National Assembly's Standing Committee on Human Rights invites a representative of NCSW to meetings of the Committee. In 2014, the Election Commission of Pakistan (ECP) included NCSW's recommendations for consideration in the revision of ECP regulations. NCSW has also collaborated with the Lahore High Court, for piloting a system of tracking cases related to women in District Courts and provided indicators to document the invoking new laws and to measure the pace of prosecution and conviction re litigation on women.

The provincial departments are now the executive's principal institutions for all matters related to women. The Women Development departments in the provinces, despite efforts remain under-resourced and lack technical capacity. WDDs have set up CEDAW committees, but concrete plans for coordination, reporting and implementation under CEDAW have yet to be formulated. The Punjab WDD has recently taken steps to clarify the mandate of the CEDAW Implementation Committee notified in August 2013 to guide province-wide CEDAW implementation in collaboration with relevant line departments, and to provide inputs to the Federal Ministry of Law, Justice and Human Rights for periodic reports.

***Women in civil service and the judiciary:*** In 2013, the federal government doubled the quota for women to 10% in civil administration. Punjab introduced a 15% quota in the provincial civil administration. Sindh increased it to 25%. However mechanisms to ensure the intake and retention of women in the civil service are required if the percentage of women civil servants is to increase beyond its current level of three to four percent.

There are 7 women judges out of a total of 103 judges in superior courts including the Federal Shariat Court, representing approximately 7 percent of the total as opposed to the desired 33% target set by the BPfA. Islamabad High Court has no woman judge. Only in the lower judiciary there are a sizeable number of women working at different tiers (District and Sessions Judges, Additional District and sessions Judges, Senior Civil Judges and Civil Judges). Figures available for Sindh show approximately 20% women are functioning at that level.

### Gaps and Challenges

- i. Increasing rigid religiosity and militancy present a huge threat to women's decision-making in general and active participation in the political arena and public sphere in particular. Attacks targeting female students in KP and Balochistan, female health workers as well as on personnel assigned to protect them, and general threats and attacks on women's rights organizations, compounds pre-existing cultural norms promoting gender-based segregation and the seclusion of women from public spaces and constrains women's entry and participation in the public sphere particularly the political arena.
- ii. The system of awarding election tickets to candidates able to resource

campaign expenses and marginalizes their participation in political and decision-making spheres. The Political Parties Act (1962) and the People's Representation Act (1976) need amendments to ensure that recommendations of Pakistan NPA 1998 are fulfilled (30% women's membership in political party; 10% women in party decision making to be able to contest 30% or more seats). The reduction in seats from 33% in local government structures which have proven to be nurseries for women's political participation and springboards for provincial and national engagements, is a setback.. Women's reserved seats need to be uniformly increased to 33% in all legislative bodies preferably on the basis of direct constituencies and through joint electorates of all women and men.

- iii. The continued underrepresentation of women in federal and provincial ministries, all task forces, financial committees and bodies tasked with development planning, implementation and monitoring, as well as committees/processes reviewing progress on international obligations in particular CEDAW and the Child Rights Convention. Similarly the 10-15% quota for women in civil service remains to be achieved. The recent step by the Punjab government to appoint an additional 25000 women to posts in decision making bodies in the province is a measure to be replicated in other provinces.

### H. Women and the media

Since 1995, the Pakistani media has experienced a sudden boom that has resulted in the emergence of new private channels, newspapers and radio stations. According to Pakistan Electronic Media Regulatory Authority (PEMRA), the number of Pakistani media channels has grown from just three state run channels in 2000 to eighty-nine in 2012. Figures from the All Pakistan Newspapers Society (APNS) reveal that there are more than 262 publications in print in Pakistan currently. In addition more than 100 private FM radio stations have been licensed in the last ten years. The EMRA ordinance of 1997, a landmark piece of legislation, acknowledged that "the airwaves of the country are a national, public asset and not a government monopoly" and that "any interested, eligible private citizen or organisations have equal right to operate their own radio and TV channels, just as private citizens have a right to publish and edit their own newspapers and magazines".<sup>81</sup> Since 2002, the media has become influential and powerful, and has seen a major influx of women in a variety of roles including anchors, hosts, camerapersons, editor, producers, etc. The majority of DJs and VJs on TV and radio channels are women, and women run several prime time talk shows and news analysis.

However women's participation in media is still considerably low and their professional growth in media still seems to be horizontal, not vertical. According to data from 35 media houses, women constitute only 1.8% of the employees

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81 <http://www.pakistaneconomist.com/database2/cover/c98-3.asp>



i.e. 281 women from a total of 15331 employees (Uks 2013:43).<sup>82</sup> Women's representation as office bearers in media trade unions is also limited. The number of women media heads, bureau chiefs, directors and editors is negligible, though since 2009, a few women have broken the glass ceiling and have ascended to top positions in media include the first and only woman Director General of Pakistan Broadcasting Corporation appointed in 2013.,<sup>83</sup> In cinema a number of female filmmakers are gaining acclaim and attention including the first Oscar winning documentary maker.

The National Media Policy by the government is silent on media and gender. In 2004 since approval of the 10% quota for women in Central Superior Services, the Ministry of Information, Broadcasting and National Heritage has 71 women employees out of a total strength of 270, and the ratio of women to men remains fairly high, above 20%, at all the officer grade levels (BPS 17-21)<sup>84</sup>. Regular women employees at PBC however is 3.45% and contractual employees 14.2%, are from both urban and remote rural areas.. The number of women in regional media outlets is quite low..

Notwithstanding the Protection Against Harassment of Women at the Workplace Act 2010 and the other the Criminal Law (Amendment) Act to cover harassment in public and private places very few media organizations (to which PBC is an exception) have adopted the prescribed Code of Conduct against sexual harassment at the workplace.

The Press Council of Pakistan has developed Gender Sensitive Media Guideline which is being finalized to promote gender awareness in media coverage. PEMRA also has a Code of Conduct that outlines Code of Conduct for Media Broadcasters and Cable TV Operators of.<sup>85</sup> However enforcement is lacking.

Since 2009, civil society organizations<sup>86</sup>, have organized trainings, consultations, workshops and conferences to educate and inform the media on gender issues. A Gender Sensitive Code of Ethics (2013) published by Uks Research Centre for print and electronic media, is observed in matters related to the right to privacy of victims/survivors of GBV including rape, assault, abduction, child sexual abuse, acid throwing etc. though oversights in other areas remain. Two leading media

82 Uks Research Centre. 2013. "Who's Telling Our Story? A Situation Analysis of Women in Media in Pakistan" The Global Media Monitoring Project 2010, reports that in Pakistan , 92% of women are presenters compared to 8% men, 11% women are reporters compared to 89% of men, and 26% of women are subjects of news items compared to 74% men. The statistics for local media in Khyber Pakhtunkhwa (KP) and Balochistan for women as sources of information (news) was 0.1% and 0.69% respectively (Centre for International Media Ethics (CIME)

83 Samina Pervaiz, .

84 Report from Minsitry 2014.

85 [http://115.186.57.67/images/docs/legislation/Code\\_of\\_Conduct.pdf](http://115.186.57.67/images/docs/legislation/Code_of_Conduct.pdf)

86 Uks Research Centre, Bolo Bhi, Women's Media centre

outlets in electronic and print medium have enforced their own codes of ethics and made them public through their websites.<sup>87</sup> In Feb. 2014, the National Commission on the Status of Women (NCSW) in collaboration with Uks Research Centre launched the Pakistan Women's Media Complaint Cell (PWMCC), where the public can register complaints about insensitive or sexist content seen/heard/read on Pakistani TV, radio or newspapers towards enhancing gender responsiveness in media organizations.

