



Pakistan: Country Gender Profile

Final Report

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List of Abbreviations (Pakistan)

ADB	Asian Development Bank
AKRSP	Agha Khan Rural Support Program
BHU	Basic Health Units
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CIDA	Canadian International Development Agency
DfID	Department for International Development
DoH	Department of Health
DHQ	District Headquarters
EC	European Commission
EDO- H	Executive District Officer of Health
EFA	Education for All
EPI	Extended Program on Immunization
ESR	Education Sector Reform
FAO	Food and Agricultural Organization, UN
FBS	Federal Bureau of Statistics
FWB	First Women Bank
GAD	Gender And Development
GEM	Gender Empowerment Measure
GDP	Gross Domestic Product
GRDI	Gender Related Development Index
GRAP	Gender Reform Action Plan
GoP	Government of Pakistan
GTZ	German Government owned company for international cooperation
GER	Gross Enrolment Rate
GDP	Gross Domestic Product
HDI	Human Development Index
HIV/AIDS	Human-Immunodeficiency Virus/ Acquired Immuno-Deficiency Syndrome
HBWW	Home Based Women Workers
HSSC	Higher Secondary School Certificate
ILO	International Labour Organization
IDUs	Injecting drug users
IUCN	World Conservation Union
JICA	Japanese International Cooperation Agency
KFW	Kreditanstalt für Wiederaufbau
LHW	Lady Health Worker
MCH	Mother Child Health Care Program
MDG	Millennium Development Goals
MMA	Mutahida Mujlise Amal
MoWD	Ministry of Women Development
MTDG	Medium Term Development Framework Target

NACP	National AIDS Control Program
NMCH	National Maternal and Child Health Strategic Framework
NORAD	Norwegian Agency for International Development
NCHD	National Commission for Human Development
NGO	Non Governmental Organization
NFAW	National Fund for Advancement of Women
NPA	National Plan of Action
NWFP	North West Frontier Province
NVTCs	National Vocational Training Centres
NER	Net Enrolment Rate
ORT	Oral Rehydration Therapy
PEMRA	Pakistan Electronic Media Regulatory Authority
PDTL	Pakistan Drug Testing Laboratory
PFF	Pakistan Fisherfolk Forum
PPPA	Pakistan Participatory Poverty Assessment
PRSP	Pakistan Poverty Reduction Strategy
PHC	Primary Health Care
PRHS	Pakistan Rural Household Survey
PSLM	Pakistan Living Standard Measurement Survey
RHCs	Rural Health Centers
SAP	Social Action Program
SBA	Skilled Birth Attendants
STD	Sexually Transmitted Diseases
STI	Sexually Transmitted Infections
SMCs	School Management Committees
SAP	Social Action Plan
SSC	Secondary School Certificate
THQ	Tehsil Headquarters
TRDP	Thardeep Rural Development Programme
UNDP	United Nations Development Programs
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNHCR	United Nations High Commissioner for Refugees
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
USAID	United States Aid in Development
WID	Women in Development
WHO	World Health Organization
WDR	World Development Report
UPE	Universal Primary Education
PTAs	Parent Teacher Associations

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Study Design and Methodology

A. Background

Japan International Cooperation Agency (JICA) is working with a commitment to assist Government of Pakistan (GOP) in its continued efforts aiming at promotion of gender equality, particularly, through mainstreaming of women in all walks of life, so that the full human potential could be mobilized which is essential for the overall socio-economic development of the country. JICA has also consistently placed high value to the principle that each country has its own social, cultural, demographic, economic, legal, and political etc. environment. Therefore, it is important to understand the gender dynamics of a country in its own given context, also by taking in to account both "emerging changes" and "chronic issues".

In the past, when Women in Development (WID) approach was adopted to reduce gaps between socially defined roles and responsibilities of women and men, JICA commissioned a study titled "Country WID Profile-Pakistan" in 1999 with a purpose to understand WID profile in Pakistan. However, now with an apparent paradigm shift from WID to Gender and from women orientated interventions to gender mainstreaming considerations JICA designed and commissioned this Country Gender Profile study with a purpose to understand the changing and non-changing characteristics of gender scenario in Pakistan. SPDI, through a competitive process, received the contract award and assumed the responsibility of executing the research as per the research design and agreed Terms of Reference (TORs).

B. Objectives

This study is undertaken with an aim to present the gender scenario in Pakistan from 1999 till 2007. The overall objective is to critically analyze the policy environment, socio cultural context, customary practices, changing norms, traditions and human behaviours which are having visible impact on women and men's socio-economic development in Pakistan.

This report has two main objectives. Firstly, it seeks to identify, categorize and expand dialogue on gender oriented issues as "chronic issues" and "emerging issues".. The report has extensively relied on existing literature on gender, which takes into account the problems of gender inequality in Pakistan. The research has also synthesized and extended the ongoing gender advocacy and dialogue to fill in the knowledge gaps and recommend suitable options for minimizing the gaps between gender policies and their implementation. Secondly, the Country Gender Profile aims at enhancing and expanding JICA understands in respect of gender gaps in Pakistan and to offer a framework for enhancing the efficacy of JICA's efforts to support gender mainstreaming in the country.

The sub-objectives of the study are:

- I. To assess gaps between existing gender related national policies (National Policy for Development & Empowerment of Women, National Plan of Action, GRAP etc.) and their implementation
- II. To assess the impact of emerging policy, social, cultural and economic environment on the lives of Pakistani women and men
- III. To assess the nature and degree of change taking place in perceptions towards women and men's roles, responsibilities and female education, health requirement, economic empowerment, participation in agriculture, forestry and fisheries
- IV. To identify and classify persistent/chronic and new/emerging issues from within the overall gender scenario and the factors limiting/hindering &/or promoting/favouring the process of women and men's changing social and economic development status
- V. To identify the areas from within the gender related policies and implementation process requiring interventions.

C. Sector wise Focus

The thematic focus of the study is on following sectors:

- **Education:** primary (formal and non formal education), secondary and higher education (participation rate of women in higher education, enrolment trends, reasons for decrease in male enrolment, adult literacy, and technical and vocational education)
- **Health:** Primary, secondary and tertiary level health care system and services with special focus on child & maternal health care services, family planning, HIV/AIDS etc.
- **Economic Empowerment:** female and male population employability, access to markets, technical training, availability and access to credit, informal sector, policy framework, industrial & labour policy etc.
- **Agriculture, Forestry and Fisheries:** Land ownership, agriculture extension and diversification, access to micro finance etc.

D. Scope

The study was designed in such a manner so that it provides a comparative perspective, from past to present gender profile of Pakistan, i.e., from 1999 to 2007 ; with a focus on current national gender policies/international commitments, implementation arrangements established for effective administration and implementation of gender policies/international commitments, measuring the changes that have taken place in the status of women and men ; identification of factors that are promoting and/or hindering the implementation of gender policies/international commitments and highlighting the persistent/chronic and emerging gender issues/gaps and provide set of

recommendations, for minimizing the gender disparities and promoting gender equality for a cohesive policy dialogue, coordinated advocacy, and mainstreaming of gender in all walks of life.

E. Methodology

The work reported here involves both primary and secondary data collection. However, the data collection process does present some problems. While statistics are needed to provide evidence and unbiased bases for policies and measures, to evaluate and monitor policies and measures with respect to their gender dimensions, and to raise consciousness and promote changes, there are many constraints in obtaining gender statistics. These constraints include: lack of commitment to gender statistics development, inadequate level of and lack of consistency in resources, lack of updated statistical legislations, competing demands in national data priorities, inadequate planning, technical skills, and infrastructure required to develop, manage, archive, analyze and disseminate gender statistics.

Keeping in mind the data constraints, the following steps were taken:

- An extensive search and review of secondary literature that addresses the research questions analytically and chronologically
- A compilation/reconstitution of existing quantitative data to substantiate the analysis
- Selective primary data collection to fill up data gaps and assimilate a diversity of perceptions

Where statistics and indicators fell short, personal narratives and specialists' perspectives are used in deconstructing generalizations that undermine desk studies. Thus, primary data has been gathered through interviews (open-ended and semi-structured individual interviews), and focused group discussions with government officials, politicians, reformers, researchers, scientists, and activists have been conducted for this purpose. The focused group discussions, one in each of the four provinces and one in the Capital Territory, have been undertaken to make sure the study fulfills its aims and objectives holistically.

F. Gender- as a unit of Analysis

The struggles of women as a sex/class are the key to human liberation. Women's struggle for empowerment has been a long and winding one, which is not yet over. The reason why we must focus on women is because they have traditionally been the marginalized gender in patriarchal societies such as Pakistan. The "bottom-up" analysis of power shows that power relations at the micro level of society make possible certain global effects of domination such as class power and patriarchy. Power relations arise when there is a conflict, where one individual or a group (e.g. men) wants to affect that actions and lives of another individual or group (e.g. women). When these dynamics occur, in a

culture, women and progressive men alike need to take charge to change the norms that alienate women to a position of inferiority in society. The focus of this report is on women so that we modify the relations of power in favor of women- who are commonly referred to as the “weaker” sex. Free subjects face a great deal more opportunities and possibilities than those whose options are restricted by their male household members and social norms and decorum alike. This is the reason why emphasis must be laid on the processes and tools needed to bring about a form of equality in society. For this purpose, it is important that emphasis is on women, their socio-economic problems, problems of sexual discrimination, honour killings, acid burnings and labour exploitation in a developing country such as Pakistan. Without an analysis of the reason why these gendered relations exist the society cannot take a step forward for breaking the chains that hold women back. To change the role and status of women in society there is a need to change the discourse through which society operates – a discourse that works for the exclusion of women must be reversed to include them in all levels of public and private policy debates and laws and ideas that affect women, whether they are working women or housewives. Women need to be made central figures in the decisions that affect their lives. For this the pre-conceived societal notions of masculinity and femininity also need to be revisited in a positive manner.

Summary of Results

I. Preamble

Sustainable Development Policy Institute (SDPI) in partnership with Japan International Cooperation Agency (JICA) has undertaken Country Gender Profile study with a purpose to understand the overall status of women and men from gender equality perspective; gaps between gender policies and their implementation; chronic and emerging gender issues with a social change and development perspective. The period in focus is from 1999 to 2007. The underlying principle was to analyse the policy environment, socio cultural context, customary practices, changing norms, traditions and human behaviors having impact on women and men's socio-economic development in Pakistan.

This report has two main objectives: Firstly, the aim is to draw attention to the chronic as well as emerging gender issues in Pakistan and secondly to enhance and expand JICA's understanding on gender gaps in Pakistan.

The thematic focus of the study is on following sectors:

- Education
- Health
- Agriculture, Forestry and Fisheries
- Economic empowerment

The work reported here involves both primary and secondary data collection. Keeping in mind the data constraints, the following steps were taken:

- An extensive research and review of secondary literature that addresses the research questions analytically and chronologically
- A compilation/reconstitution of existing quantitative data to substantiate the analyses
- Selective primary data collection to fill up data gaps and assimilate a diversity of perceptions.

As it is apparent that the status of women is not considered equal to that of men in Pakistani culture, therefore, the gender equality gaps are found more among women than men. It is for the same reason the report primarily focuses on gender issues of women than men. However, the research was designed to incorporate the men's perspective on gender as an equal potential partner to the gender dynamics, context and social change and development. The report aims at facilitating change and improvement in the status of women through evidence based analytical research and expanding debate on the present status of women and men.

The main findings of the study are as follows:

II. Education

- Education in Pakistan has and still suffers from countless issues including low levels of public spending (supply side inadequacies and under investment), poverty, cultural constraints and acute regional and gender inequalities in the budgetary allocations to education.
- Gender gaps in urban education are almost non-existent but they are wider in rural education since gender disparities are also higher in rural areas.
- The poor condition of public schools in Pakistan has a negative effect on the overall enrolment rates.
- Pakistan is producing more illiterates due to high population growth, low level of school enrolment and high level of drop outs.
- Setting up of Deeni Madaris (Religious schools) is not helping the cause either.
- There is a lack of co-ordination between donor organisations and GoP for improving the literacy rate.
- Emerging issues like poverty, violence against women, differences in government and private education, class discrimination, non-availability of educational facilities with the pace of increasing population, need for curriculum reforms, poor indigenous research etc are the key issues that should be dealt with in the future policies.

III Health

- The issues of health cannot be looked in isolation and broader parameters need to be developed to ensure equality for women.
- The health facilities for the masses are over-burdened and the quality of health services suffers greatly. The public health care system suffers as doctors prefer giving services to the affluent.
- The dependence of the Ministry of Health on donors in implementing international health strategies and programmes creates uncertainties regarding the amount and flow of financial resources and disturbs implementation.
- High costs, immobility of women, restricted decision making and limited information are major obstacles in seeking appropriate health care.
- Increased investment in the health sector with a clear aim to decrease the gender inequality is a central element of the government's agenda.

IV. Agricultural, Forestry and Fisheries

- Gender discrimination is pervasive in these three sectors.
- Majority of the women in rural areas are engaged in agricultural activities as unpaid family workers.

- Female ownership of an important asset or land appears to be extremely limited in Pakistan
- Technical know how should be provided to women in agriculture to enhance their income-producing opportunities.
- Until now not a single policy framework or administrative action with regards to socio economic uplift of fisher women and sustainability of their livelihoods has been taken by the government.

V. Economic Empowerment

- True economic empowerment for women remains elusive due to lack of attention and resources granted to the issue of women's economic empowerment.
- Women are increasingly working in the labour force but their voices are often excluded from international debates.
- The unemployment rate for women is many times higher for every age group; they are last to get jobs and first to lose them.
- There are no laws that contain explicit provisions for equal remuneration for equal work for women, protection of women from sexual harassment at workplaces, protection of labour rights for domestic workers and protection of labour rights of home based workers.
- Major barriers responsible for low female participation rate include inadequate recognition of their contribution, women's immobility, ignorance about opportunities and societal perception of women as lower status dependents.
- The major challenge is to create acceptance of a more public and active role for them that opens the pathways for their empowerment

1. Basic Profiles

Basic Profile

1.1 Socio-Economic Profile

Economic Indicators

Growth rate of real GDP	GDP Implicit deflator
5.8% (2007-2008)	13.4 % (2007- 2008)
6.8 % (2006-2007)	7.8% (2006- 2007)

Demographic Indicators

Total Population (millions)		Female population	Male population*	Urban	Rural	Annual Population growth rate	Total Fertility Rate	Life Expectancy at Birth*	
								Male	Female
2006	156.26	75.14	81.09	53.85	102.41	1.80	3.28	63.9	63.8
1998	133.32	64.16	69.17	43.32	90.00	2.28	4.7	62.7	60.9

Sectoral Share in Gross Domestic Product (GDP)

2007-08	Agriculture	Livestock	Fishing	Forestry	Mining and Quarrying
	20.9	10.9	0.3	0.2	2.5
2006-07	21.8	11.1	0.3	0.2	2.5

Civilian Labor Force of Pakistan and Provinces by Rural and Urban (Million)

Province	Civilian Labor Force								
	1999-2000			2001-2002			2003-04		
	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban
Pakistan	39.4	27.72	11.68	43.14	29.37	13.8	45.23	30.71	14.52
Balochistan	1.4	1.19	0.21	1.74	1.43	0.31	1.91	1.5	0.41
NWFP	4.53	3.81	0.72	4.95	4.13	0.82	5.07	4.24	0.83
Punjab	25.79	18.47	7.32	27.03	19.05	7.98	27.85	19.76	8.09
Sindh	7.68	4.25	3.43	9.45	4.76	4.69	10.41	5.21	5.19

Employment By Sector (%)	1999-2000	2001-2002	2003-2004	2005-06
Total	100	100	100	100
Agriculture	48.4	42.1	43.1	43.37
Non- Agriculture	51.6	57.9	56.9	56.63
Formal	17.7	20.5	17.1	15.37
Informal	33.9	37.4	39.8	41.25

Unemployment Rates by Region and Gender (%)

Years	Pakistan			Urban			Rural		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
1996-97	6.1	4.2	16.8	7.2	5.1	25.2	5.7	3.8	14.6
1997-98	5.9	4.2	15.0	8.0	5.8	28.6	5.0	3.5	11.9
1999-00	7.8	6.1	17.3	9.9	7.5	29.6	6.9	5.4	14.0
2001-02	8.3	6.7	16.5	9.8	7.9	24.2	7.6	6.1	14.1
2003-04	7.7	6.6	12.8	9.7	8.4	19.8	6.7	5.7	10.9
2005-06	6.2	5.4	9.3	8.0	6.9	15.8	5.4	4.6	7.7

Crude Labor Force Participation Rates by Region and Gender (%)

Year	Total			Urban			Rural		
	Both	Male	Female	Both	Male	Female	Both	Male	Female
1996-97	28.7	47.0	9.0	27.2	46.6	5.9	29.4	47.2	10.5
1997-98	29.4	48.0	9.4	27.0	47.1	5.3	30.6	48.4	11.5
1999-00	29.0	47.6	9.3	27.1	46.5	6.3	29.8	48.2	10.7
2001-02	29.6	48.0	9.9	29.1	48.9	7.3	29.9	47.6	11.1
2003-04	30.4	48.7	11.2	29.2	49.8	7.0	31.0	48.2	13.2
2005-06	32.2	50.3	13.3	30.2	51.0	7.9	33.2	49.9	16.0

