

Chapter 10

GENDER AND WOMEN EMPOWERMENT

The planning for gender equality, women rights and empowerment has evolved gradually considering its significant contribution to sustainable economic development. Women constitute about 51 per cent of the total population, and about 22.7 per cent of labour force. Despite recognised constitutional, legal and religious rights of women, their status remained dormant. To enable them to contribute in the socio-economic development as an equal partner, their protection, well-being, empowerment and participation will have to be ensured.

Pakistan has committed to meet the MDGs and Convention for Elimination of all forms of Discrimination Against Women (UNCEDAW). For reducing gender inequality, discrimination against women and their disempowerment, Pakistan has been implementing the Convention for the last 15 years. In addition, Pakistan's National Policy for Development and Empowerment of Women 2002 aims at 'removing inequities and imbalances in all sectors of socio-economic development and to ensure women's equal access to all development benefits and social services'. The Plan will address the women issues, specifically violence, neglect and injustice.

Situational analysis

Pakistan's ranking as per the GDP is higher in comparison to the Human Development Index (HDI); thus implying that the economic growth has not resulted into the human resource development. Moreover, the Gender Development Index (GDI) is even lower than the HDI; thus showing that the gains of the economic growth are comparatively in favour of men.

The HDI, in terms of the Gender Inequality Index (GII), reflects gender-based inequalities in three dimensions – reproductive health, empowerment, and economic activity. Pakistan has the GI value of 0.567, ranking it 123 out of 148 countries in the 2012 index (United Nations Human Development Report 2012). In Pakistan, 21.1 per cent of the parliamentary seats are held by women, and 18.3 per cent of women have reached a secondary or higher level of education as compared to 43.1 per cent of their male counterparts. For every 100,000 live births, 260 women die from pregnancy-related complications, and the adolescent fertility rate is 28.1 births per 1,000 live births. A comparison in the regional contexts is given in the following table:

Pakistan's GI for 2012 relative to selected countries

	GI Value	GI Rank	Maternal Mortality Ratio	Adolescent Fertility Rate	Seats in Parliament (%)	Population with at least secondary education (%)		Labour force participation rate (%)	
						Female	Male	Female	Male
Pakistan	0.567	123	260	28.1	21.1	18.3	43.1	22.7	83.3
India	0.61	132	200	74.7	10.9	26.6	50.4	29	80.7
Bangladesh	0.518	111	240	68.2	18.7	30.8	39.3	57.2	84.3
South Asia	0.568	-	203	66.9	18.5	28.3	49.7	31.3	81
Low HDI	0.578	-	405	86	19.2	18	32	56.4	79.9

Source: UNDP (Human Development Report 2012)

There is a dearth of data regarding women indices and most of the information remains unreported or under-reported. Given these shortcomings, the available information still indicates high maternal mortality, malnutrition, low literacy and education, unemployment and access to economic opportunities.

The Constitution of Pakistan stipulates equality before law, equal protection by law, equality of employment, maternity benefits during employment, but it requires affective implementation.

Women empowerment

Education, employment and access to information are key parameters, which reflect an overall status of women in the social context. The empowerment of a woman is dependent on her participation in household decision-making, mobility, ownership of property and freedom to spend and her role as a decision-maker in the society.

The female labour participation rate is about 22.7 per cent against male's 83.3. The prevalence of gender inequality in labour force participation leads to economic disempowerment of women in their families and at the national level. In the public sphere, majority of women work as unpaid family labour in agriculture and hold low paid, low skill jobs, at the lowest tier of the industrial labour force in the urban areas. Occupational segregation characterises that women are concentrated in certain sectors (agriculture, services) and within the sector hold lower positions. Women, who are counted as employed include employees, self-employed, unpaid family helpers and generally engaged in low-skilled and low-wage economic activities. More than half of women earn less than 60 per cent income as compared to men. Bulk of female labour force is engaged in informal sector and still requires legal protection and effective implementation of the labour welfare policies. In the urban informal sector, 67.5 per cent women work in diverse manufacturing sector mostly as home-based or casual workers on exploitative wages or employed as domestic workers on extremely low remuneration. The percentage of the unpaid female family workers rose from 53 per cent in 2003-04 to 59.8 per cent in 2011-12.