*Social media* has a significant role in giving voice to women and women's issues, facilitating access to policy makers/media persons and also demanding accountability as the case of Mukhtar Mai, and more recently the Kohistan video case demonstrate<sup>88</sup>—both of which were taken up and brought to the government's attention by social media in Pakistan.

### **Gaps and Challenges:**

Despite the seemingly insurmountable hurdles that hinder the progress of women in and through the media,<sup>89</sup> some promising developments have occurred since 2009 including the introduction to new legislations. While these changes have been encouraging the two objectives of the Platform for Action are yet to be met i.e. increasing participation and access of women to media and ICTs and portraying a balanced non-stereotypical image of women.

- i. The absence of training programs for women media professionals within their organizations, as well as by state media organizations, inhibits women's participation and career trajectories. Women continue to be a minority in the media workforce and underrepresented at top positions in Pakistani media houses. Further the division of news beat and coverage of news favors men. There are few women in unions of media professionals, and hardly any as office bearers.
- ii. Gender discrimination in remunerations/salaries and promotions prevails.
- iii. The implementation of a gender sensitive code of conduct and adherence to the Protection of Women Against Harassment at Workplace Act (2010) is yet to be taken up by the state or private media organizations, barring a few exceptions. The unfriendly working environments and harassment, late working hours, and lack of basic facilities in media houses discourages women from joining.

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87 Geo and Express News

88 Mukhtar Mai was gang raped on the orders of a traditional panchayat (informal dispute mechanism), and the Kohistan video case surfaced in 2012 when a tribal Jirga in remote Kohistan ordered the murder of five women and two boys seen in a grainy phone video of the girls clapping as the boys danced. The five women and three boys have been killed; a case against the Jirga has been registered and is being heard by District Court, Mansehra.

89 According to the 2013 report of the Committee to Protect Journalists, Pakistan is the 8<sup>th</sup> worst country in the world based on its updated Impunity Index.

- iv. A major challenge is the perception that regulations or policy attempts by the government is an infringement upon the freedom of press. Moreover, the regulatory body is ineffectual in controlling the stereotypical and sexist content on media, and there is no penalty for the breach of gender sensitive code of ethics.

In addition to these challenges, the government and media focus is on politics and the security situation in the country and gender issues in media are not a priority.

### I. Women and the Environment

Environment sector includes water and land resources, forests, water supply and sanitation, climate change, disaster management and energy. Pakistan is rated among the top 20 most vulnerable countries to climate change in the next 30 years.<sup>90</sup> As a significant proportion of the climate vulnerable population and as stewards of the household economy that underpins family well-being in both urban and rural settings, women are the first and hardest hit by climate impacts on natural resources especially the supply of food, water, livestock, and soil.

In Pakistan, the Federal Ministry of Environment was responsible for national level decision making until 2010. It was devolved as per the 18th Constitutional Amendment. One of its departments, the Pakistan Environmental Protection Agency (PEPA) was responsible for the implementation of Pakistan Environmental Protection Act, 1997 in the country. A new Ministry of Climate Change was set up in April 2012, after the Federal Cabinet approved the Climate Change Policy in March 2012. PEPA and its functions remain the same under the new Climate Change Division. Attached departments under the Climate Change Division include National Disaster Management Authority, Pakistan Environmental Planning & Architectural Consultants Ltd., Pakistan Environmental Protection Council and Zoological Survey Department.

There are Environment Protection Agencies (EPAs) at the provincial level and one in the Federal Capital Territory. Amongst the many functions of the EPAs in each province one is to hold hearings on environmental issues; the impact on women of environmental policies is seldom discussed. The response to civil society concerns raised in EPA hearings about the impact of environmental degradation on women has largely been ignored.

Pakistan has a National Climate Change Policy (2012), Sanitation Policy and National Sustainable Development Strategy (2012), National Environment Policy (2005), Disaster Risk Management Policy and a draft National Water Policy. Gender perspective is included in these policies is a step in the right direction. The inclusion and participation of women in environmental policy making and

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90 <http://germanwatch.org/fr/download/7170.pdf> and [https://www.maplecroft.com/about/news/climate\\_change\\_risk\\_list\\_highlights\\_vulnerable\\_nations\\_and\\_safe\\_havens\\_05.html](https://www.maplecroft.com/about/news/climate_change_risk_list_highlights_vulnerable_nations_and_safe_havens_05.html)

implementation needs further attention.

Several programs on water, environment, climate change and poverty have been initiated either by government, civil society or as a partnership effort. For example, Pakistan Poverty Alleviation Fund (PPAF) Disaster Management Strategy and Investment Program (2012-2015) specifically recognize the potential role of women in disaster management, as planners, implementers and agents of advocacy, not merely vulnerable victims. The National Rural Support Program and Rural Support Programs Network have also carried out considerable projects that include some women and environment interventions. Other CSOs working on women and environment include Shirkatgah, WWF, Hisaar Foundation, etc.

The relevant policies do include<sup>91</sup> gender-disaggregated statistics on environmental goods and services, gender mainstreaming provisions and strategies for effective participation of women in environmental projects and programs and links of gender and environment in all related education and training curricula.

### Gaps and Challenges

Implementation is weak on the commitments made in each of the policies, and post-devolution, provincial individual plans are being made without a national framework or guidelines, exacerbating the disconnection between provincial and national environment policies and agencies.

A clearly articulated gender inclusive strategy to operationalize the different environmental policies and strengthen the gender desks to understand environmental issues and mainstream gender is missing and required.

### J. The Girl-child

The status of the Girl Child in Pakistan has improved over time with new legislation and advocacy and awareness support through various development campaigns and initiatives.

Pakistan ratified the Optional Protocol to the Convention of the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography in 2011. This addressed a multitude of issues and covers the rapidly growing phenomenon of trafficking and internal movements of forced labour. Despite having ratified many of the international conventions, Pakistan has yet to implement the laws that address some of the most pressing child rights issues and has yet to form legislation to implement the Optional Protocol though it is obligated to do so before its next review.

Sex ratio's and age specific mortality are indicators of, among other factors, the discriminatory behaviour towards the girl child. In Pakistan, neonatal mortality

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<sup>91</sup> <http://www.environment.gov.pk/nep/policy.pdf>

is higher for boys, but postnatal mortality is higher for girls, and evens out for infant and under-5 mortality figures.<sup>92</sup> The sex ratio is particularly alarming for the age group 6-14 years with 113 boys for 100 girls. The social geography of sex discrimination means that urban families, with smaller family sizes and more access to birth control services, have more balanced sex ratios, while rural families, with strong son preference, and fewer family planning services have higher sex ratios as do the families in the lowest wealth quintiles.