Employment by Region and Gender (Millions)

Year	Pakistan			Urban			Rural		
	Both	Male	Female	Both	Male	Female	Both	Male	Female
1996-97	34.13	29.53	4.58	10.31	9.45	0.85	23.87	20.12	3.74
1997-98	35.94	30.93	5.00	10.78	9.99	0.78	25.15	20.92	4.22
1999-00	36.3	31.21	5.08	10.07	9.19	0.87	26.23	21.98	4.24
2001-02	38.9	33.19	5.69	12.2	11.00	1.22	26.7	22.19	4.47
2003-04	42.00	34.69	7.06	13.1	11.76	1.35	28.6	22.93	5.71
2005-06	46.94	37.81	9.13	14.46	12.80	1.66	32.48	25.01	7.47

Employment by Major Industry (%)

Year	Agri.	Mining, Quar.	Manuf.	Constr.	Electric, Gas	Trade	Comm.	Finan. Insit.	Social	Not Defined
1996-97	44.2	0.1	11.1	6.8	1.0	14.6	5.7	1.0	15.6	0.04
1997-98	47.3	0.2	10.0	6.3	0.7	13.9	5.5	0.9	15.4	0.1
1999-00	48.4	0.1	11.5	5.8	0.7	13.5	5.0	0.8	14.2	-
2001-02	42.1	0.1	13.8	6.1	0.8	14.8	5.9	0.9	15.5	-
2003-04	43.1	0.1	13.7	5.8	0.7	14.8	5.7	1.1	15.0	0.1
2005-06	44.1	0.1	13.7	6.2	0.7	14.3	5.7	1.1	14.1	-

Employment by Major Occupations (%)

Year	Managers	Prof.	Ass. Prof	Clerics	Service	Agri	Craft	Operators	Unskilled
1996-97	8.62	3.50	2.80	2.89	7.77	36.82	9.87	4.82	22.93
1997-98	9.76	3.00	2.95	1.84	6.02	39.91	12.71	3.68	20.13
1999-00	11.00	2.21	4.17	1.56	4.58	40.03	15.05	3.28	18.13
2001-02	11.56	2.08	4.74	1.71	5.67	34.69	16.20	3.92	19.44
2003-04	11.48	1.98	4.88	1.64	5.16	34.92	15.88	3.75	20.32
2005-06	12.01	1.70	5.10	1.40	5.40	35.30	15.80	4.10	19.30

Employment Status by Region (%)

Year	Employer			Self-employed			Unpaid family Helper			Employees		
	Pakistan	Urban	Rural	Pakistan	Urban	Rural	Pakistan	Urban	Rural	Pakistan	Urban	Rural
1996-97	1.1	2.6	0.4	42.2	33.1	46.1	20.3	9.3	25.1	36.4	55.0	28.4
1997-98	0.9	2.3	0.3	41.5	33.4	45.0	22.4	9.3	28.0	35.3	55.1	26.7
1999-00	0.8	2.3	0.2	42.2	33.9	45.6	21.4	10.0	26.1	35.6	53.9	28.1
2001-02	0.8	1.9	0.3	38.5	30.5	42.2	20.8	9.7	25.9	39.9	57.9	31.6
2003-04	0.9	2.3	0.2	37.1	31.6	39.6	24.1	10.8	30.3	37.9	55.3	29.9
2005-06	0.9	2.1	0.36	34.9	31.3	36.6	27.0	11.2	33.9	37.3	55.4	29.2

Informal Sector Employment by Region and Gender (%)

Years	Pakistan			Urban			Rural		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
1997-1998	67.8	68.1	64.5	63.3	64.0	53.1	73.1	73.0	74.7
1999-2000	65.8	65.8	65.7	63.8	64.1	60.7	68.0	67.6	73.1
2001-2002	64.6	64.7	63.0	61.1	61.1	60.7	68.3	68.5	65.7
2003-2004	70.0	70.4	65.7	67.2	67.8	61.6	72.9	73.3	69.9
2005-2006	72.9	74.2	65.2	71.0	71.2	69.1	74.8	74.3	79.4

Average Monthly Income of Employees by Region and Gender (%)

Income Group	Pakistan			Urban			Rural		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
< 1500	14.4	9.5	46.2	10.8	7.5	34.0	17.5	11.2	55.2
1501-2500	17.6	17.0	21.5	13.7	13.0	18.5	20.9	20.5	23.8
2501-3900	21.7	23.8	8.3	19.9	21.4	9.8	23.3	26.0	7.1
4000 and above	46.3	49.7	24.0	55.6	58.1	37.7	38.3	42.3	13.9
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: Labor Force Survey, 2005-06

Hours of Work by Region and Gender (%)

Hours	Pakistan			Urban			Rural		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
1-10	0.7	0.4	1.9	0.4	0.2	2.1	0.8	0.5	1.8
11-20	3.6	1.8	11.1	1.6	0.7	8.7	4.5	2.4	11.6
21-30	7.9	4.1	23.7	3.8	2.1	17.6	9.7	5.2	25.1
31-34	3.1	2.4	6.0	2.0	1.4	6.7	3.6	3.0	5.8
35-48	42.3	41.6	45.5	43.1	42.1	50.3	42.0	41.3	44.5
48+	42.3	49.6	11.8	49.1	53.5	14.6	39.3	47.6	11.2

Source: Labor Force Survey 2005-06

Women in Decision Making

Pakistan's GEM ranking	Seats in Parliament Held by Women	Female Legislators, Senior Officials and managers	Female professional and technical workers	Ratio of estimated Female or Male Earned Income
82	20.4	2	20.6	0.29

Laws for women (the latest ones only)

- Ordinance to free women prisoners
- Passage of Women Protection Act

Ratification and signature of international law for women

CEDAW	1999
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Governmental organization of Gender

The Commission on Marriages and Family Laws	1955-56
Women's Rights Committee	1976
Pakistan Commission on the Status of Women	1985
Commission of Inquiry for Women	1997
Ministry Of Women Development	1997
National Commission on the Status of Women (NCSW)	2000

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1.2. Health Profile

Health Profile

Category	Year	Ratio/Rates
Contraceptive Prevalence Rate	2006	24.0
	1996-97	24.0
Maternal Mortality Ratio (per 100.000 live births)	2002	350
	1995	340
Percentage of Women having Anaemia during pregnancy	2001-02	36.9
	1985	42
Neonatal Mortality Rate (number of deaths in infants under 1 month of age during a year per 1,000 live births)	2003	43.1
	1998	55.0
Infant Mortality Rate(number of deaths in children under 1 year of age during a year per 1,000 live births)	2006	74.6
	1998	89.0
Under 5 Mortality Rate (per 1,000 live births)	2006	107.4
	1999	118.4

Category	1999	2006
Number of Hospitals	879	924
Number of Dispensaries	4583	4712
Number of Maternal and Child Health Centers	855	906
Number of Rural Health Centers	530	560
Number of Total Beds	92174	102073
Population per bed	1448	1508
Number of registered Doctors	88082	122798
Number of registered Dentists	3857	7388
Number of registered Nurses	35979	57646
Number of registered Midwives	22401	24692
Population per Doctor	1515	1254
Population per Dentist	34607	20839
Population per Nurse	3710	2671

Trends in contraceptive use in Pakistan (percentage of currently married women using any method)

Year	Percentage of women
1996-97	24
1998-99	17
2000-01	28
2001-02	19
2003	32
2005-06	26
2006-07	30

HIV and AIDS prevalence among pregnant women ages 15-24 years

Years	Pregnant women with HIV and AIDS (%)
2001-02	0.03
2004-05	0.30
MTDF 2010 target: 0.07 MDG 2015 target: 0.05	

References

- 1) Economic Survey of Pakistan 2007-08
- 2) Human Development Report, UNDP, 2007
- 3) Government of Pakistan Millinium Development Goals Report 2005.
- 4) Pakistan Demographic and Health Survey 2006-07/ Preliminary Report
- 5) Government of Pakistan Population Projections, Summary indicators, 1998-2023.
- 6) Status of Women, Reproductive Health and Family Planning Survey, 2007.

1.3 Education Profile

Education Budget

Public expenditure on education (2005-06) Rs in million	170,708.77
% of GNP (2006-07)	2.42%
% of GDP (1999-00)	1.72%

Literacy Rate

Literacy rate-population 10 years and older (2006-07)	55%
Male	67%
Female	42%
Adult literacy rate- population 15 years and older (2006-07)	52%
Male	65%
Female	38%

Enrolment Rate (GER)

Primary education (2006-07)	Enrolment Rate (88%)	GER (Highest)	GER (lowest)
Male	95%	Punjab: 98%	Balochistan: 65%
Female	79%		
Middle education (2006-07)	Enrolment Rate (51%)	GER (Highest)	GER (lowest)
Male	57%	Punjab: 55%	Balochistan: 34%
Female	44%		
Secondary Education (2006-07)	Enrolment Rate (48%)	GER (Highest)	GER (lowest)
Male	57%	Punjab: 51%	Balochistan: 33%
Female	44%		
Ratios- all over Pakistan (2005-06)	Students per teacher	Teachers per School	Students per School
Mosque	234	8	312
Primary	36	3	96
Middle	26	8	198
Secondary	29	18	506
Higher Secondary	30	29	861

Number of Institutes

Total number of institutes (2005-06)	Male	Female	Mix
Denni Madaris	4,178	1,929	6,046
Primary	62,479	44,632	18,354
Middle	7,226	7,078	638
Secondary	5,997	2,834	279
Higher Secondary	491	347	36
Degree colleges	320	355	78
Technical & Vocational	685	1,475	899

References

- 1) Economic Survey of Pakistan 2007-08
- 2) Pakistan Education Statistics 2005-06
- 3) Government of Pakistan Millinium Development Goals Report 2005.
- 4) National Education Census 2005
- 5) Pakistan Social and Linving Standards Measurement Survey (2006-07)

2. General Situation of Women and Government Policy on Gender

General Situation of Women and Government Policy on Gender

2.1. General Situation of Women in Pakistan

The constitution of Islamic Republic of Pakistan gives equal rights to both women and men. However, in practice women are rarely equal to their male counterparts. According to the Human Development Report 2007/2008 the Gender Empowerment Measure (GEM) rank of Pakistan among 93 countries registered with UN is 82. The GEM quantitatively measures the empowerment of women on a country basis. This indicator includes the measure of inequality in control over earned economic resources, participation in political decision-making and economic decision-making.

Supporting the GEM is the low Gender Related Development Index (GRDI) rank of Pakistan among the UN registered countries. It would not be out of place to mention that GRDI reflecting gender inequality is the counter indicator of the Human Development Index (HDI) which is equivalent to life expectancy, educational status and income of a country. As per the latest Human Development rankings, 2007/2008, Pakistan, with the HDI ranking of 136 out of a total of 177 countries, comes under the band of Medium Human Development countries.

According to the Global Gender Gap (GGG) report, the planet's ten-worst offenders are: Yemen, Chad, Pakistan, Nepal, Saudi Arabia, Benin, Morocco, Turkey, Egypt and Oman. Of the ten, nine are Muslim-majority states. At the other end of the spectrum, the planet's best countries for women to live in are: Sweden, Norway, Finland, Ireland, New Zealand, Philippines, Germany, Denmark, Ireland and Spain. Not even one of the top-ten is a Muslim-majority state.

GGG collected data from a total of 128 countries to develop a comprehensive, scientific index. The GGG Index is based on four different sub-indices -- namely, economic participation, educational attainment, political empowerment and health -- while each of the sub-indices has half a dozen components.

Under economic participation, five of the worst-offenders are: Yemen, Saudi Arabia, Pakistan, Oman and Bahrain. Under educational attainment, the worst-offenders are: Chad, Yemen, Benin and Pakistan. The best: Denmark, United Kingdom, Australia, France and Belgium. Under political empowerment the worst are: Saudi Arabia, Yemen, Kuwait, Qatar, Egypt and Iran. The best: Sweden, Finland, Norway, Iceland and Spain.

For women, the Islamic Republic of Pakistan comes out as one the worst of countries to live in; there are only two other countries worse off than is Pakistan -- Yemen and Chad. Under economic participation, Pakistan is ranked 126 out of 128. Educational attainment, 123 out of 128. Health, 121 out of 128. Political empowerment, 43 out of 128. Surprisingly, Pakistani women are worse off this year than they were last year (http://www.thenews.com.pk/daily_detail.asp?id=107809).

Contrary to commonly held belief, the Holy Quran is particularly solicitous about women's wellbeing and development. However, women have been the targets of the most serious human rights violation in Muslim societies. The contradiction that exists between women related practices and Islamic ideals is problematic (Perveen: 1999).

Before presenting a detailed analysis of the status of gender related issues in Pakistan, it is important to list down the structural changes that have reformulated and re-engineered the development landscape of Pakistan and hence the lives of women and men over the last decade.

Broad categorizations

Systemic shocks	War on Terror
	Intensified militancy and terrorism
	Military offensives against civilian population
	Earthquake 2005
State institutions/ Political changes	Military coup
	Local Governance system and decentralization initiative
	Elections 2002
	Electoral rise of religio-political parties
	Role of judiciary
	Lawyer's Movement
	Elections 2008
	Women important feature of 'Moderate Enlightenment' vision
	Restructuring of discriminatory laws

Policy changes	Women's quota in Local Body Elections
	Women's reserved seats in Parliament
	Gender Reforms Action Plan (GRAP)
	Elevation of women to key positions in public profile
	Normalization of ties with India
	State policy u-turn on support for jihad in Kashmir & Afghanistan and ban on militant groups
Economic changes	Rising inequalities
	Improvement of gross economic growth indicators
	Declining safety nets and social protection

	Accelerated privatization of public utilities
Demographic changes	Significant rural to urban migration
	Feminization of poverty
	Growing middle class
Social shifts	Media liberalization and TV deregulation
	Reincarnation of customary forms of violence
	Increase in vibrancy of civil society groups
	Simultaneous increase in social conservatism and social liberalism and modernism
	Increased antagonism against 'West' associations

2.2 Political Context/ Legal Context

2.2.1 The War on Terror, militancy and military offensives

The War on Terror and Pakistan's placement once again as a frontline state, has had an enormous impact. It has introduced the spectre of suicide bombings in the country and led to an unprecedented intensity of terrorist attacks, allegedly to protest the Government of Pakistan's role as a collaborator of the Allied Forces. It resulted in the fragmenting and mimicking of Islamist militias, jihadi organizations now proliferate the country without having the earlier, integrated hierarchies.

It rejuvenated political Islamist parties, helped them form an alliance (MMA) and allowed them to form provincial government in two provinces for the first time in the country. In subsequent elections, the MMA has been voted out, but its five years in power have left strong footprints on the social fabric. It has led the State of Pakistan to militarily intervene and conduct army operations against its citizens, who ally themselves with the militias.

It has strengthened the sense of alienation in many geographical pockets, which perceive the State's military interventions to be further proof of its oppressive nature. All these spin-offs have been largely attributed to the American presence in the region, specifically its military attacks in Afghanistan and directly or technically abetting such assaults in Pakistani territory, giving fillip to antagonism against the US and other forces perceived as 'western' by default. On the other hand, it has also provided opportunities for positively changing ground realities, as conflict invariably does. It has compelled the State to directly deal with and extend its writ to regions autonomous since the formation of the country.

In the pursuit for foreign militants, it has thrown open the debate on citizens, citizenry and State rights and responsibilities. It has brought the status of women into the spotlight as the Allied Forces insisted that Afghan women's treatment at the hands of the Taliban provided partial moral justification for the

attacks. It also forced the State of Pakistan to re-strategize its support of fundamentalist forces and posit 'Enlightened Moderation' and a 'soft' image that protects women's rights.

2.2.2 Lawyer's Movement: March 2007 onwards

The former President of the country, Pervaiz Musharraf, who was also the Chief of Army Staff, declared a national emergency within the context of a Supreme Court case deliberations on the legality of the President's occupation of both positions. The Chief Justice who headed the Supreme Court was dismissed, as was the entire Supreme Court and High court benches, and their reinstatement was made contingent upon swearing a new oath that would legitimize the declaration of the emergency. The Chief Justice along with many other judges refused to accept this and the lawyers started a street protest movement for reinstatement of judges and criminalizing the emergency process. For over a year, the lawyers congregated across the country, boycotted courts, fighting for supremacy of the law, and the movement and its demands filled news content across newspapers and television channels countrywide. For the first time, a profession-based interest group has made a deep political impact on Pakistani politics.

Two consequences of this movement are worth noting for the purpose of this assessment. For one, civil society organizations joined in these protests in mass number, and most citizens sided with the resisting judiciary in outrage over the arbitrary dismissals. People who generally stayed neutral and did not engage in political discourse or movements, joined rallies for the first time, and a new chapter in civil and political engagement seems to have started.