Challenges and issues

The major challenges are:

- Weak law enforcement impeding realisation of equal rights for women
- Non-recognition of women's work in the rural setup and informal sector in the GDP
- Lack of access to resources, facilities and entitlements – economic, social and political
- Ineffective representation of the women issues and concerns in the policy-formulation and implementation processes
- Exclusion of the gender consciousness in hard sectors
- Dimensions of gender gap in education, health and restriction on mobility
- Inadequate health and reproductive outcomes
- Lack of awareness among women regarding the Disaster Risk Reduction

Objectives

The key aims of the Plan are:

- Ensuring women right to ownership of movable and immovable assets
- Provide unimpeded access to legal, religious and social rights and resources to women
- Protect women's mobility and livelihood, especially in conflict-ridden, insecure and backward areas
- Urgent redressal against the unjust and illegal patriarchal customs and traditions, such as honour killing and domestic violence
- Redressal of the disproportionate access to health, education, opportunities and other services
- Recognition of women's contribution in the socio-economic development, and reproductive role—deserve additional benefits in term of flexible working hours, leaves, day-care facilities, equal entitlements to manage her responsibilities with peace of mind
- Effective coordination among the federal and provincial stakeholders
- Provision of speedy justice to survivors of violence

Strategy

The intersectional approach to gender and security, and the transformative approaches to gender training and mainstreaming are to be formulated and implemented at the national level through a set of policies and affirmative actions. A multidimensional strategy has been envisaged to empower women to have a say in the decision-making. It will comprise capacity-building programmes at various levels and institutions, review and assessment of the public programmes and institutions, which are supported with corrective policy measures in the judiciary, politics and executive, affirmative actions, and evolving a pragmatic research agenda for policy decisions. The overall policy framework comprises: (i) improvement of legislation where required, (ii) legislation's enforcement to improve women's access to family resources and inheritance, (iii) eradication of anti-women cultural traditions and norms, for example, karokari, (iv) dismantling of the parallel informal judicial systems, and (v) speedy justice to survivors of violence.

To achieve the above-mentioned objectives, the following strategic measures will be taken:

- Adoption of a holistic approach to formulate, implement and disseminate policies, plans and laws to improve lives of women
- Enforcement machinery to be made gender sensitive to improve implementation
- Practices based on illegal cultural, family and customary norms to be analysed visa-a-vis the legislative package and its impact on individual, community, country and humanity highlighted
- Capacity of organisations and institutions to be enhanced for integrating gender prospects in the development process to ensure women participation in the decision-making
- Conduct research to design future policy-making in areas, which include:
 - Identifying barriers to women participation in development

- Benefits of quota at all levels and its expansion to all fields
- Undertaking research by the R&D organisations, universities, institutions bridge the theory and practice gaps
- Evaluation of programme and institutions
- Interlinking of the legislative formulation with effective enforcement through strengthening of the state apparatus and capacity-building of women workers through skill training
- Legal empowerment of women to be enhanced through a set of policies and measures encompassing
 - Enforcement of the protective laws and amendments where needed
 - Providing free legal assistance and access
 - Full participation of women in the democratic process at all levels
 - Awareness raising
 - Monitoring women specific crimes

Programmes

Important interventions to be considered are:

- The existing support institutions for the survivors of violence will be strengthened and more effective support mechanisms (shelters, crisis centres, free legal aid, counselling, rehabilitation support, etc.) will be established.
- The Information Management System (MIS) will be developed to collect national data about violence against women.
- A section on gender responsiveness is to be inserted in the national budget and gender responsive budgeting in all sectors to be initiated.
- Capacity of the institutions (public and private sectors, and civil society) will be enhanced to integrate the gender prospects in the development process for strengthening women performance in the decision-making.
- Gender awareness and equality will be included in curricula of schools, universities and other educational institutions.
- Day-care facilities will be provided to infants and children of the working spouses to make them comfortable productive workers, and create women-friendly workplace.
- Leadership development programmes for women will be carried out to promote confidence in them.
- Campaigns will be launched to promote awareness about the existing legislation and measures, which promote women rights as well as support systems, and remedial measures that enable access to legal redress.
- Free legal aid cells will be established in all the High Courts and District and Sessions Courts to provide free legal aid to women, waiting rooms and toilet facilities for women in the court premises. Legal aid will be made available within women's prisons as well.