PDHS 2012-13 however finds that nutritional status for under 5 children is on average equivalent for boys and girls, with boys more likely to be stunted and wasted. School nutrition projects target girls specifically, but are too few.

Eleven percent of Pakistani girls (6-16) are still out of school,<sup>93</sup> approximately 4.21 million of the 7.3 million primary ages out-of-school children.<sup>94</sup> Article 25-A provides for free and compulsory education ages 5-16 years, and if implemented would increase girl child enrolment and retention rates and has the potential to protect them from early marriage.

Child marriages are addressed through the Child Marriage Restraint Act 1929, which imposes negligible penalties for those involved in facilitating child marriage (family members etc.), even though it is tantamount to rape and child sexual abuse. Often child marriage is a result of forced conversions. One study shows that almost 24% of women were married before the age of 18 of which 7% were married before the age of 15 during the years 2000 to 2010 (Unicef). The Pakistan Social and Living Standards Measurement Survey (PSLM) data however reports that only 1% of girls are married in the 14-16 age group.<sup>95</sup> Pakistan has enacted the Prevention of Anti-Women Practices (Criminal Law Amendment) Act 2011 which, among other things, “criminalizes forced marriages, child marriages and other customary practices that are discriminatory towards women.” Yet since 2009, various efforts in the provincial and national assemblies to pass a stronger Act to abolish child marriage, raise girl’s age of marriage to 18, and mete heavy punishment to those violating the law have not been successful thus far.<sup>96</sup>

Child Sexual Abuse (CSA) is a major factor which affects girl children across the country. At least 6 children are molested every day in Pakistan and in 2012, there were 1,989 reports of girl child sexual abuse (71% of the total reported cases).<sup>97</sup>

In 2009, the Criminal Law (Amendment) Bill providing protection to children from cruelty (specific reference to CSA) was passed, and in 2013 the federal cabinet

92 PDHS 2012-1: Table 8.4, p 123

93 Annual Status of Education Report (ASER) 2013

94 Unicef 2012:

95 Zaidi Y. 2013. Status of Women and Men in Pakistan 2012. UN Women Islamabad, Pakistan

96 <http://www.isj.org.pk/child-marriages-in-pakistan/#sthash.5hLwC2bG.dpuf>

97 SAHIL year

## Section-2 Progress in the Implementation

amended it further to increase the minimum age of criminal responsibility from 7 to 12 years (not aligned to the CRC commitments). Specific issues addressed in the Bill include a punishment of life imprisonment for the offense of CSA, incarceration and a fine for wilful assault, ill treatment, neglect and abandonment causing a child psychological damage. For the first time child pornography is also brought under the purview of the Bill (2013), which is yet to be enacted into law.

According to the last Child Labour Survey conducted in 1996,<sup>98</sup> 3.3 million of the 40 million children (about seven percent of the total work force) were found to be economically active on a full-time basis. Of the 3.3 million working children, 73 percent (2.4 million) were boys and 27 percent (0.9 million) were girls. Current estimates (2012) put this figure at 10 million underage workers.<sup>99</sup> These children—working in brick kilns, factories, as scavengers, trash collectors, and as domestic workers—are invisible except when media outlets report on their plight, the recent maltreatment and physical abuse of child domestic workers being a case in point. The Child Right Movement (CRM - national chapter) notes that between January 2010 through March 2014, the media reported 74 cases of torture involving child domestic workers including 29 deaths. Eighty percent of these child workers were girls. In June 2013, the Supreme Court of Pakistan declared child domestic labour illegal.<sup>100</sup>

The provincial governments have drafted the Prohibition of Employment of Children Bill 2012, which have not yet been presented to parliament.<sup>101</sup> The Bonded Labour System (Abolition) Amendment Act 2012 remains shelved in all the provinces except Punjab where stringent penalties are prescribed under the law.<sup>102</sup> A Child Labour Unit was set up in the Sindh Labor Secretariat, with the intent of creating selected districts in the province as child labor free districts. Funded by the EU the CLU has been largely ineffective as not a single employer (until 2012) has been prosecuted under the ECA Act 1991. Similarly under the Act Child Labour Inspectors are to be notified, however these have also not been very effective in prosecuting employers.

Government initiatives include the Child Support Program (CSP) and National Centers for Rehabilitation of Child Labourers (NCRCL). Setting of minimum wage and legal support for bonded laborers, while not child specific, do afford

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98 Labour Watch Pakistan <http://labourwatchpakistan.com/?p=2106> | [labourwatchpakistan.com](http://labourwatchpakistan.com)

99 Unicef(2012) , Child Rights Movement (2012)

100 HRC No. 19859-G/2013 on the application by Hussain Ahmed. Unfortunately the federal government has not banned child domestic labour so far though by doing so it will apply to all the provinces that do not have child labour laws so far 9except Punjab, which does0.

101 SPARC Report 2012. SPARC has also lobbied with all the governments to raise the age to 16 (from the current 14) and to include domestic workers and home based workers in the bill as well).

102 ibid



protection to children as well. The CSP, under the Pakistan Baitul Mal provides poor beneficiary families a small stipend for two children kept in school. The NCRCLs, operational since 1995, wean child labour away from hazardous work, and teach them skills as well as provide free education, clothing, stipend and a subsistence allowance to parents. In both these programs, gender disaggregated data is not available. The education fund of the Benazir income support program (BISP) supports beneficiary families with a stipend for school going children.

Civil society initiatives include Anti Bonded Labour Cells with police, Child Rights Desk in selected police stations, and District Vigilance Committees to facilitate implementation of labour laws and report violations. However data on the girl child is not available.

### Gaps and Challenges

- i. An effective Child Marriage Restraint Act is needed with severe penalties for violators. Drafts have been presented in the provincial assemblies but have not been passed as yet. Further CNICs of both the bride and the bridegroom should be required for marriage.<sup>103</sup>
- ii. Enforcement of Article 25 A-provision of free and compulsory education. The law also has a stipulation for ending corporal punishment that would improve girl child enrolment if implemented.
- iii. A national child labour survey covering formal and informal sectors is needed at the earliest. Legislation for Prohibition of Employment of Children is required.
- iv. Data gaps need to be filled.
- v. Lack of child trafficking data and policy (especially internal) for purposes of domestic work, forced/bonded labour and prostitution e.g. bride price, loans etc.

### Challenges, gaps and obstacles

The impediments to sufficient progress on the BPfA commitments have been noted in Section I, and in the preceding paragraphs, under each of the twelve critical areas. A few crosscutting challenges are worth reiterating here.

1. The complex emergencies and crises faced by Pakistan in the last decade and a half have undermined progress on women's rights and diverted political attention and resources away from investments in women and human rights and the social sectors. All national and international commitments need to be operationalized with adequate financial technical and human resources. The crises have made women far more vulnerable than before and the

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<sup>103</sup> The NIC is issued to citizens at age 18, and making this mandatory will discourage underage marriages of girls.



creeping tide of extremism even in large cities, is a matter of much concern that requires immediate and stern government action. In the presence of a formal judicial system formal and informal parallel judicial systems need to be eschewed.