Next, that the Constitution, its stipulations that protect citizens and the role of the judiciary has occupied center stage of political discourse, often to the exclusion of all else. Supremacy of Constitution and rule of law has specific connotations for women in Pakistan. The Constitution upholds the equality and pledges protection of women in Pakistan. Their legal status has been compromised by other, lesser status laws and parallel legal/ judicial systems that have offset constitutional provisions. The fact that most aspects of women's lives have been legislated on; age of marriage; consent to marriage; rights to divorce; marriage dissolution; entitlement to alimony and child support; child custody; what they can wear; sexual and bodily autonomy; what work they are allowed to do; conditions governing their labor; women's political representation and participation; violence they may suffer; mobility; access; competence of providing testimony and evidence; whether male relations can be prosecuted for their murder, and so on, makes it critical for sacredness of constitution and pro-women role of judiciary to gain prominence.

2.2.3 State and government-led initiatives

Much of the State's positioning vis-à-vis women was changed single handedly by the General. The strength of the women's movement and people's actions for democratic pluralism gave impetus, but

asymmetric power imbalance and deeply anti-women processes were affected to an extent by the General's progressive outlook.

In 2002, he was confronted by a high profile case where a woman had been sentenced to death for adultery, whereas she was the one who had come forward and filed rape charges. The infamous Hudood Ordinance saw her pre-rape pregnancy as proof of illicit sexual relations, as the man in question had countered. The Federal Shariat Court over-ruled the death sentence, but before that, General Musharraf had publicly asserted that she would not be stoned to death 'no matter what'. This was the well-known Zafran bibi case. Though she was set free, her rapists were not prosecuted.

In July 2006, Musharraf signed an ordinance to free all women prisoners in prisons across the country, except for those charged for murder or terrorism, and the Musharraf regime proposed and consequently passed a bill that led to the Women's Protection Act 2006 that offers women safeguards against false accusations of adultery. The Act was probably one of the first such laws in which parliamentarians voted across party lines and on the issue itself.

2.2.4 Women's Reserved Seats

In 1999, at the Federal and provincial legislatures women's representation was such that; women made up 3% of the National Assembly (7 out of 217); 2.3% in the Senate (2 out of 87); and 0.4% overall in the four provincial assemblies (2 out of 483).

In 2004 ANP & JUI added women's wings, now every mainstream political party has them.

Though women received the right to vote and to stand for elections in 1935 in united India and continued in Pakistan's formation in 1947, the first woman to be elected was in 1973.

The reserved seats available to women was reduced from 40049 in 2001 to 28582 in 2005 (Aurat: 2005) but progress is evident as 96.97% of seats for women were filled at the union council level, whereas in 2001, 89% of seats were filled. The contestability on seats also increased, as did the number of women contesting for the district nazim and naib nazim position. A 100% increase is observed with regard to women's elections as Nazims and Naib Nazims from 16 in 2001 to a total of 32 after the 2005 elections. It is also significant that this single measure of reservation of women's seats has raised Pakistan's ranking on the Gender Empowerment Measurement (GEM) from 100th out of 102 countries in 1999, to 58th in 2003 .

There is ethnographic data to show the difference these women are making for their women constituents. This policy intervention has the potential to bring about a significant cultural transformation, as it has already changed the 'parameters of citizenship' (Bari 2006). Various

development organisations¹ detail instances of women councilors being deprived of development funds, yet initiating change in unique ways that circumvent budgetary limitations.

Primary data analysis, conducted for this study, shows women's political participation as a driver of change in Pakistan, noting that the experience of interventions to promote women's voice suggests that once women are elected to positions of power, they can help open up space to address broader issues of women's right. Rai and Shah (2007) in their study of women's political representation evaluated quotas and in the final analysis suggest that quotas need to be embedded in a democratic culture and a socio-economic context where women's work is valued, both in the public and private sphere. They emphasize that gender mainstreaming needs to be transformative, not just integrationist.

2.2.5 Role of judiciary

The 'ousted' judiciary played a role in bringing violence against women into voluntary judicial purview and into official limelight. Chief Justice of Supreme Court Iftikhar Ahmed took suo moto notice of extreme forms of violence against women as perpetuated by particular communities in question. For instance, the gang rape survivor, Mukhtara Mai, for whom gang rape as punishment for her brother's crime was a decree issued by a community court (jirga). Even while Mukhtara was unsure about prosecution, the court intervened to arrest and prosecutes the rapists.

The same Chief Justice separately summoned to court a then-present Member of Parliament for participating in a jirga that decreed the exchange of minor-aged girls to a tribe in exchange for forgiving crimes committed by the girls' family. Bartering women for conflict resolution is an old tribal tradition called *vanni* or *swara*, and since the Parliamentarian violated the legal system by participating in the unlawful act, he was summoned before court. In yet another rape case, that of Naseema Ubaro, the same court directed the police to provide full security to Naseema and her family, allow for relocation and to prevent the family from entering into out of court settlement, insisting on criminal prosecution. Human rights activists in Pakistan have long been advocating that violence against women should be a crime against the state, and not against the person as it currently is. This allows aggrieved persons to withdraw charges or not to file charges at all. All these are 'firsts' and could have started a trend of pro-women judicial actions, had the judicial bench not been dismissed itself.

2.3 Social Context

2.3.1 Television and Media Liberalization (2002 onwards)

To assert the military regime's credentials as a catalyst for democracy, the State freed airwaves from government control. It liberalized the licensing structure for television, setting the scene for critical

1 Pattan and Social Policy Development Institute (SPDC)

political programs and scathing social critiques, allowing media an unprecedented degree of freedom from state ownership. Currently, there are over fifty channels as opposed to the prior two.

Most television channels have women-specific programming and even during prime time hours, produce and show dramas and serial soaps that highlight the suffering of women and / or suggest avenues of redress, thereby communicating options open to women. Though there are a few channels and programs that stereo-type and typecast women, showing them in a negative light as perpetual victims or shrewd manipulators or as show pieces, the general direction has been that of awareness raising on women's issues.

Though the political and social content of programs has demystified political and social structures, most channels are available only on cable, and cable television has a limited reach, as compared to terrestrial ones, which remain state owned.

Radio airwaves have also been liberalized, and though there are severe restrictions on political programming, radio stations have been covering social issues regularly. They have been used extensively by NGOs and government ministries to promote awareness on specific social concerns such as importance of education, sanitation, clean drinking water, intra-family discrimination and importance of immunization programs, among others. However, the efficacy of these radio programs is being seriously affected by the upsurge of illegal FMs, especially in the NWFP. These radio channels are being frequently used by the fundamentalists to brainwash women against 'western' notions of family planning and urge them to be submissive to their men as 'true Muslim' women should be.

2.3.2 Rural/Urban Population Ratio

Pakistan has self-identified as an agricultural country and a majority of its population has been in the rural areas, and its livelihood connected to agriculture and extension industries. Owing to trends such as mechanization and consequent redundancy of manual labor; acute water shortfall that is making farming unviable in many geographical areas; increasing costs of agricultural inputs; and natural calamities such as droughts, floods, and disease has prompted migration to urban areas and encroaching citification of peripheral areas.

This has caused enormous stress to limited city infrastructures, led to rising unemployment, resulted in loss to women's sense of familiarity and security, further curtailed their mobility as cities are not in their comfort zone, and additionally, reduced their access to institutions as there is often a language barrier that accompanies relocation.

Alternately, this has led to an increased visibility of cultural criminal practices such as honor killing, the incidence of which is overwhelmingly rural-centric. It has also exposed women to alternate

lifestyles and has increased their proximity to state institutions that are largely absent in many rural areas. Continued labor migration has also increasingly left women in charge of their households that impacts their autonomy, though there are no studies gauging the impact of returning male heads of households.

2.3.3 Earthquake 2005

The earthquake that hit NWFP and Pakistan administered Kashmir was the severest ever experienced in the country. According to Government of Pakistan figures, as of November 3, 2006, approximately 70,000 of the population were severely injured or disabled. 58,897 people suffered minor injuries and over 2.8 million persons were left shelter less. The death toll was estimated as 73,000 (UNDP, 2006:1). Yet in its fallout, two significant scenarios emerged.

Firstly, there was a quick realization among many organizations and institutions that reconstruction and rehabilitation offered an opportunity for creating a new social order instead of replacing the previously existing one. The earthquake zone overlapped with the ‘jihadi belt’ in the country and was additionally an area of what Deniz Kandiyoti (1998) called ‘deep, classical patriarchy’. So the focus on and label category of women-headed households, immediate establishment of girl’s schools, marking women as direct recipients of aid and providing women direct access to state and private institutions and structures would lead to enhanced opportunities in the future.

Next, the overwhelming response and immediate support provided by citizens across the country galvanized civil society. There were countless volunteers who traveled to the earthquake belt to assist in rescue and rehabilitation, countless donation points were set up where people donated generously, and many fund raising activities were arranged. In the context of largely insular clan groupings and inwards looking tribal association in rural areas and atomized perspectives of the urban, where collective association and working were barely minimum, the response of citizens worked to bring the people of the country together.

2.4 Role of Women in Gender and Development

According to the data collected for this study, there is evidence that the development sector is deepening its analysis and is shifting from a process of addressing surface level issues to grappling with the deeper, root causes of poverty, marginalization and low status of and violence against women.

Critical in this evolution has been a three tiered analytic framework; one that reflects a nuanced understanding of the distinction between practical and strategic needs, secondly, the appreciation of intersectionality, and thirdly, the shift from a ‘women only’ focus to that of brining in men and social relationships into the ambit of development.

For example, to stop violence against women, it is not sufficient to create awareness about women rights among women but it is necessary that men join with women to encourage norms of consent, respect and gender equality to challenge the unfair power relations which promote violence, and promote gender roles based on non-violence and gender justice.

National White Ribbon Campaign Pakistan is the men's movement for ending violence against children, girls & women. For this to be achieved, men must become part of the solution by taking greater responsibility. Not just in altering their own behaviour, but also as role models for younger generation.

The aim of such efforts is to sensitize men that masculinity can be used in a healthy and positive direction instead of violence and sexual assaults and improved relationships can be flourished based on respect for the opposite gender.

2.4.1 Intersectionality

There is now growing recognition that not only is 'women' a diverse category but that women's experience of exploitation and discrimination is varied across groupings, and that they experience different levels and natures of suppression. Intersectionality grapples with relationships between identities, and may be defined as a theory to analyze how social, cultural and political hierarchies intertwine, examining the production of power and processes between gender, class, ethnicity etc.

For instance, women who have independent income and earnings carry more decision-making power than those who do not earn monetarily, and those who earn by working from home for pay seem to be worse off than those who work outside the home for pay.

Older women (generally those past child bearing age) experience more relaxations on social control and enjoy more respect and a higher status in the family and community, than young women. Yet younger women generally have a higher ratio of education than the older women.

Zubia Mumtaz and Sarah Salway (2005) in their study on contraceptive access in Pakistan find that poor women's higher unaccompanied mobility is associated with loss of prestige and susceptibility to sexual violence whereas among richer women, such movement does not constitute a legitimate target for male exploitation, nor did it lead to a loss of status on part of their families.

Married women are comparatively regarded more important than single women, and married women with sons are more privileged than married women without children or those with daughters. Fafschamps and Quisumbing (2003) find through data from rural Pakistan that households operate as hierarchies with sexually segregated spheres of activity, where the head of household and spouse provide most of the labor within their respective spheres of influence; other members work less. Signaling further stratification, they note "When present in the household, daughters-in-law work

systematically harder than daughters of comparable age and education” and go on to note that within the household, “The better educated individuals enjoy more leisure.”

Women who live in their ‘own’ areas have more mobility, access and power than women who get dislocated through displacement or migration, because their traditional roles and their importance is diminished in a changed, alien context. These examples illustrate that age, class, ethnicity, caste, marital status, earning position, education, location, language and other such factors combine to make varied equations of discrimination, and that for effective interventions, it is critical to deconstruct ‘women’ as a category of ‘beneficiaries’.

2.4.2 Paradigmatic Shifts

The evolving analytical lenses combined with years of development experiments and experiences in the ‘field’, have led organizations and institutions to reflect and focus on structural fault lines as the most relevant focus of development.

At one level, ‘lessons learnt’ have highlighted practical considerations. Examples of this are, for instance, International Fund for Agricultural Development’s (IFAD) conclusion that visibility of projects, while generally an asset, can also threaten success, and instead of having special women’s centers, women may be better off holding activities at each others houses. Or where they find that it is at times necessary to work with men and community leaders and gain their trust and cooperation and get credibility before work with women can commence. CIDA (2006) finds that providing parallel support to both government and non-governmental organizations to build capacity for achieving lasting benefits in a given sector can increase the likelihood of success. Similarly, they state assisting the collaboration between government and non-governmental organizations leads to an environment more receptive to advocacy and more supportive of change, suggesting a balanced programming approach with assistance to both government and civil society.²

Additionally, in engaging the poor in participatory analysis, the Government of Pakistan finds that: the poor want greater access to land and water and protection of natural resource base; poor households are extremely vulnerable and safety nets are weak; the poor need jobs, and not just in urban areas; basic services, especially health care, fail the poor; the poor lack access to political power and justice; and that women are worse off, in all identified areas. In highlighting this gap again, it states “No work has been undertaken on how the poor themselves, particularly women, experience poverty and what their priorities are for improved policies and programs.”

2 CIDA Pk program evaluation, Executive report October 2006. Performance and Knowledge Management Branch, CIDA, Quebec

Many international organizations as well as the government seems to be heeding the main lesson learnt out of the failure of the SAP (Social Action Program), among the largest sectoral poverty reduction initiatives. After a ten year run, the SAP was closed in 2002, with most of its bench marks unrealized. In hindsight, most involved stakeholders attributed this to low levels of participation and ownership by communities, primarily because of the bureaucracy's hesitation at bringing common people on board at the planning and development stage (Siraj, 2004), and because the donor institutions were more occupied with financing and planning than monitoring, implementing and evaluating. Post-SAP, the focus on people's participation, and review and reflect processes has sharpened.

The Aga Khan Rural Support Program (AKRSP) questions conventional wisdom: "What comes first? There is an assumption that social development follows economic development. However, for many development practitioners, it is not clear how this process actually works... AKRSP is struggling with important development conundrums: the relationship between economic and social development."³ As early as 2001, the World Bank was grappling with such notions, highlighting Pakistan's trends as those of 'growth without development'. "While foreign aid and government programs may have contributed to overall economic growth, they were an egregious failure at promoting social and institutional development under the circumstances of elite domination..... an elite who does not support human capital investment in the masses." (Easterly, 2001).

The World Bank identifies mobility as a key determinant of women's empowerment – an issue that has received little attention so far. Identifying it as an enormously influential cultural norm, it finds through numerous studies that mobility restrictions directly undermine female access to medical care, education, and opportunities for paid work. It finds the norms of seclusion the 'most important constraint' in their access to services and participation in society and economy.

DFID attempted a nuanced understanding of political structures and systemic barriers in Pakistan, and honed in on social exclusion as the most structurally significant issue. Social exclusion explains, rather than describes poverty.

"Social exclusion is deeply rooted in the social, economic and political experience of Pakistan. Fundamentally, social exclusion refers to the relationship between citizens and the state. Other development concepts such as poverty, vulnerability, deprivation and inequality do not imply causality, whereas a social exclusion framework implies that someone or something is doing the excluding. Social exclusion is thus relational, and is embedded in the formal and informal institutions of a society, deriving from social relations founded on differences in status or power. In Pakistan, some of the main barriers to poverty reduction & social change lie precisely in social and institutional

3 AKRSP evaluation <http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/REN-218132618-PMW>

relations. Using the concept of social exclusion helps explain why particular groups remain poor, and what needs to be done to address their poverty, through use of an active dynamic rather than the passive, anonymous process of impoverishment and marginalisation” (Hooper and Hamid, 2003).

This was then reflected in the DFID Policy paper, which states “Social exclusion causes the poverty of particular people, leading to higher rates of poverty among affected groups. Social exclusion reduces the productive capacity – and rate of poverty reduction – of a society as a whole” (DFID, 2005).