- Skill up-gradation centres in female-dominated economic sectors (agriculture, livestock, aqua-culture, textile and garments, light manufacturing, food processing) will be established in identified rural and urban centres, where women will be enrolled.
- Inclusion of gender-segregated data (including third gender) in all sectors and categories of economic activities is enumerated, defined and included in the Pakistan Labour Survey, Pakistan Economic Survey, Household Integrated Economic Survey and Agricultural Census.
- Institutionalisation of the transformative gender training in all public and private sector institutions, including codes of conduct of behaviour to ensure promotion of the women rights will be carried out.
- Guidelines, materials and trainings, and lobbying for women rights will be ensured.
- Gender sensitisation workshops will be held, and implemented across all sectors.
- Media awareness campaigns about the rights of women and their protection will be launched.
- The Gender Impact Assessment (GIA) in all PC-Is will be introduced.
- Gender responsive budgeting at the federal and provincial levels for all sectors will be ensured.

Plan provision

An amount of Rs2.7 billion has been proposed for women empowerment, and their socio-economic development during the Plan period.

(Rs million)

Sl. No.	Ministry/ Division	Projections					Total
		2013-14	2014-15	2015-16	2016-17	2017-18	
1	Federal	79	10	5	50	100	244
2	Provincial	400	438	465	543	605	2,451
3	National	479	448	470	593	705	2,695

Expected physical achievements and targets

The programme-wise physical targets for gender and women development, and expected outcome during the Plan period are given in the Annexure-I.

Annexure-I

Implementation strategy with targets for the Plan

Policy/programme intervention	Output/outcome	Indicators	Major institutions responsible	Target 2013-18
Education for all girls	Reduced gender gap in enrolment of boy and girls in primary and secondary education	Number of boys and girls enrolled in primary and secondary schools	Ministry of Education and Training (MoE&T) provincial education, women development departments Ministry of Law, Justice and Human Rights (MoLJ&HR)	Gender Parity Index Primary : 1.00 Secondary : 0.95
Behavioural Change Communication (BCC) and awareness about elimination of discrimination against women	Improved level of awareness and sensitisation at family, community and national level on gender issues Improved number of NGOs and CSOs participated	Number of incidence of violence, abuse and discrimination against women at family, community and institutional level	MoLJ&HR, provincial social welfare, women dev. deptts., education depts. National Commission on Status of Women (NCSW) MoPD&R	More than 70% population (urban and rural) sensitised on gender-based discriminatory and violence issues
Education and research on gender studies and issues	Improved manpower and professional available	Number of institutions and research centres established	MoE&T Higher Education Commission MoPD&R provincial education, women development departments universities and institutions	80 Gender and Women Studies Departments and centres to be established in the public and private sector HEC recognised universities and institutions
Centres and institutions for survivors of violence, and women in distress (with 24-hour helpline)	Improved care and rehabilitation of women victims of abuse, violence, etc.	Number of centres and institutions established Number of survivors rehabilitated	MoLJ&HR, Provincial social welfare and women development departments	225 centres to be established at district and tehsil levels with NGOs and CSOs participation
Information Management System on gender-based data on education, health,	Established disaggregated data system	GDI on primary and secondary education, MMR, participation of women in labour	MoLJ&HR Provincial social welfare and women development	MIS to be established and fully functional

employment, sectoral budgeting and violence against women		force, national and provincial budget tracking and incidences of violence	Departments NCSW	
Gender Impact Assessment (GIA) of all public policies, plans, programmes and projects	Gender sensitised public policies, plans, programmes and projects	Availability of the GIA tools Incorporated GIA in the PC-Is of all development sectors	Planning Commission, Provincial P&D, women development department MoLJ&HR	Gender sensitised public policies, plans, programmes and projects be made available in practice
Skill Development Programmes	Improved level of vocational and skill development facilities	Number of women trained in market oriented skills and vocations	MoE&T Provincial social welfare, women development department and TEVTAs	More than 2500 Ladies Industrial Homes-cum-Work Order Centres to be established up to the Union Council level involving about 400 NGOs
Day-care centres	Enhanced work productivity of women in jobs and care of their children	Number of centres established	CADD Provincial social welfare and women development departments and federal ministries	225 day-care centres to be established at the levels of districts, tehsil and towns level and in educational, health, and industrial institutions for women workers
Removal of discriminatory laws, enactment of pending legislation and abolition of the parallel judicial system	Realised equal citizenship to women in entitlements Removal of cultural and institutional discriminatory patterns, if any	Number of discriminatory laws in economic, social and cultural scenario Number of pending laws and non-availability of parallel judicial system	MoLJ&HR NCSW Provincial law and women developments departments	Existing discriminatory laws to be reviewed Pending legislation to be enacted in accordance with the Constitution Parallel judicial system to be abolished in accordance with the legal framework