2. The reversal of gains made through the reservation of 33% seats for women at all tiers of local government (and the delay in electing local governments), not only reduces the political participation of women but also makes it that much more difficult for community women to have a voice in local governance. Mainstreaming of women is needed within political party structures as well, and women representatives on reserved seats need to be treated at par with their colleagues elected on general seats.
3. Gender disaggregated data gaps need to be filled.

As noted earlier in this section, the austerity measures prompted by the war on terror, the economic downturn, the natural disasters, and finally the IMF loan conditions have created insecurity and vulnerability especially for women. While poverty may have diminished, rising inequalities push individuals to take extreme steps such as suicide (daily reports in newspapers). The cost of basic necessities, fueled by the increase in power and fuel tariffs, has created pockets of extreme poverty. The public sector ban on recruitments has limited job opportunities and the high operating costs and political uncertainty have decreased investments and many small and medium size businesses have been forced to close down. Women, as direct participants in the economy, and as household managers, are hard hit.

# Section 3

## Data and Statistics

Pakistan Bureau of Statistics (PBS) is the national data collection agency, a merger (under the General Statistics (Reorganization) Act 2011) the Federal Bureau of Statistics (FBS), Population Census Organization (PCO), Agriculture Census Organization (ACO) and Technical Wing of Statistics Division. The main functions and data collection activities of the PBS are noted in [Annex 2](#). A second source of statistics is the national Pakistan Demographic and Health Survey (PDHS) conducted by National Institute of Population Studies (NIPS). Separate data generation through surveys, and information at the provincial and federal level is undertaken for example by the health and education departments. Each province also has its own provincial bureau of statistics.

PBS conducts several nationwide surveys that generate data relevant to monitoring progress on gender equality. These surveys are the Pakistan Social and Living Standard Measurement Survey (PSLMS), Household Integrated Economic Survey (HIES), and the Labor Force Survey (LFS). Additionally, PBS is also responsible for the Agriculture Census and the Population Census. In 2007 PBS conducted the first ever Time Use Survey.

Every five years PBS also publishes Compendium of Gender Statistics, covering the following topics: population, fertility and mortality measures, household and family structure, health profile, family planning, education, labour, time use patterns, women's role in public life etc.

The PBS is also part of the SAARC Gender Information Base (SGIB), collecting and analyzing national data on three prioritized themes of violence against women, health (including HIV/AIDS), and feminization of poverty. The indicators for the SGIB and the other national surveys are noted in [Annex 3](#).

The indicators in all the aforementioned surveys align with thirty-three of the fifty-two indicators contained in the set of minimum gender indicators. There is data for some of the other indicators but it is not sex-disaggregated. On violence against women, the PDHS survey 2012-2013 contains questions on domestic violence. As part of the SGIB initiatives PBS is also committed to generating data on violence against women. Data on other indicators will be available after the population

### Section-3 Date and Statistics

census is completed.<sup>104</sup> Unfortunately the census, to be held in 1998, has been postponed multiple times due to political reasons as well as the natural disasters that affected Pakistan in recent years (earthquake 2005, floods 2010-2011).

The data for the minimum set of gender indicators is attached at [Annex 4](#).

Some of the additional information collected by PBS includes an indicator on dependency ratios.

The Gender Crime Cell (National Police Bureau, Ministry of Interior) collects data on monthly basis from cases registered at all the police stations in Pakistan on crimes against women, including cases of domestic violence, acid attacks, honor killings etc. Since it is based only on registered cases, the data under-represents the actual number of cases.

Data on specific groups of women is collected through the national census, due to take place soon. Data on women living with HIV/AIDS is collected through the National AIDS Control Program and UNAIDS (Pakistan).

Challenges particular to data collection include cultural sensitivities and the stigma associated with certain topics such as violence and HIV/AIDS. To some extent the recruitment and training of female enumerators has mitigated this challenge. In order to collect data on violence in particular, a separate survey will be required, if resources are available. Another issue is the difficulty in collecting sex specific data on poverty, and the measures currently in use are based on headcount aggregated to household level. Further sex disaggregated data on economic indicators (e.g. ownership of firms), land ownership etc. is not collected though some small scale donor funded projects and computerization of revenue records has resulted in sex disaggregated ownership /possession data.

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<sup>104</sup> Data on Questions number 11, 17 and 18 will be available after the forthcoming census

# Section 4

## Emerging Priorities

Pakistan has taken a number of steps towards achieving the goals envisaged in the Beijing Platform for Action and has several milestones to its credit but still has much more to do. Emerging priorities for accelerating implementation and successfully achieving gender equality and women's empowerment are:

### i). Priorities

- i. More financial, technical and human resources to be invested in: upgrading existing infrastructure and country-wide quality services (health, reproductive health, skills, youth, non-traditional sectors, etc.); implementation of laws enacted for women's protection and related policies; instituting monitoring mechanisms to assess their impact. Public access to information on government policies, laws, programs, budgets as envisaged in the Right to Information Acts must be facilitated especially for women to use these laws.
- ii. Robust measures to ensure the formal judicial system is accessible to all persons, including women and especially from marginalized communities such as those living in poverty, with disabilities and from religious minorities through setting up of legal centres and appointment of female officers. All necessary steps are required to eliminate customs and laws as well as parallel and informal systems of adjudication that negate the expressed intent of laws. Violence and threat of violence against women which act as barriers to women's development must be controlled. (Ministry of Law Justice and Human Rights has taken initiatives to formulate a Women Empowerment Package and a policy on Violence against Women).
- iii. Removal/revision of discriminatory legislation on the statute books in accordance with international standards and obligations (CEDAW, ICESCR, CRC, etc.); speeding up the enactment of personal laws for Hindu and Sikh minority communities and amending Christian marriage and divorce laws. Filling of legislative gaps e.g. the law for domestic workers and for home based workers, domestic violence, reproductive health care and rights legislation to include the provision of family planning services and addressing the health needs of female adolescents; inclusion of agriculture and fisheries workers in the category of "workers," etc.
- iv. Mainstreaming of women in macro and micro economic policies. Maintaining

## Section-4 Emerging Priorities

sex disaggregated data in critical BPfA areas including in budgets to enable gender responsive budgeting across the board for gender equitable outcomes.

- v. Develop a strategy that addresses women, children and men through integrated actions, not stand alone projects, and facilitates the transition from poverty and food insecurity to wellbeing and income generation or secure employment. Location specific, concerted targeting to address women in poverty like land allocations, technical education, credit to avoid situations of famine and to ensure food security.
- vi. Ensuring women's 33% participation in all representative bodies and public and private sector institutions as well as inclusion in peace building processes.
- vii. Efforts to ensure CNICs for women are accompanied by their enrolment as voters; and a concerted drive is made to ensure the registration of births and deaths, marriages and divorces to decrease women's vulnerability to child/forced/underage marriages.
- viii. Urgent establishment of Commissions on the Status of Women in Balochistan and Sindh and building of staff capacity in institutions to mainstream gender and understand international obligations and national commitments. To fulfill its mandate NCSW be granted official consultative status regarding policy-development, planning or law-making and steps taken to ensure that its recommendations – as those of the new provincial commissions – are considered by Parliament/assemblies or concerned ministers within a reasonable timeframe.
- ix. Inclusion of civil society representatives and experts, currently taking place on an ad hoc basis, be institutionalized across committees proposing actions and legal changes at all levels.