2.4.3 Factors Influencing Change

General Status of Women

Practical factors impeding change	Practical factors assisting change
Threats of violence for adopting change	Donors and NGOs increase interaction and participation of communities
Customary practices persist in rural areas	TV media liberalization and high outreach
Limited resources, competing priorities	Local Bodies system devised for service delivery
Financial wastage and mal-administration	Budgetary allocation for social spending has become better in the recent past
Low ownership of development agenda	Improvement on and official commitment to social development indicators

Structural Factors inhibiting change	Structural Factors facilitating change
Entrenched power hierarchies, higher rung actors preserve status quo	Mainstream elected parties in power could begin to deepen democratic culture
State failure to deliver on services and entitlements	Official (formal) endorsement of women’s rights by state institutions
Local economies hinged to traditional forms of governance	More active citizenry and civil society is charged and poised for change
Arguments of ‘relativity’ view culture as static and sacred	Value accorded to education, if not education itself, is on the rise
Concepts of rights perceived as ‘western’ are resisted and resented as ‘imposed’	Public opinion against traditions like early pregnancies and rising awareness

What has changed	What is changing	What is not changing and what should be changed
Fertility rates and very early pregnancies	Public profile of women in media, politics and key positions	State/ society trust deficit
Puberty as age of marriage for girls	Attention and condemnation of violence against women	Social protection mechanisms
Public perceptions against early pregnancies	Public discourse on alternative interpretations of religion	Women’s low asset holding and property rights
Women’s representation in parliament	Multiple meanings of veiling, its symbolism and correlation with mobility and ideology	Laws and institutions governing violence against women in the private domain
Local government assures modest level of connection	Political economy of customary forms of violence against	Registration of births, marriages, divorces and deaths

between people and governance structures	women and its public perceptions	
	Inflation and high costs of living reshaping economic opportunities	

2.5. Government Policy on Gender

Government Policy on Gender

In the past years the government has taken many steps forward in the area of female empowerment. These include:

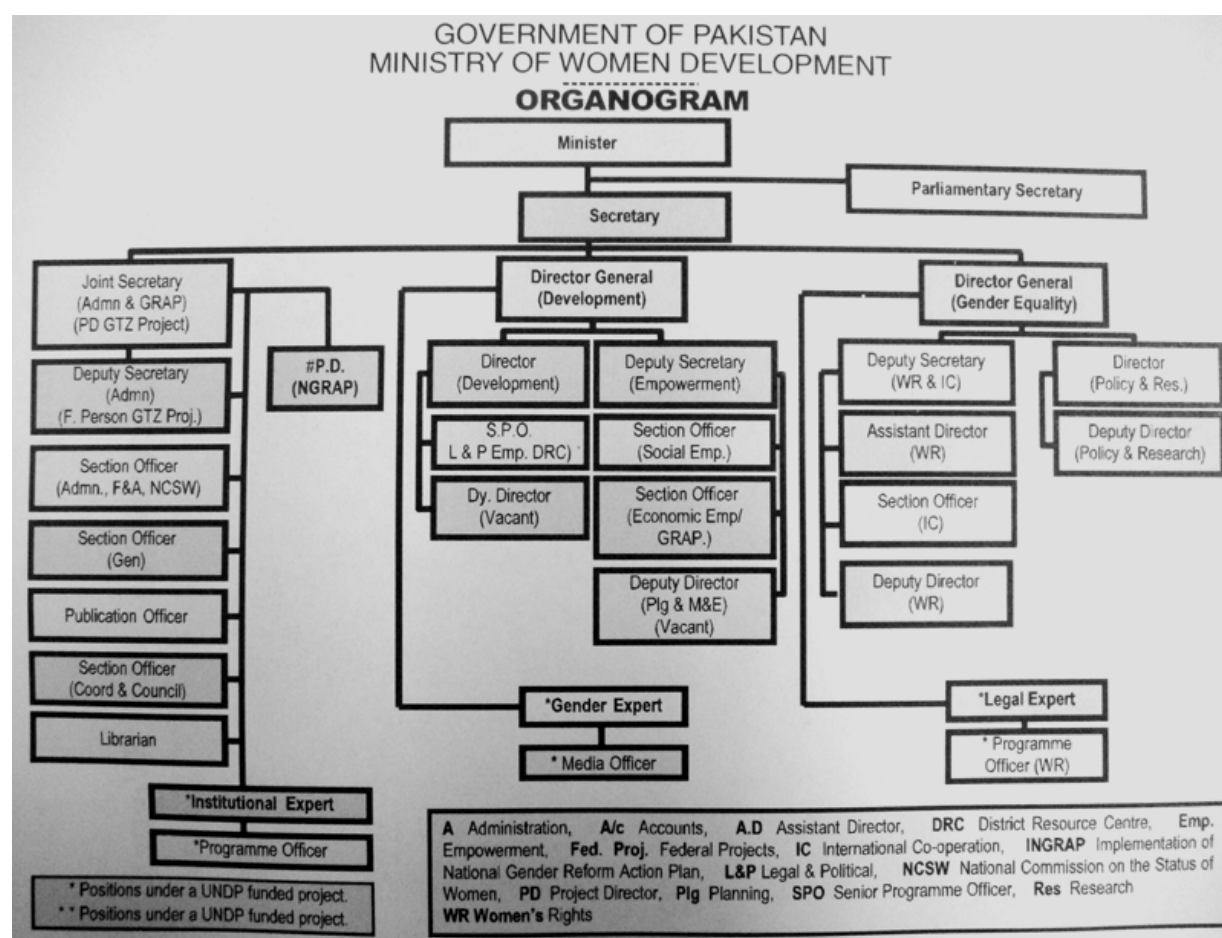
- Ordinance to free women prisoners
- Sensitization of media personnel
- Program to help young traders (opened by Prince Charles)
- Approval of Project Jafakush Aurat (Tharparkar)
- Community Mobilization Project completed in five districts
- Women's political empowerment through capacity building and institutional strengthening
- Establishment of five new women centers
- IT training for elected women councilors in local Government
- Passage of Women Protection Act
- Approval for 10% quota for women across the board
- IT training of elected lady representatives
- Aghaee Moem Draw: Successful completion of Media Campaign
- CEDAW Debriefing session

All these programs and policies of the Government have worked to ensure that status of women is made better in the country. In addition to these programs and policies, a National Policy for the Development and Empowerment has been developed in 2002. It deals with the social empowerment (education, health, law and access to justice, violence against women, women in family and community, and the girl child) by applying poverty alleviation measures, access to credit and remunerated work, recognizing women in the rural and informal sector and through sustainable development. Also, political empowerment is considered important and so is policy implementation through institutional arrangements, coordination and monitoring. (For further details please refer to: National Policy for Development and Empowerment of Women, March 2002, Government of Pakistan, Ministry of Women Development).

2.5.1 National Machinery

National Machinery

Organisational Chart



2.5.2 Functions of the Ministry of Women Development (MoWD)

Following are the major functions assigned to the Ministry:

1. Matters relating to formulation of public policies and laws to meet special needs of women, ensuring that women's needs and interests are adequately represented in public policy formulation by various organs and agencies of the government.
2. Registration of and assistance to women organisations.
3. Promotion and undertaking of projects for provision of special facilities for women
4. Promotion and undertaking of research on the conditions and problems of women
5. Pakistan's representation in international organisations dealing with the problems of women and bilateral contacts with other countries.
6. Matters relating to equality of opportunity in education and employment, and full participation of women in all spheres of national life.

The total sanctioned strength of MoWD is 156, out of which 27 are officers and 129 are supporting staff. The Ministry consists of following three wings:

- **Administration and Council/Coordination Wing:** It deals with all administrative, personnel, financial and budgetary matters of MoWD. It also coordinates with the President and Prime Minister's Secretaries as well as Cabinet Division and Establishment Division.
- **Development Wing:** It deals with all matters relating to planning and development, project preparation to ensure inclusion of gender issues in order to bring women in the mainstream development. The Wing also coordinates with Federal Ministries, Provincial Governments, NGOs and Civil Society Organisations to implement recommendations contained in the National Plan of Action for Women Development and CEDAW.
- **Gender Equality Wing:** This wing deals with the women rights issues, promotion and undertaking of research on the conditions and problems of women relating to equality of opportunity in education and employment and fuller participation of women in all spheres of life. It coordinates with national and international bodies like UN and Regional Agencies on Women Issues to arrange seminars, discussions, meetings etc.

3. Current Situation of Women by Sector

Current Situation of Women by Sector

3.1. Education

3.1.1 Summary

- Education in Pakistan has and still suffers from countless issues including low levels of public spending (supply side inadequacies and under investment), poverty, cultural constraints and acute regional and gender inequalities in the budgetary allocations to education.
- Poor implementation of educational policies and dependence on foreign aid and loans to bridge the budget deficit can be held responsible for not acquiring positive results.
- Gender gaps in urban education are almost non-existent but they are wider in rural education since gender disparities exist highly in rural areas.
- The poor condition of public schools in Pakistan has a negative effect on the overall enrolment rates. The worst hit are the females belonging to the rural areas who are deprived of their basic right to education bringing the overall literacy rate down.
- Pakistan is producing more illiterates due to high population growth, low level of school enrolment and high level of dropouts.
- Setting up of Deeni Madaris (Religious schools) is not helping the cause either since they are not providing economically meaningful and modern education due to unqualified teachers.
- There is a lack of co-ordination between donor organisations and GoP for improving the literacy rate.
- Chronic issues like poverty, violence against women, differences in government and private education, class discrimination, non-availability of educational facilities with the pace of increasing population, need for curriculum reforms, poor indigenous research should be dealt with in the future policies with particular emphasis on women literacy.

Most of the literature on the issue of gender disparity in education and low enrolment of girls in schools focuses on three major factors, those being poverty, cultural constraints and supply side inadequacies.

Attributive factors by the GoP are “many of these schools suffer from a lack of infrastructure and facilities to discharge their functions in a meaningful manner. Many do not have compound walls and many lack running water and toilet facilities. All of these factors impact greatly on enrollment, particularly of girls. Teacher training needs to be improved greatly. The budgetary allocation for education must also be increased. Unfortunately this latter issue is tied to overall economic performance of the country and the regional situation. However the education policy and the ESR hold the promise of an improvement in the situation.”

Lloyd et al (2007) draws attention to the recent rapid growth of private schools in rural Pakistan, and Khwaja et al (2007) finds in his data on Pakistan that private schools are three times more likely to emerge in villages with government girl's secondary schools, and that this increases education options and competitive quality and substantially increases local supply of skilled women, who in turn, can teach. However, Moneeza Aslam (2007) finds that even in private schools, girls have substantially and significantly poorer accesses than boys do. "Girls lose out vis-à-vis boys in terms not only of lower within-household educational expenditures but also in terms of the quality of schooling accessed."

The government of Pakistan has tried to balance out the low academic standards by supplementing primary education with vocational training. Shahrukh Rafi Khan (1990) points out the irrelevance of education to markets. "Because of the mismatch between technical vocational education and market demand, sixty three percent of graduates of these institutions do not find employment."

As an educational strategy, Rai and Shah (2007) posit civics as an important subject for addressing issues of gender inequality through curriculum and for setting norms in order to generate support for a greater presence of women in the public sphere in the next generation. This nexus is reaffirmed by Amartya Sen (1990), who notes "The division of a family's joint benefits is less likely to be unfavorable to women if 1) they can earn an income, 2) their work is recognized as productive, 3) they own some economic resources and have some entitlements to fall back on and 4) there is an understanding of the ways in which women are deprived and a recognition of the possibilities of changing this situation. This last category can be influenced by education for women and by their participatory political action."

Education has been widely recognized as the most pivotal determinant of change, by the government of Pakistan and a host of relevant actors. The Pakistan Participatory Poverty Assessment, conducted by GoP finds "Education as the most significant factor that distinguishes the poor from the non poor, with the percentage of literate household heads in non poor houses as fifty two percent as compared to twenty seven percent in poor households."

Lloyd *et. al.* point out the vicious spiral by emphasizing that most traditional attitudes against girls' schooling tend to be held by the least educated families and that this leads to a perpetuation of disadvantage, because the least educated families are also the poorest families and the least inclined to educate girls

3.1.2 History of Education Policies in Pakistan

The constitution of Pakistan has placed the responsibility for basic education on the state. This obligation is reflected in the principles of policy in Article 37, which declares: “The State shall:

- (a) Promote, with special care, the educational and economic interests of backward classes or areas.
- (b) Remove illiteracy and provide free and compulsory secondary education within minimum possible period”.

Various governments have, over the years, formulated a collection of policies and plans to fulfil the constitutional commitment but success has been limited, though with the result that the current state of education in Pakistan is deplorable (SPDC Annual Report, 2002-03)

Table 1

Policy	Targets	Strategies
1947 Pakistan Education Conference	<ul style="list-style-type: none"> Free and Compulsory education UPE within two decades (i.e. 1976) 	<ul style="list-style-type: none"> Levying a special tax to finance primary education Primary school age group between 6-11 years Encourage the private sector to open schools
1959 Commission on National Education	<ul style="list-style-type: none"> UPE with a period of 15 years (i.e. 1974) 	<ul style="list-style-type: none"> Compulsory religious education Female teacher for primary education Resource mobilization for additional funds
1970 The New Education Policy	<ul style="list-style-type: none"> UPE by 1980 	<ul style="list-style-type: none"> Attractive schools to eliminate dropout Rapid expansion of primary schools Emphases on female enrolment Female teachers for primary education
1972 The Education Policy	<ul style="list-style-type: none"> UPE for boys by 1979 UPE for girls by 1984 	<ul style="list-style-type: none"> Free primary education Priority to rural areas Emphasis on female enrolment Standardized low cost school buildings Revision of curricula and text books Nationalization of schools
1979 National Education Policy	<ul style="list-style-type: none"> UPE for boys by 1986-87 UPE for girls by 1992 	<ul style="list-style-type: none"> Rapid expansion of female education Opening of mosque schools

		<ul style="list-style-type: none"> • Opening of Mohallah (community) Schools • Efforts to reduce drop outs • Islamization of Education
1992 National Education Policy 1992	<ul style="list-style-type: none"> • UPE by 2002 	<ul style="list-style-type: none"> • Opening of 107,000 new primary and Mosque schools • Training and recruitment of 265,000 new primary schools teachers • Abolition of difference in the allowances of teachers serving in rural and urban areas • Emphasis on recruitment of female teachers • Compulsory religious education
1998 National Education Policy	<ul style="list-style-type: none"> • UPE by 2015 	<ul style="list-style-type: none"> • Increasing number of female institutes • 45,000 new primary, 74,000 non-formal basic education centers and 20,000 Mosque schools will be opened • Investment in education from local and foreign sources will be encouraged

Source: Ahsan,M. (2003) ‘ An Analytical Review of Pakistan’s Education Policy Implementation in Paksitan-A Neuro Cognitive Perspective’, *Routledge Tayfor and Frands Gropu*, 18(3), pp. 259-280

Since the birth of Pakistan, in every education policy GoP has set the target to achieve UPE by the end of the policy tenure but yet UPE is not achieved, it is yet only 56% according to PSLM. Pakistan’s educational situation reflects that possibly the purpose of government education system is not to help the children to learn but it is for politicians and bureaucrats to provide jobs for their favourites, transfer teachers on the basis of political affiliation, have political leverage in the villages and give contracts⁴ for building schools.

There is a dire need of making plans to reduce gender gaps⁵ in the National Education Policy (1998-2010). In the ongoing education policy women are the primary beneficiaries. Implementation and results of education policy are visible only in urban areas of Pakistan. GoP declared some schools as co-educational while they continued to retain the nomenclature of girls and boys schools at primary level in some rural areas⁶ of Punjab. In the policies GoP should involve parents, teachers, students and

⁴ Interview from Habib ur Rehman, Ministry of Education on 3rd June 2008.

⁵ Interview from Khalid Hussain, (IRPI) on 29th May 2008.

⁶ Interview from Dr.Fareeha Zafar, (SAHE), Lahore on 10th June 2008.

even community people, not only this there should be Parent Teachers Associations (PTAs) in rural and urban areas in order to improve quality of education and proper implementation⁷ of education policy. Better education opportunities weaken stereotypical attitudes against weaker segments⁸ of the society.

The failure of educational policies in developing countries is largely attributed to the issues of poor implementation. Another unique problem of education policy in developing countries like Pakistan is their dependence on foreign aid and loans to bridge the budget deficit and finance their development plans. Hence a large portion of its budget (about 56% in year 2000- 2001) goes to debt servicing each year. Financial dependence increases the political pressures that the lending agency or banks can exert on Pakistan and there have been instances when the development loans were clearly linked with some reform package, which requires further borrowing. As a result, the country is snared in the debt trap, with a high degree of dependence on lenders. Hence it is highly important to understand how agents perceive policy and act on it, also before acting, agents make sense of policy signals (Ali 2006). Criticisms of educational planning in Pakistan is its orientation

The key issues, which have defined and need guided structural changes in education system and policy, are compulsory schooling, equity of access and equality of educational opportunity and the influence of home background on academic achievement (Joseph 2002). Programs that allow mothers to work outside the home with tranquility and include women educators, who become professionals, receive decent salaries, work in adequate places, and produce good care for children (Rosemberg 2003). Other than mother language curriculum, child can learn other languages in early childhood, but the system of teaching other language should be good (Utne 2002). Development of education system is the need of hour and this can only be possible by using latest technologies of the 21st Century (Maryam 2002).

The involvement of all stakeholders including community people in the National Education Policy formulation is very important. All the financial resource allocation should be shifted to strengthen elementary education sub-sector technologies instead of different programs, e.g, Parah Likha Punjab (Literate Punjab), Tawana (Healthy) Pakistan etc. This will provide far better results⁹.

The education sector in Pakistan has suffered from persistent and severe under investment by the government since the independence of Pakistan¹⁰. This deficiency has affected the quality and availability of education. The national education expenditure as percentage of GDP is shown in Table

⁷ Interview from Hyder Shar, Lead Pakistan on 26th May 2008.

⁸ Interview from Ahmed Mukhtar, Media Person on 27th May 2008.

⁹ Interview from A.D.Makin, IPS on 4th June 2008.