### ii). Sustainable Development Goals and the post-2015 development agenda

Key issues identified in Pakistan for the post 2015 development agenda (Pakistan MDG Report 2013) include peace and security, governance, equitable economic growth, inclusive social development including access to health and education, population growth, engaging the youth and gender equity and human rights. These issues are integral to women's equality and empowerment goals.

Pakistan believes that the SDGs must contain a stand-alone goal for women and have women's perspective integrated in all other goals, as a holistic and integrated approach alone can ensure achievement of the BPfA unfulfilled agenda.

As one of the countries at high risk from climate change impacts, Pakistan believes that the inclusion of climate change and its impact on women is imperative for the

SDG agenda. Thus far a neglected area in Pakistan research on climate change and women is urgently needed in order to include women in mitigation and adaptation strategies.

Women's and children's health especially former's reproductive health and rights as also freedom from communicable and non-communicable diseases are essential for reducing mortality rates of both women and children and ensuring the realization of their full potential and well-being.

The SDGs should be guided by a Rights framework. Other persistent issues of women that come in the way of gender equality like violence against women, lack of ownership of assets, incomplete primary and secondary education, insufficient skills for employment, lack of employment opportunities and participation in decision making will need to be included in the post-2015 goals.





# Annexures



## Annex 1:

### Existing Legislation Relevant to Women in Employment

Historically, Pakistan Penal Code (1860) vide its Clause No. 294 (obscene acts & songs), 339 (wrongful restraint), 340 (wrongful confinement), 341 (punishment & wrongful confinement), 349 (force), 350 (illustration (d) (f) Intentional push and intentional pulls of a woman's veil), 351 (illustration (f) Assault), 354 (assault or criminal force... to outrage her modesty), 354-A (Assault or use of criminal force... stripping her of her clothes) 499 (defamation), 503 (criminal Intimidation), 508 (Act caused by inducing person... an object of Divine displeasure) and 509 (words, gesture or act intended to insult the modesty of women) provide the basis for the general moral conduct of society with 350 (f), 354, 354 (a) and 509 specifically addressing issues relevant to the protection of women. The Council of Islamic Ideology has also deliberated positively on the issues relevant to the protection of women from violent acts.

The Factories Act 1934, Workman's Compensation Act 1923, Trade Union Act of 1926, Payment of Wages Act 1936, and Mines Act 1923 are pre-partition labour laws, consequently influenced by the ILO Conventions. This influence has facilitated and helped make the relevant Acts compatible with current need.

Pakistan has ratified eight fundamental conventions, covering fundamental principles and various other rights at work. These include: Freedom of Association and Collective Bargaining (C-87, C-98), Elimination of all forms of Forced and Compulsory labour (C-29), Effective Abolition of Child Labour (C-138, C-182), and Elimination of Discrimination in respect of Employment and Occupation (C-100, C-111). Pakistan has also ratified conventions related to women such as:

Discrimination (Employment and Occupation) Convention, 1958 (No. 111); Equal Remuneration Convention, 1951 (No. 100); Night Work Convention 1948 (No. 89); and the Underground Work Convention, 1935 (No. 45). There is, however, a need for effective implementation of the conventions. Conventions No. 89 and 45 are supported by domestic legislation, but the Minimum Wage Ordinance 1961 and the Payment of Wages Act 1936 provides no specific provisions on equal remuneration for men and women for work of equal value.

The West Pakistan Maternity Benefits Ordinance 1958 entitles a woman to twelve weeks of maternity leave, fully paid by the employer. However, four months of employment in the establishment of the employer immediately preceding the day of delivery of a child is essential for the entitlement. The Ordinance forbids an employer to terminate the services of a woman worker within six months before delivery simply to avoid the payment of maternity benefit, but he can do so for

other sufficient reasons. It is also illegal to dismiss a woman during the period of maternity leave. The Mines Act 1923 prohibits women from working underground. However, it does not apply to women who do not perform manual work and hold positions of managerial or technical character or are employed in health and welfare services. The Mines Maternity Benefits Act 1941 provides women with similar maternity benefits as mentioned in the 1958 Maternity Benefits Ordinance. However, the period of employment with the owner of the same mine preceding delivery has to be six months in order to avail the benefit.

The Provincial Employees Social Security Ordinance 1965, Section 36 (Maternity Benefit) provides women with similar maternity benefits as mentioned in the West Pakistan Maternity Benefit Ordinance 1958, provided her contributions are paid or payable for not less than one hundred and eighty days during the twelve calendar months immediately preceding the expected date of her delivery. The Industrial and Commercial Employment (Standing Orders) Ordinance 1968 entitles the piece-rated contract worker to the same rights and benefits as received by a permanent worker. A permanent worker earns overtime wages at twice the ordinary rate of wage, but a contract worker working on piece-rate basis receives overtime on a single-piece basis.

## Annex 2:

### Pakistan Statistic Bureau: Main Functions & Activities

The Main functions of PBS Include:-

- a. to collect, compile, analyze, abstract, publish, market and disseminate statistical information relating to the commerce and trade, industrial, financial, social, economic, demographic, agriculture and any other area to be specified by the Federal Government and conditions of the people of Pakistan and to foster the evolution of product lines in response to pressing needs of society;
- b. to plan, execute and publish the census of population and housing of Pakistan, the census of agriculture of Pakistan or other censuses at national level as required from time to time;
- c. to facilitate policymaking by undertaking overall planning, coordination and annual programming of surveys and census in Pakistan;
- d. to develop programs for national censuses and surveys in line with policy priorities and plan, coordinate execute and publish them accordingly.

Some of the main activities PBS are:-

- Calculation of GDP and National Accounts of Pakistan
- Collection of Price data and computation of Consumer Price Index (CPI generally used as measure of Inflation), Sensitive Price Index (SPI) and Whole sale Price Index (WPI).
- Census of Manufacturing Industries(CMI)- not sex-disaggregated
- Business register- data not sex-disaggregated
- Agriculture census- not sex-disaggregated

PBS also conducts yearly surveys to collect data on Socio-economic, Labour Statistics, Demography, Population growth rate, Income & Expenditure etc. which is disaggregated at provincial, regional and gender through following surveys:-

- ◇ Pakistan Social and Living Standard Measurement Survey(PSLM), conducted Annually
- ◇ Labor Force Survey(LFS), conducted Annually
- ◇ Pakistan Demography Survey(PDS), could not be conducted after 2006-07 due to census)

PBS also publishes Compendium of Gender Statistics after every five years covering the topics as follows:-

- Population
- Fertility And Mortality Measures
- Household and Family Structure
- Health Profile
- Family Planning
- Education in Pakistan
- Labour
- Time use pattern of Population
- Women role in Public life

All the information reported in the compendium is gender disaggregated (List of indicators are at [Annex 3](#)). Data is taken from the main PBS surveys, as well as:

- National Institute of Population Studies(NIPS)
- Provincial Bureau of Statistics
- Board of Intermediate and secondary education
- National Assembly and Senate of Pakistan

**Existing PBS surveys** collect information from every individual member of household on topics like

- Demography
- Education
- Health( Immunization rates, Infant Mortality rate, Pre and post natal care, Child delivery location and assistance etc.)
- Population welfare (Contraceptive Prevalence rate, Total Fertility Rate(TFR) etc)
- Water & Sanitation
- Labour force Participation rates
- Un employment rate
- Employment by Occupation and gender
- Household Assets and amenities

- Income & Expenditure

Information on sensitive topics like HIV/AIDS is collected by the National Aids Control Program and UNAIDS (Pakistan) and not collected by PBS.

**SAARC Gender Information Base (SGIB) in Pakistan:-**

SAARC countries during the 10th SAARC Summit endorsed the need for a gender disaggregated database on the basis of data provided by Member States to catalyze the formulation of national & regional policies and programs with regard to women and the girl child. The main focus of SGIB is to develop a regional resource database by collecting, analyzing all relevant gender – related information in the region specifically on three prioritized themes;

- Violence against Women
- Health Including HIV/AIDS
- Feminization of Poverty

PBS is the nodal agency for SGIB in Pakistan and UN Women is providing technical and financial assistance to strengthen gender disaggregated data through the implementation of the SGIB as well as gendering the Census in the institutional set up and training. The SGIB desk in Pakistan has been operational since 2007 with stakeholders in the public sector, NGO's and UN agencies for providing support in identification of data sources and its gathering. Data has been collected by from the primary & secondary sources and uploaded against seven out of fifteen prioritized indicators which include economic participation, economic security, incidence of poverty, health status and reproductive health, incidence and types of violence against women. The list of SGIB prioritized indicators for Pakistan is at [Annexure 4](#).

PBS has also appointed female enumerators especially for PSLM surveys for data collection, which needs to be acquired from female respondent. The inclusion of female enumerators resulted in more reliable & precise information and data quality is significantly improved. It also helped PBS to collect data on sensitive topics like Family Planning. PBS is collecting and disseminating data on wide variety of indicators which is disaggregated by gender, region and provinces, this also an achievement on part of PBS.



## Annex 3:

### Indicators in Different Surveys of Pakistan Bureau of Statistics

#### PSLM Survey

Main indicators by gender, region & Province

Average household size and its composition by sex.

- **Education**

1. Primary Gross Enrolment Rate (age-5-9).
2. Primary Net Enrolment Rate (age 5-9).
3. Middle Gross Enrolment Rate (age 10-12).
4. Middle Net Enrolment Rate (age 10-12).
5. Matric Gross Enrolment Rate (age-13-14).
6. Matric Net Enrolment Rate (age 13-14).
7. Literacy Rate (10 years and older).
8. Dropout Rate.
9. Gender Parity Index at Primary & Secondary level
10. Youth literacy , Gender Parity Index(GPI)
11. Population that has ever attended school by region and province
12. Population that has ever attended school by region and age category.
13. Population that has completed primary level or higher.
14. Children currently attending school.
15. Percentage of children 10-18 years old that left school before completing primary level.
16. Reasons for leaving school.
17. Reasons for never attending school.
18. Children currently enrolled Katchi class.
19. Enrolment in Katchi class.
20. Gender parity index (GPI) for primary and secondary education.

- **Health.**

1. Percentage of Children aged 12-23 months that have been immunized.
2. Percentage of Children aged 12-23 months that have been immunized by type of antigen.
3. Percentage of Children aged 12-23 months that have been fully immunized.
4. Children under five suffering from Diarrhea in past 30 days.
5. Diarrhea cases duration of episode.
6. Diarrhea cases severity of illness.
7. Treatment of Diarrhea in children under five years.
8. Infant mortality rate
9. Prenatal & Post natal care
10. Child delivery , location and assistance

- **Employment.**

1. Percentage distribution of employed person(10 years and older)
2. Percentage distribution of employed person by industry divisions, employment status.
3. Percentage distribution of employed person by occupation groups, employment status.
4. Number of employed person (average/percentage) per household by sex.
5. Percentage distribution of earners by head/other then head and employment status.
6. Percentage distribution of monthly income of employed persons, by industry division, sex and quintiles.
7. Percentage distribution of monthly income of employed persons, by occupation groups, sex and quintiles.
8. Percentage distribution of monthly income by type of employed persons, by household, sex and quintiles

**LFS (Labor Force Survey) Survey:-**

Main indicators by gender, Province and region

1. Labor force participation rates and un-employment rates by age, sex and

area.

2. Augmented Labor force participation rates and un-employment rates by age, sex and area
3. Un- employment rate for 15-24 years old
4. Share of women in wage employment in the non-agriculture sector
5. Percentage distribution of population by age, sex and area Pakistan & provinces.
6. Percentage distribution of population by sex, area and province.
7. Percentage distribution of population by age, sex, literacy and level of education.
8. Percentage distribution of population 10 years of age and over by age, sex and marital status.
9. Percentage distribution of total population and that of 10 years age and over by age sex area and activity status.
10. Percentage distribution of civilian labor force 10 years of age and over by age sex area and activity status.
11. Percentage distribution of total population and that of 10 years age and over by age sex area and activity status (augmented labor force).
12. Percentage distribution of civilian labor force 10 years of age and over by age sex area and activity status (augmented labor force).
13. Percentage distribution of population 10 years of age and over by level of education sex and activity status.
14. Percentage distribution of population 10 years of age and over by migration status, sex, area and province.
15. Percentage distribution of employed persons 10 years of age and over by major industry division sex and area.
16. Percentage distribution of employed persons 10 years of age and over by major occupation groups division sex and area.
17. Percentage distribution of employed persons 10 years of age and over by employment status number of hours worked during reference week and sex
18. Percentage distribution of employed persons 10 years of age and over by major industry divisions, occupation groups and sex .