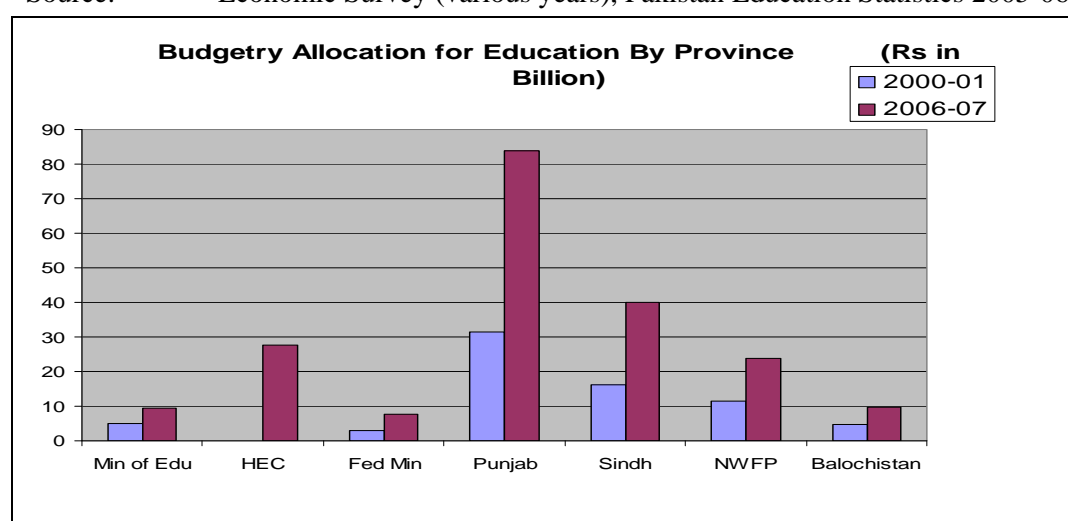
¹⁰ Interview from Habib ur Rehman, Ministry of Education on 3rd June 2008.

2. It is planned to raise the total public allocation for education to 3.6 percent of the GDP by 2010, private sector expenditure is expected to add another 1.5 percent. Budgets for primary education are over 45 percent of total public sector expenditure on education (Economic Survey of Pakistan 2006-07).

Table 2

National education expenditure as percentage of GDP								
	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
% of GDP	1.72%	1.82%	1.79%	1.86%	2.20%	2.13%	1.92%	2.42%

Source: Economic Survey (various years), Pakistan Education Statistics 2005-06



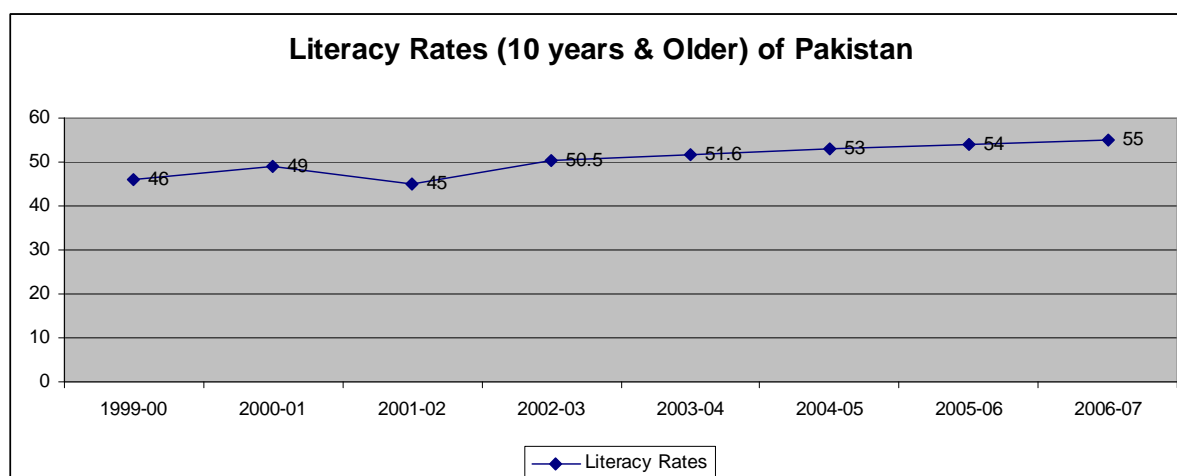
3.1.3 Literacy Situation in Pakistan

Literacy is a learning process, by which a set of technical skills of reading, writing and numeracy are acquired, and once grasped; these skills can be applied in all kinds of contexts for many different forms of print-based learning. Illiteracy breeds a vicious cycle i.e. the illiterate is poor, the poor are powerless and the powerless are illiterate (Shami & Hussain 2006).

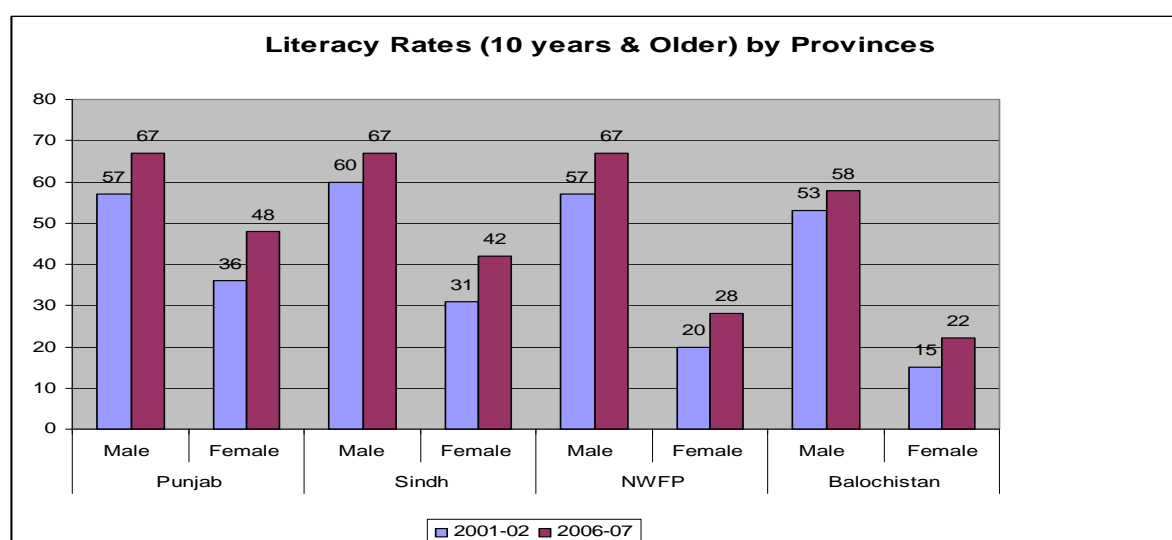
- Literacy is an important indicator of education because its improvement is likely to have an impact, in the long run, on other important indicators of welfare (PSLM 2006-07).
- More financial allocations, focus on key institutions can improve¹¹ literacy situation of Pakistan.
- GOP should carry out massive campaigns through out country to make people aware about their children's' education and its dividends, also there is a need to develop gender sensitive¹² curricula.
- In Pakistan literacy is slowly but steadily increasing over the last few years as shown in the following graph.

¹¹ Interview from Dr.Fareeha Zafar, (SAHE), Lahore on 10th June 2008.

¹² Interview from Habib ur Rehman, Ministry of Education on 3rd June 2008.



Source: Economic Survey of Pakistan (Various years)



Source: Economic Survey of Pakistan (Various years)

The lowest literacy rate at 22% prevails among rural females in Balochistan, while the highest rate at 48 % is among females in Punjab. Like wise, the lowest literacy rate at 58% prevails among males in Balochistan, while the literacy rate for males in other provinces is same i.e. 67%.

Table 3: Literacy Rates (10 years & Older) of Pakistan during 1999-07

Years	Literacy Rates	Male	Female
1999-00	46	59.2	32.2
2000-01	49	62.8	34.8
2001-02	45	58	32
2002-03	NA	NA	NA
2003-04	NA	NA	NA
2004-05	53	65	40
2005-06	54	65	42
2006-07	55	67	42

Sources: Economic Survey of Pakistan 2006-07
Population Household integrated Survey 2001-02
Pakistan Social and Living Standards Measurement Survey 2006-07

National Education Policy 1998-2010

It is not surprising that majority of Pakistan population is illiterate. In fact the number of illiterate people has increased from 28 million in 1972 to 46 million in 2002 (SPDC Annual Review 2002-03).

3.1.4 Structure of Education System

The structure of the educational system is organized into five levels:

➔ Elementary Education

The elementary education comprises two distinct stages, i.e., Primary and Middle:

1. Primary, (Grades one through five)
2. Middle (Grade six through eight)

➔ Secondary Education

Secondary education comprises of two stages i.e. Secondary and Higher Secondary:

- Secondary (Grade nine and ten, culminating in matriculation;
- Higher Secondary (Grade 11 and 12, leading to FA diploma in Arts and FSc in Science)

➔ Tertiary Education

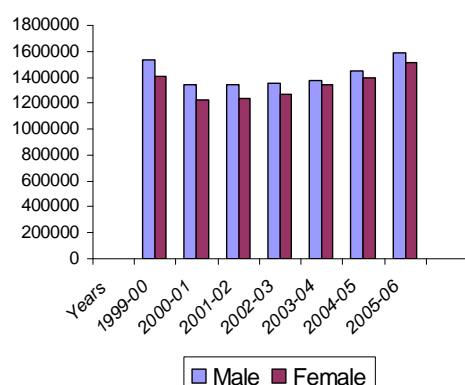
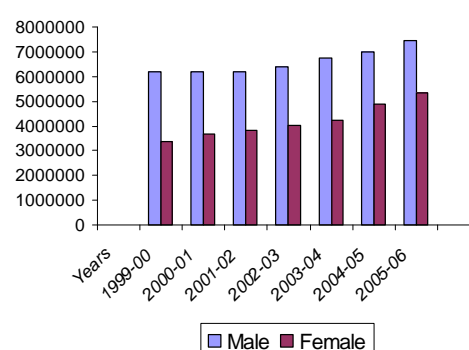
Tertiary education comprises of undergraduate and postgraduate.

- University programs leading to undergraduate and advanced degrees.

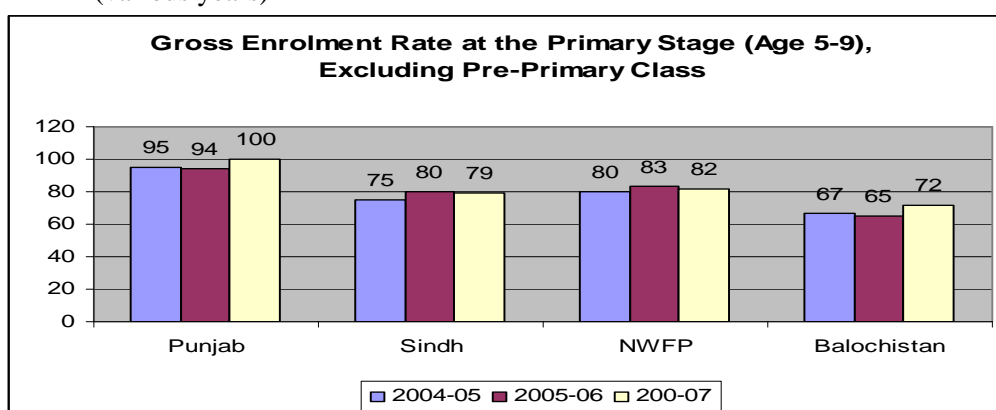
Preparatory classes (*kachi*, or nursery) were formally incorporated into the system in 1988 with the Seventh Five-Year Plan.

3.1.5 Primary Education

- Net enrolment rate (NER) of primary stage (Age 5-9) excluding Pre-Primary class in 2006-07 was 56%.
- The curriculum for primary classes is almost the same throughout the country in public schools.
- The major focus of this stage is on basic mathematical and literacy skills, appreciation of traditions, values and socialization. Primary education is the foundation on which all subsequent stages of education are built and is the very basic ingredient for human resource development (Shami & Hussain 2006).
- Concern over the state of primary education, particularly the issues of low enrolment rate and high dropout rates has been expressed in all education policies and five year plans. Gender gaps in urban education are almost removed. Whereas, gender gaps in rural primary education are wider than in urban areas as shown in graphs below.

Primary Stage enrolment in Urban by gender**Primary Stage enrolment in Rural by gender**

Source: Pakistan Education Statistics (various years), above graphs, Pakistan Education statistics (various years)



Source: Pakistan Education Statistics (various years), above graphs, Pakistan Education statistics

Overall enrolment at primary level is increased but gender gaps in rural areas are consistent. There is a need to increase focus on primary enrolment so that Pakistan can improve its literacy status¹³. GoP and other donor agencies mainly focus and run programs to support¹⁴ primary education by ignoring secondary education which will make it difficult for Pakistan to produce future teachers¹⁵.

Primary stage need to make more stronger in terms of enrolment because it is the stage where drop out rate is higher in Pakistan and it is the stage when children's' ability to learn and pick new things is

¹³ Interview from Hafza Sajjad, KASHF Foundation on 4th June 2008.

¹⁴ Interview from Rahedeen S.Ali, Development in Literacy on 28th May 2008.

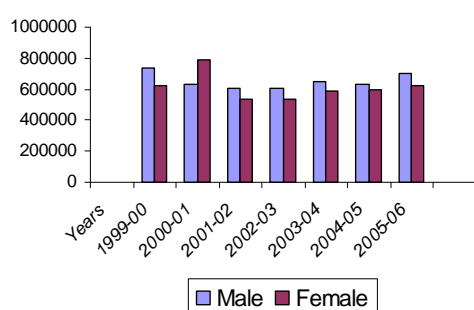
¹⁵ Interview from Dr.Fareeha Zafar, Society for the Advancement of Education (SAHE), Lahore on 10th June 2008.

quite high and it is the stage when an interest can be developed in children by making education interesting ¹⁶.

3.1.6 Middle Level Education

- The Net Enrolment Rate (NER) of the Middle stage (Age 10-12) during 2006-07 is 18%.
- The curriculum focus of middle stage is on strengthening foundations of first and second languages, mathematics and science and developing understanding of family, community, environment, health and nutrition.
- After the middle school students can follow either academic courses in secondary schools or a trade course at vocational institutions (Shmai & Hussain 2006).¹⁷

Middle enrolment in Urban by gender

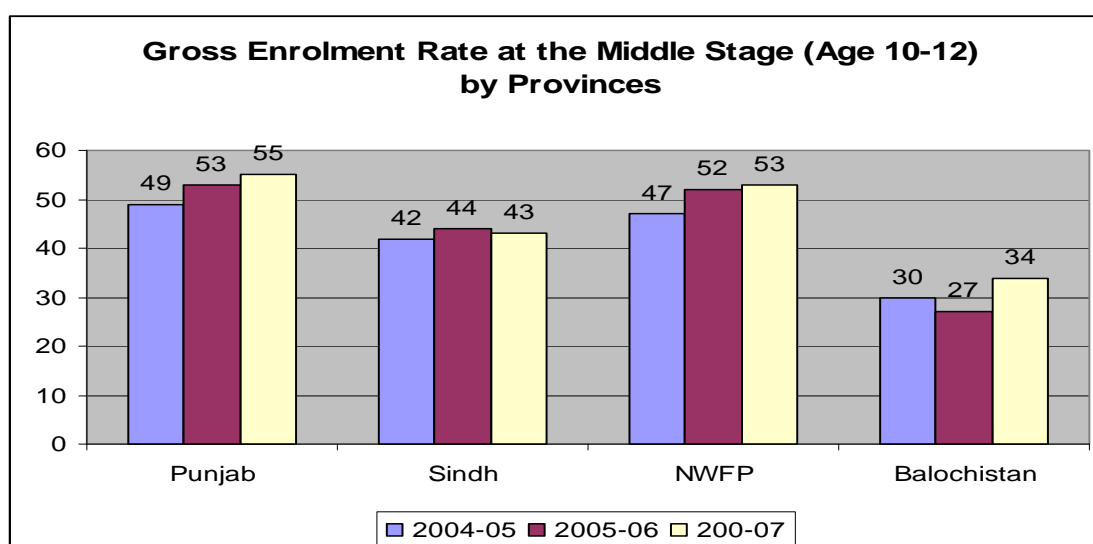


Source: Pakistan Education Statistics (various years)

Middle enrolment in Rural by gender



Source: Pakistan Education Statistics (various years)



¹⁶ Interview from Fareeha Sultan, Pakistan Institute of Labour Education and Research (PILER) on 2nd June 2008.

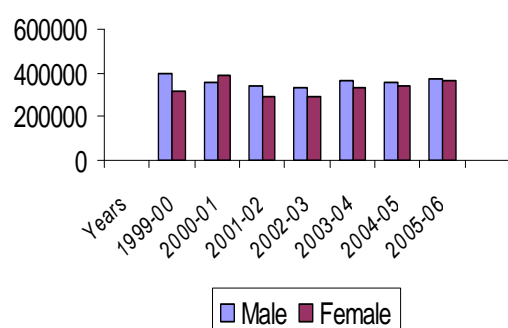
Source: Pakistan Social and Measurements Survey (various years)

The GER for the middle stage, for Pakistan as a whole is 51 % in 2006-07. The GER has increased slightly over the period, and wider gender gaps exist in rural areas as compared to urban areas. The situation of Balochistan is worse as compared to other provinces in terms of middle stage gross enrolment rate.

3.1.7 Secondary Education

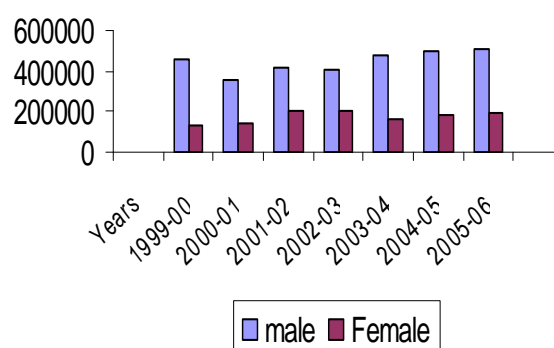
- GER at the secondary stage in 2006-07 is 48%.
- After secondary school stage students can enter higher secondary schools for pre-university courses or can join polytechnics to take up three years diploma course in a particular branch of technology or trade. Secondary education is an important sub-sector of the entire education system. On one hand, it provides middle level workforce for the economy and on the other hand it acts as a feeder for the higher levels of education (Shami & Hussain 2006).
- Secondary education is more important than primary as rate of return from secondary education are more than from primary education, which can help to reduce further poverty of future generation(Idrus & Cameron 2000).

Secondary enrolment in Urban by gender



Source: Pakistan Education Statistics (various years)

Secondary enrolment in Rural by gender



Source: Pakistan Education Statistics (various years)

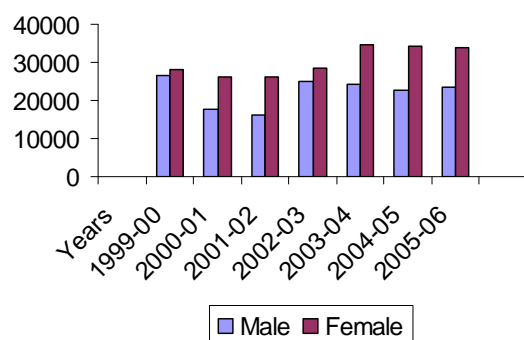
The gender gaps at secondary stage are much wider in rural areas as compared to urban areas. Gender pre-conceived notions are also the reasons behind differences in enrolment in rural areas at secondary stage.

3.1.8 Higher Secondary Education

- The higher secondary school certificate is a pre-requisite for the entrance to university or an institution of higher education.
- The medium of instruction of science subjects is English.

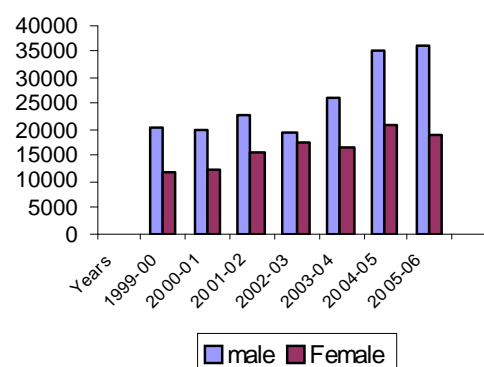
- After higher secondary school certificate (HSSC) one can either join general universities or professional institutes such as agricultural, engineering and medical (Shami & Hussain 2006).

Higher Sec enrolment in Urban by gender



Source: Pakistan Education Statistics (various years)

Higher Sec enrolment in Rural by gender

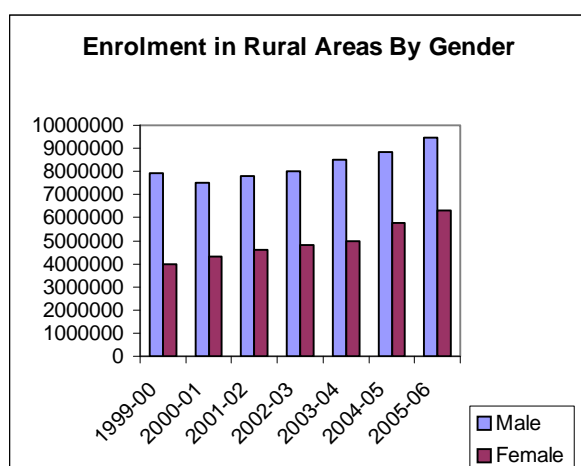


Source: Pakistan Education Statistics (various years)

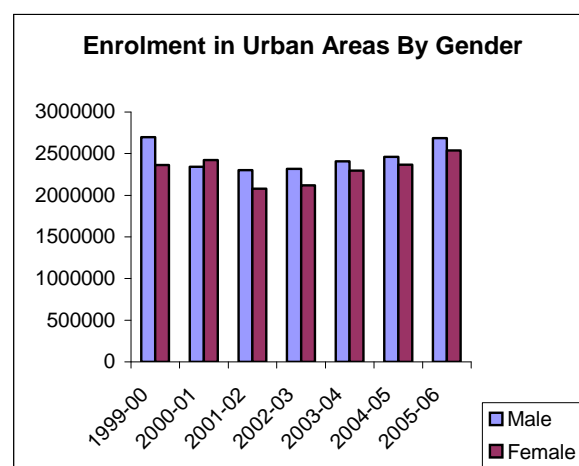
The gender gaps increased in rural areas in the recent years as shown from above graphs. Whereas, in urban areas enrolment of males is much lower than females.

3.1.9 Gender differences in Education

- Gender differentials in school are apparent in all age cohorts, with larger gaps in rural than urban areas.



Source: Pakistan Education Statistics (various years)



Source: Pakistan Education Statistics (various years)

The above graphs show the overall situation of gender difference from the perspective of enrolment by location (rural and urban). Clearly, gender differences are much wider in rural areas of Pakistan as compared to urban areas.

3.1.10 Favoring and Hindering Factors of Enrolment Rates¹⁸

Table 3

Favouring Factors	Hindering Factors
<ul style="list-style-type: none"> • Incentive bases programmes e.g. free meals (e.g. Tawana Pakistan programme) and books, stipend etc • Awareness • Increased involvement of Private sector • Flexible community schools to cater to needs of working children • Educated parents like to give education to their children 	<ul style="list-style-type: none"> • Unavailability of schools in vicinity especially middle and high schools for girls • Insecurity for girls to get to school/in school • Corporal Punishment • Poverty put boys out of school • Co-education at primary level • Less number of Government schools especially Middle stage schools and poor quality of education in government schools • Opportunity cost of sending children to schools • Less economic benefits associated with girls' education • Poor infrastructure • Shortage of English, Math and Science teachers • Non-availability of teachers • Cultural Norms • Distance of schools

3.1.11 Technical and Vocational Education

- The duration of vocational and technical education programs ranges from three months to three years. Entry qualifications also vary according to the program.
- Different trades are offered in these institutions. Technical and vocational education is being reorganized through the establishment of provincial and federal technical and vocational authorities (Shami & Hussain 2006).
- Vocational and technical education programmes are often inadequate, irrelevant, and qualitatively poor. Because of poor coaching, students are often badly trained for the job market. Many university degree holders are either unemployed or underemployed. This has made them despondent and shaken their faith in education as a means of improving the standard of living (Kazmi 2005).

¹⁸ Note: Information in table.3 is the analysis of primary data

Table 4

Technical & Vocational Institutes by Level				
	2005-06			
Level	No of institutions			
	Male	Female	Mixed	Total
Monotechnic	121	12	18	151
Polytechnic	27	3	19	49
Vocational	537	1460	862	2859
Total	685	1475	899	3059
	2005-06			
Level	Enrolment			
	Male	Female	Total	
Monotechnic	53060	2703	55763	
Polytechnic	5204	719	5923	
Vocational	90777	86224	177001	
Total	149041	89646	238687	
	2005-06			
Level	Teachers			
	Male	Female	Total	
Monotechnic	2789	205	2994	
Polytechnic	311	26	337	
Vocational	6807	4427	11234	
Total	9907	4658	14565	

Source: Pakistan Social and Living Standards Measurement Survey (2006-07)

Technical and Vocational Education is an important area that needs more attention in order to make its programs viable and practical¹⁹. There is need to introduce more non-traditional courses in these institutes especially for females²⁰. At present only about 30 % youth can get enrolled in these institutes at a time due to less number of these institutes, however, this ratio should²¹ be increased up to 60% at least. Further more Technical and vocational course certificates holders are in a better position to find jobs as compared²² to secondary certificate holder.

3.1.12 Adult Literacy

Education is one of the key aspects of human development. It qualitatively improves the nature of choices humans make over their lifetime. Thus, adult literacy has been included as one of the key indicators for quantifying human development across countries. However, the lack of monitoring of government schools and adult literacy centers is often mentioned as a cause of poor performance (Shahrukh 2005).

¹⁹ Interview from Dr. Fareeha Zafar, Society for the Advancement of Education (SAHE), Lahore on 10th June 2008.

²⁰ Interview from Aisha Mukhtar, UNIFEM on 26th May 2008.

²¹ Interview from Ahmed Mukhtar, Media Person on 27th May 2008.

²² Interview from Habib ur Rehman, Ministry of Education on 3rd June 2008.

Table.5

Adult Literacy-Population 15 years and older (Percent)									
Region and Province	2004-05			2005-06			2006-07		
	Male	Female	Both	Male	Female	Both	Male	Female	Both
Urban Areas:	78	59	69	78	61	70	78	61	70
Punjab	77	62	70	79	63	71	78	65	71
Sindh	80	59	70	79	62	71	79	62	71
NWFP	74	42	58	73	42	57	73	41	58
Balochistan	72	35	55	75	33	55	74	36	57
Rural Areas:	56	24	40	55	26	40	57	26	41
Punjab	56	30	43	55	32	33	58	33	45
Sindh	54	14	36	53	15	35	50	12	33
NWFP	58	18	37	60	24	40	61	18	39
Balochistan	44	9	28	41	10	29	47	10	31
Overall:	63	36	50	64	38	51	65	38	52
Punjab	63	40	52	63	42	52	65	43	54
Sindh	68	38	54	67	40	54	66	39	54
NWFP	61	22	40	62	26	43	63	22	42
Balochistan	49	14	33	52	15	35	54	17	37

Source: Pakistan Social and Living Standards Measurement Survey 2006-07

Research indicates that the teaching techniques of adult literacy centres are really good and need to be used in classrooms to enhance students learning²³.

Whatever adults learn at adult literacy centers; they try to teach that to their children. In this way these centers are quite useful²⁴. These centers are good for those people who cannot get education²⁵ due to poverty. It will help to make country economically strong²⁶ in the long run. On the other hand, most literacy centers don't guide people about what can they do after getting some basic education from these literacy centers²⁷, also these centers are not much useful due to frequent political changes, society's negative attitudes towards adult and non-formal education. Hence, adult literacy programmes faced extreme failure; and most of the people forget within days what they had learnt. After one generation gap there will be no need to open adult literary centers if at present some how GoP assure 100 % primary NER at primary level. In other words, adult literacy programmes are actually wastage of money, if GoP uses this money for promoting elementary education, yet there is

²³ Interview from Hafsa Sajjad, KASHF on 4th June 2008.

²⁴ Interview from Ahmed Mukhtar, Media Person on 27th May 2008.

²⁵ Interview from Aisha Mukhtar, UNIFEM on 26th May 2008.

²⁶ Interview from Rahdeen S.Ali, DIL on 28th

²⁷ Interview from Dr.Fareeha Zafar, Society for the Advancement of Education (SAHE), Lahore on 10th June 2008.

hope that Pakistan can get UPE by 2015²⁸. In this connection the role of NCHD seems quite impressive but in reality NCHD programmes made only few people to go to schools²⁹.

3.1.13 Availability and condition of schools

- The poor condition of public schools in Pakistan has a negative effect on the overall enrolment rates. The situation varies between schools in urban and rural areas, and between provinces as shown in Table 6.
- Research evidence increasingly shows that financial costs and physical presence or absence of adequate schooling facilities are important factors in determining the expansion of enrolment. Moreover, the availability of public schools has worsened during the last decade³⁰

Table.6

Physical Conditions of public schools (percentages) 2002-03					
	Punjab	Sindh	NWFP	Balochistan	Pakistan
Without Building					
Urban	18	9	11	8	16
Rural	13	30	10	10	
Without a boundary wall					
Urban	54	23	26	48	55
Rural	33	61	51	77	
Without electricity					
Urban	84	39	40	80	79
Rural	54	83	75	94	
Without water					
Urban	19	28	29	38	44
Rural	25	57	55	87	
Without toilet					
Urban	42	23	31	70	60
Rural	64	61	51	84	

Source: SPDC Report 2002-03

3.1.14 Public Vs Private Sector

- The private sector has a significant share in the delivery of elementary education during recent years. At present there are 36,096 private (mostly profit making) institutions in the country.
- It is estimated that private schools account for 28% of total enrollment. Evidence suggests that the private sector is expanding its share in service provision. Approximately 61% of the total private institutions are located in urban areas whereas 39% are in rural areas. Unreliable evidence suggests that despite their limited capacity to bear the expense of primary education

²⁸ Interview from Habib ur Rehman, Ministry of Education on 3rd June 2008.

²⁹ Focused group discussion

³⁰ Interview from Habib ur Rehman, Ministry of Education on 3rd June 2008.

the low-income households are opting for private schools even where government schools are available (Kazmi 2005).

- PIHS indicates that enrolment rates in government schools have declined since 1995-96 particularly a large decline is observed in rural areas.
- People prefer private schools not only due to good standard of education but also due to better quality of other services and excellent management system³¹. People want to secure future of their children, in financial terms, therefore they send their children to private schools. Contents of knowledge are not adequately covered in state schools as compared with the , private schools. The best indicator to compare quality of both government and private schools is simply to know about how many children become Doctor, Engineers etc. out of government schools and private schools³².
- Though fee in private schools is quite high even then people prefer private schools for their children mainly due to good teachers and better results³³, also children's' security is higher in private schools.
- In Private schools teacher give full attention³⁴ to their students.
- Owing to lack of access to state schools, quality of education in state schools is considered to be extremely low
- Parents are also obsessed with "English Medium" education system, which is in turn linked with their social status³⁵.
- Better management and supervision, teacher's presence and a basic minimum standard ³⁶ of education is ensured in private schools.
- By studying in private schools parents want to ensure their children's meaningful potential employment³⁷.

3.1.15 Quality of Education

- The quality of general education, as a whole, exhibits a wide range of variation. There are schools providing quality education of international standards, and there are schools whose students become barely literate after several years of education. The former are mainly urban based and too expensive for the poor.

³¹ Interview from Aisaha Muktar, UNIFEM on 26th May 2008.

³² Interview from Habib ur Rehman, Ministry of Education on 3rd June 2008.

³³ Interview from Ahmed Mukhtar, Media Person on 27th May 2008.

³⁴ Interview from Hafsa Sajjad, KASHF on 4th June 2008.

³⁵ Interview from Fareeha Sultan, PILER on 2nd June 2008.

³⁶ Interview from Dr.Fareeha Zafar, Society for the Advancement of Education (SAHE), Lahore on 10th June 2008.

³⁷ Interview from Khawar Mumtaz, Shirgat Gah on 4th June 2008.

- Research on the quality of education in state and private schools proved that the performance of private school students in most subjects was better than state school students. Similarly, performance of urban students in all subjects was better than that of rural students. On gender basis boys students performance was significantly better than their girls counter parts in all subjects .One of the major indicators of quality education is the level of students' learning/achievement, and for this teacher's qualification and subject knowledge had strong correlation with students achievement. Research indicated that teacher academic and professional qualification had more impact on the performance of boy's students than on the performance of girl's students. Similarly, teacher's qualification had more influence on the performance of urban than on the rural students. It was also found that students taught by teachers holding Master degree got the highest score followed by students taught by teachers holding B.A degree. Moreover, teachers' experience had a positive influence on the students' achievement (Shami & Hussain 2006).
- Another area, which affects the quality of education, is the heavy burden on government school teachers in terms of the number of students per class. On efficiency grounds a ratio above 25 students to one teacher is likely to have negative effects on the quality of education (Kazmi 2005).
- Larger schools appear to work better than smaller ones, middle schools better than primary, schools near a metalled road better than more remote schools, and boys schools better than girls (Gazdar 1999).
- Media can play a major role in this connection by ensuring teachers' attendance and provision of shelter for out stationed³⁸ teachers can really improve quality of education in state schools.