19. Percentage distribution of employed persons 10 years of age and over by major sector of employment sex and area.
20. Percentage distribution of employed persons 10 years of age and over engaged in informal sector by major industry division, sex and area.
21. Percentage distribution of employed persons 10 years of age and over engaged in informal sector by major occupation groups, sex and area : Pakistan & provinces
22. Percentage distribution of employed persons 10 years of age and over engaged in informal sector by status, sex and area : Pakistan & provinces
23. Percentage distribution of employed persons 10 years of age and by average monthly payment categories, sex and provinces : Rural & Urban
24. Percentage distribution of under employed persons (i.e. those who worked less than 35 hours during reference week and were available for/seeking additional or alternative work ) by employment sex, area and province
25. Percentage distribution of under employed persons (i.e. those who worked less than 35 hours during reference week and were available for/seeking additional or alternative work ) by age, area and sex, Pakistan & provinces
26. Percentage distribution of under employed persons (i.e. those who worked less than 35 hours during reference week and were available for/seeking additional or alternative work ) by area sex and level of education : Pakistan & provinces
27. Percentage distribution of employed persons 10 years of age and over who worked less than 35 hours during reference week by reasons, sex and provinces : Rural & Urban
28. Percentage distribution of employed persons 10 years of age and over suffered occupational injuries/diseases by area, sex and provinces
29. Percentage distribution of employed persons 10 years of age and over suffered occupational injuries/diseases by major industry division, sex and area : Pakistan & provinces
30. Percentage distribution of employed persons 10 years of age and over suffered occupational injuries/diseases by major occupation groups, sex and area : Pakistan & provinces
31. Percentage distribution of employed persons 10 years of age and over suffered occupational injuries/diseases by employment status, province sex and area
32. Percentage distribution of employed persons 10 years of age and over suffered occupational injuries/diseases by type of treatment received, sex,

area and province

33. Percentage distribution of un employed persons 10 years of age and over who were not available for work due to certain reasons by sex, area and provinces
34. Percentage distribution of un employed persons 10 years of age and over by age, sex, level of education : Pakistan & province, Rural & Urban
35. Percentage distribution of un employed persons with previous experience of work by major occupation groups sex, level of education: Pakistan & province, Rural & Urban
36. Percentage distribution of un employed persons with previous experience of work by major industry division, sex, level of education: Pakistan & province, Rural & Urban
37. Percentage distribution of population 10 years of age and over by sex, marital status and nature of activities: Pakistan & province, Rural & Urban.

### **Pakistan Demographic Survey (PDS):-**

Main indicator by gender, Province and region

1. Population by age , sex, and urban-rural residence
2. Population by age , sex, marital status and urban-rural residence
3. Live births by sex, age of mother and urban-rural residence
4. Live births by sex, duration of marriage of mother and urban-rural residence
5. Live births by month of occurrence, sex and urban-rural residence
6. Live births by sex ,age of mother, literacy and urban-rural residence
7. Live births by sex, educational level of mother, and urban-rural residence
8. Infant deaths by sex, age and urban-rural residence
9. deaths (10 years &above) by age, sex , and marital status
10. deaths by sex, age and month of occurrence
11. deaths (10 years &above) by age, sex , literacy and urban-rural residence
12. Percentage distribution of population by sex, relationship to head of household and urban rural residence.
13. Percentage distribution of deaths occurred in medical institution by age, sex and urban rural residence

## 14. Percentage distribution of deaths by cause ,sex and urban rural residence

**SAARC Gender Information Base**

The following indicators have been prioritized in consultation with the National Committee Members.

***A. Violence Against Women***

- i. Sexual Violence
  - Rape
  - Molestation
- ii. Trafficking
  - Internal
  - Cross-Border
- iii. Domestic Violence
  - Physical
  - Dowry related
  - Economic
- iv. Acid Throwing
- v. Suicide
  - Number of cases filed
  - Number of cases reported in the press

***B. Health Including HIV/AIDS***

- i. Health Status
  - Life expectancy and sex ratio
- ii. HIV Status
  - HIV Mother to Child transmission
- iii. Disability
  - Types
  - Services
- iv. Reproductive Health

- Total Fertility Rate (TFR)
- Maternal Mortality Rate (MMR)
- Age at 1<sup>st</sup> marriage
- v. Family Planning
  - Adopters(by method)
  - Unmet needs

### C. *Feminization of Poverty*

- i. Economic Participation
  - Concentration of women by sectors and occupation (informal/formal, part-time/full-time, wage/non-wage and paid/unpaid)
  - Agricultural/non-agricultural
  - Public/private sector
  - Entrepreneurs
- ii. Incidence of Poverty
  - Total household Income
  - Literacy
  - Dependency ratio
- iii. Economic Security
  - Unemployment rate
- iv. Infrastructure
  - Safe water
- v. Assets
  - Access to control over land and property related to ownership



## Annex 4:

### Data on Minimum Set of Gender Indicators

I. Economic structures, participation in productive activities and access to resources

S.No.	Indicator name	BPFA2	2009	latest
1.	Average number of hours spent on unpaid domestic work by sex; Note: Separate housework and childcare if possible	C.2, F.1, H.3	N/A	N/A
2.	Average number of hours spent on paid and unpaid domestic work combined (total work burden), by sex	F.1, H.3	N/A	N/A
3a.	Labour force participation rate for persons aged 15-24, by sex	F.1, H.3	F:21.33; M:66.17	2012-133 F- 21.08;M: 64.53
3b.	Labour force participation rate for persons aged 15+, by sex	F.1, H.3	F:23.1;M:82.0	2012-13: F: 24.3;M: 81.1
4.	Proportion of employed who are own-account workers, by sex	F.2	F = 13.63; M = 39.95	2012-13: F: 15;M:38
5.	Proportion of employed who are contributing family workers, by sex	H.3	F = 66.27; M =18.76	2012-13: F: 60.5;M:16.5
6.	Proportion of employed who are employers, by sex	F.1	F = 0.14; M =1.57	2012-13: F: 0.1; M:1.6
7.	Percentage of firms owned by women, by size	F.1, F.2	N/A	N/A

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S.No.	Indicator name	BPFA2	2009	latest
8a.	Percentage distribution of employed population in agricultural sector, by sex	F.5, H.3	Overall:45.0 F = 36.6;M = 74.9	2012-13:Overall 43.7 . F: 75.7; M:34.5
8b.	Percentage distribution of employed population in industrial sector, by sex	F.5, H.3	Overall: 13.2 M = 13.9; F = 11.0	2012-13: Overall 14.1 F: 10.7 ; M: 154
8c.	Percentage distribution of employed population in service sector, by sex	F.5, H.3	Overall: 33.9 F: 13.7;M: 39.5	2012-13: Overall 34 F:13.3; M:40.0
9.	Informal employment as a percentage of total non-agricultural employment, by sex	F.2, H.3	Overall: 73.3 F = 73; M = 73.34	2012-13: Overall 73.6; F:71.7; M:73.8
10.	Youth unemployment rate for persons aged 15-24, by sex	F.1	Overall = 8.39 F = 11.45;M = 7.49	Overall: 10.55 F: 12.52;M: 9.90
11.	Proportion of population with access to credit, by sex	F.1, F.2	N/A	N/A
12.	Proportion of adult population owning land, by sex	A.1, A.2	N/A	N/A
13.	Gender gap in wages	F.1, F.5	64.56	61.456
14.	Proportion of employed working part-time, by sex	F.5	N/A	N/A
15.	Employment rate of persons aged 25-49 with a child under age 3 living in a household and with no children living in the household, by sex	F.6	N/A	N/A
16.	Proportion of children under age 3 in formal care	F.6	N/A	N/A

S.No.	Indicator name	BPFA2	2009	latest
17.	Proportion of individuals using the Internet, by sex	F.3	N/A	N/A
18.	Proportion of individuals using mobile/cellular telephones, by sex	F.3	N/A	N/A
19.	Proportion of households with access to mass media (radio, TV, Internet), by sex of household head	F.3	N/A	N/A