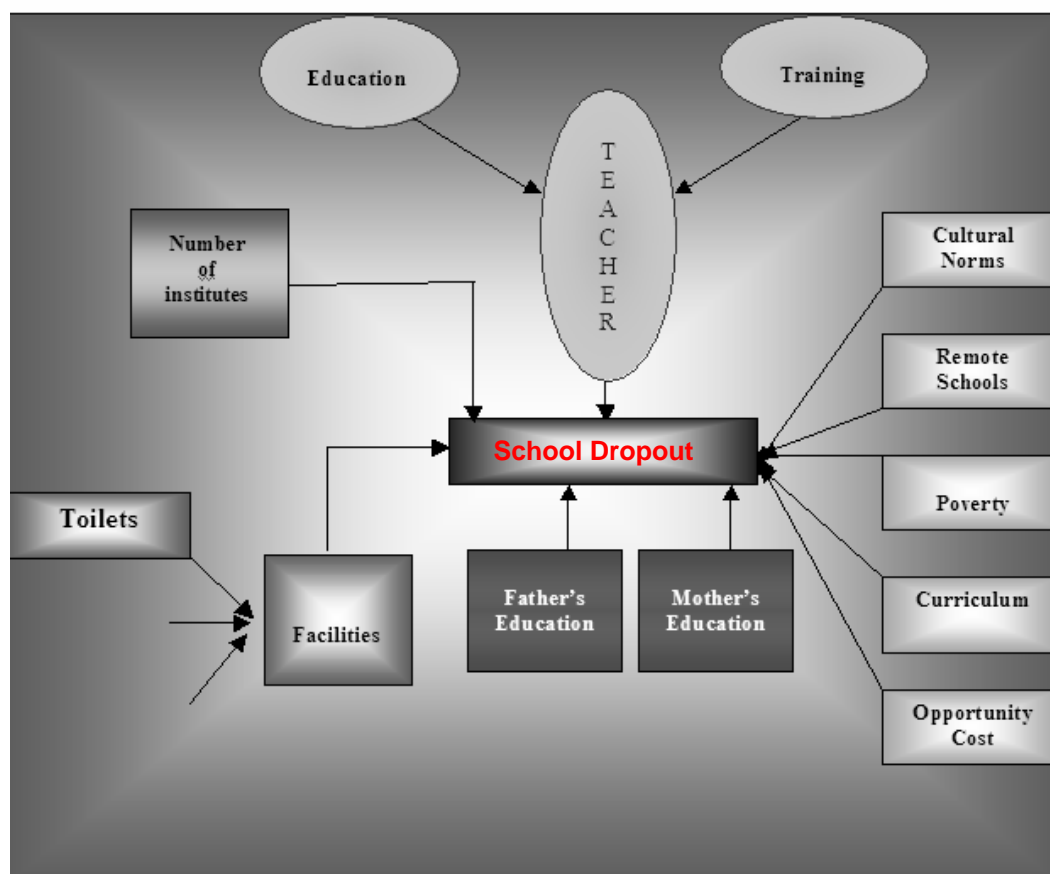
3.1.16 Dropout and Transition Pattern

- In Urban areas, gender differences in transition percentages are almost non-existent, with larger proportions continuing through secondary levels. In rural areas, on the other hand, there is an acute shortage of institutes both for male and female to continue their education after primary level. In Pakistan there is a critical transition between education levels and a large number of children get out of school between the completion of the primary and start of the next level (Shami et al 2004-05).
- The overall transition situation from Primary school to middle school indicates that transition amongst girls is higher (66%) in rural areas as compared to boys (56%) , whereas, the transition of students from primary to middle school was (153%) for girls in urban areas and it was (110 %) for boys. From Middle school to high school the girls transition rate was lower (59%) as compared to boys (77%) in rural areas in 2004-05. In urban areas it was (110%) for girls and (108%) for boys from middle to high school in 2004-05 (Shami et al 2004-05).

³⁸

Interview from Khawar Mumtaz, Shirgat Gah on 4th June 2008.

- It is therefore strongly recommended that for retaining the children more emphasis should be given to economically weak children in respect of awards, some food/snacks, health care, flexible³⁹ time table and parents-community meetings.
- Drop out rates are not only alarmingly high, but have been increasing over time. School drop out is high in Pakistan due to cultural barriers and religious misunderstanding⁴⁰.
- It is the need of hour to explore the reasons of drop out rather than just focusing on enhancing⁴¹ enrolment.



3.1.17 Denni Madaris/Religious Schools

- Parallel to formal school system there are 12,162 Denni Madaris during 2005-06. Denni Madaris imparting religious education based on the Holy Quran, the Hadith (Sayings of the Prophet Muhammad- Peace be upon him), Islamic jurisprudence, logic, etc (Shami & Hussain 2006).
- Madrassa schools have been a major provider of social safety for the deprived and underprivileged in the country for years. Because of serious resource constraints (most are run

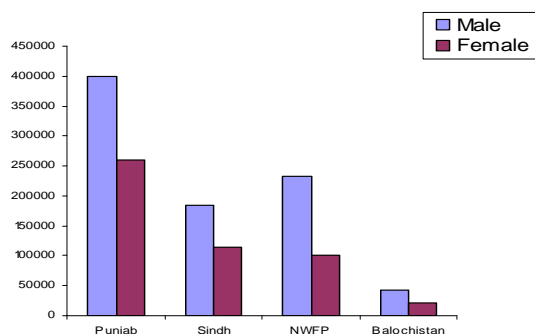
³⁹ Interview from Habib ur Rehman, Ministry of Education on 3rd June 2008.

⁴⁰ Interview from Hafsa Sajjad, KASHF on 4th June 2008.

⁴¹ Interview from Aisaha Muktar, UNIFEM on 26th May 2008.

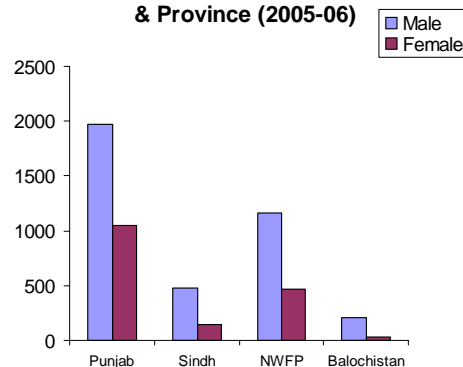
on charity), they have not been able to provide economically meaningful education (mainly due to unqualified teachers) to their students. Recently 8000 Madaris are being brought into mainstream of education (Economic Survey of Pakistan 2006-07). With a project of 1 billion teaching of Math, Science and English is made compulsory in Madaris.

Enrolment in Deeni Madaris by Gender & Province (2005-06)



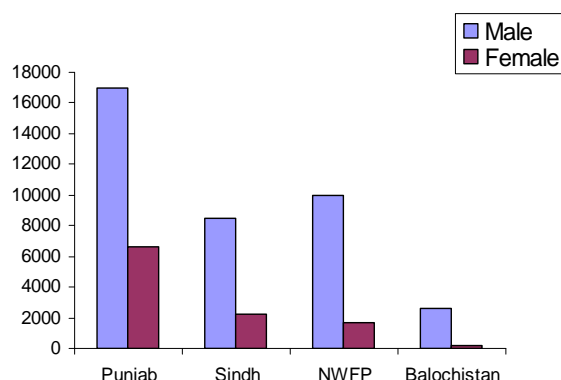
Source: Pakistan Education Statistics (various years)

Number of Deeni Madaris by Gender & Province (2005-06)



Source: Pakistan Education Statistics (various years)

Number of Teachers in Deeni Madaris by Gender & Province (2005-06)



The main focus of Denni Madaris is on religious education, they should teach contemporary education⁴² too. These Madaris can help to make economy meaningfully strong⁴³ if all the Madaris get registered and maintained, especially the curriculum needs to be revised to make it economically

⁴² Interview from Khalid Hussain, Islamabad Policy Research Institute (IRPI) on 29th May 2008.

⁴³ Interview from Rahedeen.S.Ali, DIL on 28th May 2008.

meaningful⁴⁴. Students of Madaris don't find reasonable jobs and alternatively they have to acquire another degree for better⁴⁵ job.

3.1.18 Role of Teachers

- The majority of primary school teachers, particularly women have had less than 10 years of schooling. They have often not studied core subjects, such as mathematics and science, therefore, generally lack of knowledge of the subject matter and are unable to communicate effectively.
- Most of the teachers are inflexible in adapting to changing learning needs. Also, There is little motivation for most teachers because the system does not provide incentives for quality performance⁴⁶ in terms of advancement opportunities and improvement in working conditions, and suitable increase in salaries, which are low.
- There is nothing in the law that prevents the education department from terminating a primary school teacher's services. So a government schoolteacher's job is secure (Gazdar 1999). Government teachers may be better trained but they have no accountability that is why their performance is poor than the private school⁴⁷ teachers.
- Men represent the great majority of college and university faculty worldwide, and the main reason is less PhD recipient of females (Ahsan 2003).
- There is no regular budget for teaching aid and learning material, and there is no accreditation system also teachers' assessment of capabilities is not done properly, after devolution even illiterate teachers⁴⁸ were hired by Nazims.
- It is need of the hour; right man for the right job formula may be applied. Teaching profession should be considered as highly intellectual activity and there should be equal number of schools/ colleges for females (Proportionate to population). Genius lot of students (both male and female) should be provided with genius teachers. Lady teachers should have national and international exposure⁴⁹. There is an extreme need of PTAs and PTSc⁵⁰ to flourish. Also, there is a need of school monitoring committees in govt schools to improve⁵¹ education standard.

⁴⁴ Interview from Aisaha Mukhtar, UNIFEM on 26th May 2008.

⁴⁵ Interview from Ahmed Mukhtar, Media Person on 27th May 2008.

⁴⁶ Interview from A.D.Makin, IPS on 4th June 2008.

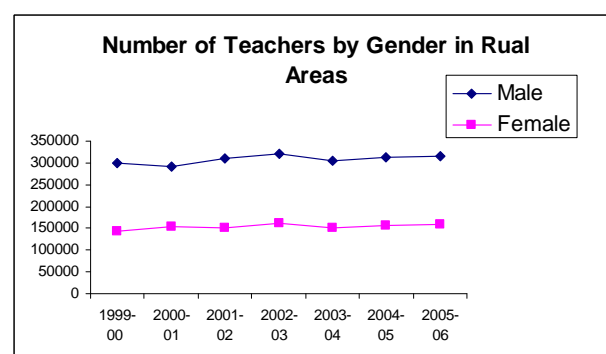
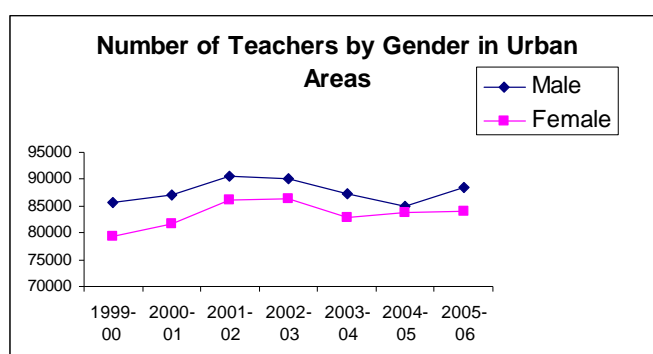
⁴⁷ Focused group discussion

⁴⁸ Interview from Habib ur Rehman, Ministry of Education on 3rd June 2008.

⁴⁹ Interview from A.D.Makin, IPS on 4th June 2008.

⁵⁰ Interview from Hyder Shar, Lead Pakistan on 26th May 2008.

⁵¹ Interview from Khawar Mumtaz, Shirgat Gah on 4th June 2008.



In urban areas number of male and female teachers is almost same. Whereas, in rural areas the gap between numbers of teachers of both gender is quite wide as shown in the above graphs. SMS and PTAs are really effective⁵². Policy makers should learn from the lesson of WFP education programs whereby the provision of edible oils was made to ensure enrolment of students and presence of teachers in schools, because in other programmes where free books or a monthly stipend is provided, the outcome is thwarted by the corruption involved.

3.1.19 Emerging and Chronic Issues of Pakistan's Education Sector⁵³

Table. 7

Emerging Issues	Chronic Issues
<ul style="list-style-type: none"> Increased growth of private sector in education Growing poverty Insecurity and violence against women increased Chalk out steps to increase female literacy ratio No implementation of devised education policies Reduction in dropout ratio Poor quality of infrastructure Education facilities not developed with the pace of increasing population Due to hiking inflation rate, teachers find tuitions in the evening times Less opportunities of employment for the future generation Big differences in government and private education systems Class discrimination Education become an expensive commodity especially for the poor people 	<ul style="list-style-type: none"> Misuse of funds Substandard education Focus on religious education Economic constraints of teachers Low budget sharing of private sector in education Social disparities among the people in urban and rural areas Weak planning and management of Ministry of Education Poor commitment level of teachers Low financial allocation in education sector by the State Potential individuals do not opt teaching profession Low quality instructional material development Out dated teaching methodologies Lack of sincerity from GoP and teachers' side

⁵² Interview from Habib ur Rehman, Ministry of Education on 3rd June 2008.

⁵³ Note: Information in table 7 is the analysis of primary data

<ul style="list-style-type: none"> • Education system is not thought provoking • Lower pace of the application of the technology • Poor indigenous research • Lack of Policy analysis and lack of innovation • Non- Professional management (both private and government schools) • Least priority in budget allocation by the government • Enrolment rate is high at primary level but drop out rate is even higher than enrolment rate 	
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3.1.20 Institutional Arrangements

Although education is a Provincial and district function, the management structure involves the Federal level as well. The Local Government Plan was developed in the year 2000 in which the management and responsibility for elementary education was shifted from Federal and Provincial levels to district and local councils. Some of the key management functions are listed below:

- The Punjab government is providing funds to the district government under the Khushal (Prosperous) Pakistan Programme fund for poverty reduction.
- All academic education institutions are the responsibility of the provincial governments, whereas federal government is responsible for policy making, coordination and advisory authority on education, assists in curriculum development, accreditation and some financing of research. The executive authority is Ministry of Education in close collaboration with counter-parts in Provincial education departments. Universities are autonomous bodies supervised and controlled by their own syndicates. A vice-Chancellor who is the academic and administrative head of the university heads syndicate (Shami & Hussain 2006).
- The GoP implemented a Social Action Program (SAP II, 1996-00) to improve the delivery of basic social services including basic education. SAP encouraged community participation in site selection, hiring of local female teachers and ongoing community participation via SMCs or PTAs. This is in fact the most effective way of introducing community participation in schooling (Khan 1999). On the other hand, the fake SMCs/PTAs were drawing funds, the process of issuing grants is susceptible to political interference and line department officials were demanding bribes⁵⁴ to release grants.
- **Ministry of Education at Federal Level**
- Develops the national education policy

⁵⁴ Interview from A.D.Makin, IPS on 4th June 2008.

- Provides guidance to the provincial education departments and textbook boards
- Sets teachers' pay scales
- Define requirements for teacher qualification to improve the quality of Education
- Develop a curriculum at the national level
- **Department of Education at Provincial Level**
 - Responsible for teacher's training
 - Ensure access to schools for both girls and boys
 - Influence the Federal government in developing a good quality curriculum
 - Set-up a criteria to determine the qualification of teachers
- **Education Department at District Level**
 - Responsible for allocating resources to different branches of education at the local level
 - A separate account has been opened for district governments and the funds from the federal and provincial levels of government are transferred to district government
 - Prepare the annual budget for primary and secondary education
 - Manage teaching and non-teaching staff
 - Provide funds for establishing new schools
 - Regular school inspections to ensure quality
 - Teacher evaluations
 - Planning, monitoring and evaluation of the district education system e.g.financial records etc

3.1.21 National Education Policy (1998 – 2010)

- Free compulsory education
- Develop a standard curricula for public and private schools
- Revise the examination and student assessment system to improve the quality of education

The Ministry of Education has placed a new education policy for proposals and suggestions before its finalization. The draft policy itself states the older policy was supposed to be good for the period 1998-2010 but not achieved its aims and it was clear by 2005 and so a new look on the policy is needed⁵⁵. The new education policy is in its final stages of approval.

The National Education Policy (1998-2010) has almost covered its tenure and no significant and visible changes have been observed. It was basically an overambitious policy with least practical objectives⁵⁶ for implementation. In fact Pakistan has an unprecedented history of producing excellent

⁵⁵ Interview from Khawar Mumtaz, Shirgat Gah on 4th June 2008.

⁵⁶ Interview from A.D.Makin, IPS on 4th June 2008.

documents of plans and policies, which could not be implemented. Hence, present education policy⁵⁷ is bringing no social change in relation to its stated aims and objectives ..

3.1.22 GoP current Projects: Provincial and District Level

Table.8

Punjab	
Project title	Objective
Model Districts for Literacy Campaign	To achieve 100% literacy rate
Literate Punjab Program	Establishment of 40,000 adult literacy centers and 31000 Non Formal Basic Education
Crash Literacy Programme for Rural Women in Southern Punjab	To enhance literacy rate
Sindh	
Project title	Objective
Adult Literacy Programme under (Education Sector Reform ESR)	To graduate 30398 illiterate from 970 adult literacy centers
NWFP	
Project title	Objective
Literacy for all in NWFP	To establish 15567 centers to catering to 82243 illiterates & establishing 1100 learning centers in earthquake affected districts
Balochistan	
Project title	Objective
Integrated Literacy Model	To establish 86 literacy centers
Request for Assistance	To establish 835 literacy centers to impart literacy skills to 24923 illiterates

Source: Economic Survey (2006-07)

Education programmes need to be planned in a better way⁵⁸ with deadlines. Unless the outcomes of GoP projects are not known by public, there is no credibility of government projects. NGOs should have confidence over GOP. The real deficiency is not only at developing projects but it also exists at various levels of implementation and administrations. There is a strong need for putting in place an effective monitoring and evaluation system aiming at effective implementation of these projects .

3.1.23 Donors' Assistance for Pakistan's Education Sector

Donors' assistance for Pakistan's education sector consists of loans, grants, and technical assistance, which comes from different sources. Pakistan received loans from three multilateral organizations

⁵⁷ Interview from Dr.Fareeha Zafar, Society for the Advancement of Education (SAHE), Lahore on 10th June 2008.

⁵⁸ Interview from Hafsa Sajjad, KASHF on 4th June 2008.

(ADB, IDB & WB) and grants are made by different international organizations (see Annex for details).