## II. Education<sup>105</sup>

S.No.	Indicator name	BPFA2	2009	latest
20.	Youth literacy rate of persons (15-24 years), by sex	B.2, L.4	F: 60.3 M: 78.27	F:65 M:79
21.	Adjusted net enrolment rate in primary education by sex	B.1, L.4	F:0.64 M:0.78	2011: F 0.65 M 0.79
22.	Gross enrolment ratio in secondary education, by sex	B.1	F:0.29 M:0.38	2011:F:0.30 M:0.40
23.	Gross enrolment ratio in tertiary education, by sex	B.1	F:0.06 M:0.07	2011 F: 0.08 M:0.09
24a.	Gender parity index of the gross enrolment ratio in primary education	B.1, L.4	0.82	2011: 0.82
24b.	Gender parity index of the gross enrolment ratio in secondary education	B.1, L.4	0.78	2011:0.73
24c.	Gender parity index of the gross enrolment ratio in tertiary education	B.1, L.4	0.83	2011:0.91

<sup>105</sup> Figures from: <http://genderstats.org/Browse-by-Countries/Country-Dashboard?ctry=586>

S.No.	Indicator name	BPFA2	2009	latest
25.	Share of female science, engineering, manufacturing and construction graduates at tertiary level	B.3, B.4, L.4	N/A	N/A
26.	Proportion of females among tertiary education teachers or professors	B.4, L.4	Data not available	Data not available
27.	Adjusted net intake rate to the first grade of primary education, by sex	B.1	2006: F:57.6 M:70.6	Data not available
28.	Primary education completion rate (proxy), by sex	B.1	F:0.55 M: 0.7	2011 F: 0.59 M:0.74
29.	Gross graduation ratio from lower secondary education, by sex	B.1	F:29.4 M:41.3	2012: F:30.8 M:42.3
30.	Effective transition rate from primary to secondary education (general programs), by sex	B.1	F:0.74 M:0.73	2010: F: 0.73;M:0.72
31a.	Educational attainment (primary) of the population aged 25 and older, by sex	B.1	F: 29.2; M:59.4	Data not available
31b.	Educational attainment (lower secondary) of the population aged 25 and older, by sex	B.1	F:19.8; M: 43.6	Data not available
31c.	Educational attainment (upper secondary) of the population aged 25 and older, by sex	B.1	F: 14.6; M:31.3	Data not available
31d.	Educational attainment (post-secondary) of the population aged 25 and older, by sex	B.1	F:4.5; M:8.7	Data not available

S.No.	Indicator name	BPFA2	2009	latest
31e.	Educational attainment (tertiary) of the population aged 25 and older, by sex	B.1	F:4.5; M:8.7	Data not available

### III. Health and related services

S.No.	Indicator name	BPFA2	2009	latest
32.	Contraceptive prevalence among women who are married or in a union, aged 15-49	C.1, C.2	2008: 27	2011-12: 29
33.	Under-five mortality rate, by sex	C.1	2010: F:86.2 M:93.7	2012 F: 82.1 M: 89.5
34.	Maternal mortality ratio	C.1		2010 260
35a.	Antenatal care coverage, at least one visit	C.1	2008-9: 58	2012-13: 69
35b.	Antenatal care coverage, at least four visits	C.1	2006-7: 28.4	PDHS 2012-13: 37%
36.	Proportion of births attended by skilled health professional	C.1	2008-9:41%	2012-13: 55%
37.	Smoking prevalence among persons aged 15 and over, by sex	C.2	F:6 M:34	N/A
38.	Proportion of adults who are obese, by sex	C.1, C.2	2008: F:8.4; M:3.5	N/A
39.	Women's share of population aged 15-49 living with HIV/AIDS	C.3	0.28	2012: 0.29
40.	Access to anti-retroviral drug, by sex	C.3	N/A	2012: F:15; M:13

## Annexures

S.No.	Indicator name	BPFA2	2009	latest
41.	Life expectancy at age 60, by sex	C.1, C.2	2007-8 F: 17.7; M:17	2012/13: F:17.8; M:17.1
42a.	Adult mortality 15-34 years by cause	C.1, C.2	N/A	N/A
42b.	Adult mortality 35-59 years by cause	C.1, C.2	N/A	N/A

### IV. Human rights of women and girl children

S.No.	Indicator name	BPFA2	2009	latest
48.	Proportion of women aged 15-49 subjected to physical or sexual violence in the last 12 months by an intimate partner	D.1, D.2	N/A	N/A
49.	Proportion of women aged 15-49 subjected to physical or sexual violence in the last 12 months by persons other than an intimate partner	D.1, D.2	N/A	N/A 7.
50.	Prevalence of female genital mutilation/ cutting (for relevant countries only)	I.2	Not Applicable	Not Applicable
51.	Percentage of women aged 20-24 years old who were married or in a union before age 18	L.1, L.2	2006-7: 24%	2012-13 (PDHS):2.8%8
52.	Adolescent birth rate	L.1, L.2	2007(PDHS): 16%	2012-13 (PDHS): 8%

## V. Public life and decision-making

S.No.	Indicator name	BPFA2	2009	latest
43.	Women's share of government ministerial positions	G.1	2010: 7.5	2012: 10
44.	Proportion of seats held by women in national parliament	G.1	22.5	2013: 22.5
45.	Women's share of managerial positions	F.1, F.5, G.1	N/A	N/A
46.	Share of female police officers	I.2		Data not available
47.	Share of female judges	I.2	N/A	N/A

Qualitative Indicators related to national norms		
	BPFA	Latest
<b>I. Economic structures, participation in productive activities and access to resources</b>		
1 Extent of country commitment to gender equality in employment		
1a Whether or not ratified ILO convention 100 on equal remuneration for women and men	F.1	11 Oct 2001
1b Whether or not ratified ILO convention 111 on discrimination in employment and occupation	F.1, F.5	24 Jan 1961
2 Extent of country commitment to support reconciliation of work and family life		
2a Whether or not ratified ILO convention 156 on workers with family responsibilities	F.6	No
2b Whether or not ratified ILO convention 175 on part-time work	F.5	No



2c Whether or not ratified ILO convention 177 on home work	F.5	No
2d Whether or not ratified ILO convention 183 on maternity protection	F.1, F.6	No
3 Length of maternity leave	F.1, F.6	6 weeks after delivery
4 Percentage of wages paid during maternity leave	F.1, F.6	At the rate of wages last paid
IV. Public life and decision-making		
5 Presence of a gender quota for parliament (reserved seats and legal candidate quotas) (forthcoming)	G.1	Reserved Seats: Yes
6 Presence of a gender quota for parliament (voluntary party quotas) (forthcoming)	G.1	No
7 Existence of law on gender statistics (forthcoming)		No
V. Human rights of women and girl children		
8 Whether or not reservation to article 16 of CEDAW	I.1	No
9 Existence of laws on domestic violence	D.1	In Sindh and Balochistan province only
10 Whether or not inheritance rights discriminate against women and girls (forthcoming)	F.1, L1	N/A
11 Legal minimum age at marriage, by sex	L.1	Without parental consent: F 16, M=18

## Photo Gallery





## Photo Gallery





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