There is an extreme lack of synchronization among donor agencies and the GoP for improving literacy rate of Pakistan. In reality, donors have their own agendas rather most of the donations⁵⁹ are experimental and not real contribution to the system. Hence the government and donors need to have missionary zeal if they want to see real results of their efforts.

Coalition part is missing in the efforts of donors and GoP in setting objectives of the education sector. To close gender gaps in the education sector massive intervention is required by GoP. These interventions might be appointment of qualified teachers, provision of better competitive infrastructure⁶⁰ and free education centers.

3.1.24 Changes in the Education over last ten years⁶¹

Table. 9

What has changed	What has not changed
<ul style="list-style-type: none"> • Enrolment increased but not up to the target of GoP • Number of teachers increased • Physical facilities improved • Management system of schools improved • Attitude of Planners and managers who plan education policies in ignorance of ground realities is changed • Increased awareness among communities and their participation • kachi class has been formalized in govt schools • The policy formulation has been consultative and development agencies are also taking active part in the policy formulation. • There is change in people's approach that education is not only for boys and like to send their children in private schools • Allocation of funds megerly increased. 	<ul style="list-style-type: none"> • Poor quality of education • Education as least priority areas of the GoP • Teacher status in terms of fewer respect and awfully low salaries • Teaching field considered as "low income" and "low status" job • Insecurity of teachers in rural areas • Physical violence from children towards teacher • Moral values of education sector have been weakened • Government schools education is considered as a purchasable commodity in urban areas • Drop out remained high and middle school enrolment is below than set targets. • The policies and plans still reflect a narrow approach to literacy defined as the basic acquisition of the reading, writing and numeracy skills rather than a broader approach to include purposeful use of literacy in a variety of contexts.

⁵⁹ Interview from A.D.Makin, IPS on 4th June 2008.

⁶⁰ Interview from Hafsa Sajjad, KASHF on 4th June 2008.

⁶¹ Note: information in table.10 is the analysis of primary data

	<ul style="list-style-type: none"> There is a lack of commitment and efficient management, absence of a realistic implementation plan and poor utilization of allocated resources.
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Practical factors impeding change	Practical factors assisting change
Infrastructure: girls' schools without toilets and boundary walls	Donor organizations and their allocation to increase girl's education
Qualified women teachers not available	Number of private sector institutions and NGOs providing services
Dearth of girl's secondary schools	Government incentive schemes
Transportation problems/ Distance to schools	Marginal increase in women's employment trends
Amenities like water and electricity lacking in schools	Numeric disparity of enrollment by sex reducing in urban areas
Inefficiency, wastage and leakage of financial resources	
Early marriage of girls	
Child labor and domestic work burden	

Structural factors inhibiting change	Structural factors assisting change
Low budgetary allocation for sector	MDGs, CRC, Education Sector Reforms and official policy commitments
Restraints on girls' mobility	Devolution and local bodies governance
Low quality of education imparted	All major societal stakeholders agree in principle on importance of primary education for girls
Hierarchies impede inter-cooperation in bureaucracy between federal, provincial and local levels and with civil society actors	Increasing value being placed at community level on girl's education
Low status of women propels perception of girls' education as 'investment without returns'	Increasing prominent women role models provide motivation and aspiration
Low ownership of agenda of educating girls	
Perceived subversive potential of education	

A nascent development has been a barrage of attacks on girls' schools in the NWFP province and FATA region by militants. Among the earliest reported incidents was an attack on the Murree Christian School near Islamabad by militants in August 2002, in which six staffers were killed. In 2003 there were media reports of girls schools torched in Dir Kohistan, in 2005, in Bannu, an NGO run school and its staff (of Khwendo Kor) was attacked and in 2006, two women teachers were killed in the Government Girls' High Scholl at Khag Cheri in Upper Orakzai agency. By 2008, these attacks have escalated to high frequency, and girls' schools in Dera Adam Khel and Mardan have been closed due to attacks and threats of attack. Notices have been posted on buildings to close schools or face assaults. These unprecedented attacks have been claimed by Islamist militias as a way of 'purging' Western influences and imposition of foreign values, but have been met with resentment in local communities.

4. Health

Health

4.1 Summary Health

- The issues of health cannot be looked in isolation and broader parameters need to be developed to ensure equality for women.
- The health facilities for the masses are over-burdened and the quality of health services suffers greatly. The public health care system suffers as doctors prefer giving services to the affluent.
- The dependence of the Ministry of Health on donors in implementing international health strategies and programmes creates uncertainties regarding the amount and flow of financial resources and disturbs implementation.
- High costs, immobility of women, restricted decision making and limited information are major obstacles in seeking appropriate health care.
- Increased investment in the health sector with a clear aim to decrease the gender inequality is a central element of the government's agenda. The government aims at improving maternal health, reducing child mortality and combating HIV/ AIDS, malaria, TB and other diseases..

4.2 Introduction

Gender is a crucial element in health inequities as it influences the control men and women have over the determinants of their health, including their economic position and social status, access to resources and treatment in society.

Decades of active lobbying by non-governmental organizations and women's rights advocates have had a major influence in 'gendering' health policies, such as the shift in focus from family planning to reproductive health paradigms and the global acknowledgement that violence against women is as much a health issues as a social issue.

The Nobel Laureate Amartya Sen, in his seminal book 'Development as Freedom', emphatically stressed the relationship between women's education, social status and overall child and maternal health when he made education and health as the two basic capabilities that makes life meaningful and the enjoyment of freedom possible.

Analysis of economic and socio-cultural context is an important component of health policy analysis because contextual factors significantly influence the health policy process and the overall health of population directly and indirectly. Paying attention to contextual factors helps in understanding the role of the state, society and market forces influencing health agenda, health planning and implementation, and even more important health outcomes. Health as a sector best typifies the fallacy

of the trickle down theory – that despite periods of high economic growth and activity, significant changes in social indicators have not happened.

A major determinant of health seeking behaviour is the organization and administration of the health care system. Primary data analysis shows that majority of the people regard the tension between the public and private health care system in Pakistan does not only grid the class divide with the poor availing the public services and the well off utilizing private services, but the public health care system suffers directly from the offer of services to the affluent. Doctors often work in both sectors, and refer patients to private care, and often neglect public sector jobs to give attention to the better paying public sector. Rural areas are poorly serviced in terms of medical personnel, because those who study medicine prefer to practice in cities as it is more lucrative. The medical education and practice system does not have in-built requirements that stipulate time-bound practice in under-serviced areas, nor are there any incentives for doctors to practice in remote and/or rural areas.

There are less than a thousand hospitals for the entire population, so facilities are over-burdened and the quality of health services suffers tremendously. In 2006, the ratio was over fifteen hundred people to a hospital bed (see the table below). Hospital waste management falls far below any acceptable standards of public health and hygiene; incinerators are rare and reuse of syringes is common.

Category	1999	2006
Number of Hospitals	879	924
Number of Dispensaries	4583	4712
Number of Maternal and Child Health Centers	855	906
Number of Rural Health Centers	530	560
Number of Total Beds	92174	102073
Population per bed	1448	1508
Number of registered Doctors	88082	122798
Number of registered Dentists	3857	7388
Number of registered Nurses	35979	57646
Number of registered Midwives	22401	24692
Population per Doctor	1515	1254
Population per Dentist	34607	20839
Population per Nurse	3710	2671

Source: Economic Survey 2006-07

The private health sector has some accredited teaching university hospitals and patient care hospitals, though the costs are prohibitive. Popular treatments include that of homeopaths and hakeems, in which the State plays no role in promoting research and regulating such practices. Such alternative practices, increasingly popular in other parts of the world, command much trust of people. The sector is also inundated with bonesetters, spiritual healers and ‘fake /faith healers’ commonly referred to as ‘quacks’. Additionally, there are many illegal pharmaceutical factories that manufacture low standard medicines by using labels of established pharmaceutical firms and change the dates of the expired

medicines. According to a report of Pakistan Drug Testing Laboratory (PDTL), about 91 medicines of 60 national and multinational manufacturers were found to be counterfeit and harmful.

Despite the bleakness of such scenarios, there are definitive signs of improvement in health service provisioning in Pakistan. Health expenditures have doubled during the last seven years; from Rs.24 billion in 2000-01 to Rs.50 billion in 2005-06. Fiscal year 2006-07 has witnessed an impressive increase in health sector allocation, rising from Rs.40 billion to Rs.50 billion (0.57% of GDP), thus registering a growth of 25 percent over the last year (Economic Survey, 2006-07).

However, due to the increasing demand of the health services, the resource constraints increase the dependency of the Ministry of Health on donors in implementing international health strategies and programs. For example, Khan et. al cite Pakistan's high dependence on donors for the implementation of vertical programs including Health for All (HFA) and Primary Health Programs (PHC). They state that "Donor dependence for these vertical programs prevents long-term health planning, creates uncertainties regarding the amount and flow of financial resources and disturbs implementation".

Outreach related to family planning services has expanded through the private sector as well as through active door-to-door campaigns by public sector personnel, in addition to the fixed-point service delivery already in place. The goal of reducing population growth is now joined by a greater emphasis on providing services to meet women's needs through more integrated functioning of the Ministries of Health and of Population Welfare (Sathar, 2001).

In spite of the usage stress on hospital infrastructure, primary care facilities are poorly utilized. In addition to the quality of healthcare, many other factors determine health seeking behaviour, some generic obstacles and others experienced particularly by women. "Cost has undoubtedly been a major barrier in seeking appropriate health care, including consultation fee, medicine expenses, and fare spent to reach facilities, among others."

Women's mobility is another factor. Some studies on women's access to health services in Pakistan have emphasized the role of 'restricted mobility' as a major impediment faced by women (Khan, 1998; World Bank, 2005). Pakistan Rural Health Survey (2001) problematizes that the majority of the women reported that they are unable to attend a medical facility unaccompanied. Mumtaz and Salway alternately, while acknowledging women's mobility is circumscribed, illustrate the complex and contested nature of women's mobility. They show that life cycle characteristics (age and number of sons) predict unaccompanied mobility, while education and higher socio-economic status predict accompanied mobility, and that poor women's higher unaccompanied mobility was associated with a loss of prestige and susceptibility to sexual violence whereas in richer women, such movement did not constitute a target for male exploitation, nor did it lead to a loss of status. The authors find that the

focus on women's unaccompanied mobility is a result of western-driven lens of autonomy and independence.

Household economics also limit the choice and opportunity of accessing services. Physical distance to utility, availability of transport are other factors which limit women's access to the medical facilities.

World Bank points out "The public health sector by and large has been underused because of insufficient focus on prevention and promotion of health ... lack of openness, weak human resource development, lack of integration, and lack of healthy public policy," (World Bank, 2005).

4.3 Institutional Setup

Health Services in Pakistan are supplied by two separate ministries:

- ⊙ Ministry of Health
- ⊙ Ministry of Population Welfare

The Ministry of Population Welfare deals with the provision of family planning and some reproductive health services. The state attempts to provide healthcare through a three-tiered healthcare delivery system and a range of public health interventions.

- ⊙ Basic Health Units (BHUs) and Rural Health Centers (RHCs) form the core of the primary healthcare structure and are meant to provide all maternal and child health services.
- ⊙ Secondary care including first and second referral facilities providing acute, ambulatory and inpatient care is provided through Tehsil Headquarter Hospitals (THQs), and District Headquarter Hospitals (DHQs)
- ⊙ THQs and DHQs are supported by tertiary care from teaching hospitals.

Following the introduction of the devolution plan of Government of Pakistan, districts have been given administrative autonomy in the health sector (even when at times not supported by fiscal autonomy). The two major initiatives introduced are the Lady Health Worker program of the Health Ministry, and the Village Based Family Planning Worker of the Population Welfare Ministry.

Management of services on the ground was devolved in 2001 from the provincial to the district Departments of Health (DoH). Each district now has an Executive District Officer of Health (EDO-H), under whom all the health facilities, including district headquarters hospitals, have been placed. The procurement of medical supplies also has been devolved to the district government.

Typically each administrative unit or Union Council (typically covering a population of about 10,000 individuals) has a BHU where primary health services, including maternal and child health and family planning services, are provided. MCH centers, which are fewer in number, offer midwifery services and are equipped to handle routine deliveries. Rural health centers are fairly large with 20-30 staff and act as referral centers for four to five BHUs and offer limited inpatient services and emergency care.

Maternal and child health services provided within this framework of health facilities include female paramedics such as Lady Health Visitors and Trained Birth Attendants. In addition, the Ministry of Population runs Family Welfare Centers that provide family planning and reproductive health services. However, access to services is limited by the coverage of health facilities, as well as by women's mobility constraints. Two important national programs seek to overcome these constraints by bringing maternal and child health services to people's doorsteps. These include the Expanded Program on Immunization (EPI) which provides immunization services through clinics and active outreach through immunization camps, and the Lady Health Workers Program (LHW) (WB, 2004).

4.4 Policies

Increased investment in the health sector, with a clear aim to decrease the gender inequality is a central element of the government's agenda. This has been reflected in the Pakistan Poverty Reduction Strategy (PRSP) I and II, National Health Policy etc. One of the objectives of the National Health Policy is to promote gender equality in health. Moreover, Pakistan has also committed itself to meeting all eight Millennium Development Goals. Three out of eight Millennium Development Goals are directly related to health sector such as: reducing child mortality, improving maternal Health and combating HIV/AIDS, TB, Malaria and other diseases. Encouragingly, health policy changes introduced since the mid-1990s, as well as since the introduction of the devolution reforms, suggest that improvements are occurring (WB, 2005).

4.5 A National Maternal and Child Health Strategic Framework (NMCH)

NMCH was developed for 2005- 2015. In the first five years, the strategy is to be implemented through an NMCH Program. Program priorities include: introduction of a cadre of community-based skilled birth attendants, basic and comprehensive services, nutrition interventions (including breast-feeding, appropriate and timely complementary feeding) and other child and neonatal health interventions. The program places strong emphasis on creating demand through advocacy, community mobilization and health education, and on piloting incentives for mothers to deliver at health facilities. It also envisages improving services through management and program innovations, strengthening and upgrading training schools, and strong monitoring and evaluation. It is hoped that through this program greater gender equality will result in the domain of health.

4.6 Women Health Project

The Women Health Project focuses upon capacity building in management, skill development, knowledge building; promotion of safe delivery kits; awareness raising and; development of data base. The Nursing Instructors are being provided training for modern teaching methods. As its a continuous activity the project is distributing free of cost 'Safe Delivery Kits'. If the management skills of women are improved it is hoped this will lead to a systemic equality where women are given better managerial positions in the future.

4.7 Expansion of the Lady Health Workers' Program

The Lady Health Workers (LHWs) program is recognized as a success story in the Health sector. Launched in 1994, with an aim to bridge the gap between communities and static health units, the numbers of LHWs has risen from 70,000 in 2004 to 100,000 currently. The additional 30,000 LHWs were deployed to relatively underserved areas, indicating a greater poverty focus in the program. Some innovations have been introduced, including a direct role for LHWs in immunization.

4.8 Population Policy 2002

The overall vision of the policy is to achieve population stabilization by 2020. The key priorities include: a multi-sectoral approach and coordination across all levels of government; public private partnerships; advocacy campaigns with policy-makers and opinion leaders, and effective use of the media; expansion of social marketing in urban and semi-urban areas, and in rural areas by associating registered medical practitioners, hakims, homeopaths, chemists and community-based organizations; promoting male involvement through a cadre of male workers recruited in the rural areas to engage in regular dialogue with male community members and to sensitize elders and parents to the benefits of small families.

4.9 Key reforms include

Decentralization of administrative, financial and program powers to the province and further to the district level; provision of family planning services in the primary health structure. These reforms are in various stages of implementation. Public-private partnerships and a strong focus on monitoring and evaluation are key aspects of reform that cut across most programs. An extensive effort to contract out primary health services to NGOs has been initiated following the success of a pilot in one district of Punjab which showed significant improvements in service utilization and client satisfaction. Other models are also being tested including contracting in technical assistance to build district capacity. The HIV-AIDS program relies entirely on NGOs to deliver services to high risk populations. Strengthening monitoring and evaluation is central to the MNCH Strategy, the Population Policy, the Lady Health Workers Program and the HIV-AIDS Program (WB, 2006)

4.10 Child and Maternal Health Care

Data suggest that some progress in child and maternal health was made between 1990-1991 and 2006-2007 rounds of the Demographic and Health Surveys (Nishtar, 2007). By 2007, nearly half of infants (47 percent) had been immunized with five recommended childhood vaccinations by age 12 months. In 1990, only 22 percent received the recommended vaccines. And by 2007, most mothers surveyed (61 percent) had at least one antenatal care visit with a health professional, previously it was 30 percent. One in every three babies born was delivered at a health facility by 2007, which was improved from 13 percent in 1990-1991.

But much still needs to be done. Each year, an estimated 400,000 infants die and nearly 16,500 mothers die from pregnancy-related causes. The government acknowledges one of the major reasons of high maternal mortality as **malnutrition**, which affects 34 per cent of pregnant women, with a calorie intake 70 per cent less than recommended level. Nutritional deficit in women, especially during pregnancy, so prevalent in Pakistan is also a reflection of the low status of women in the country. The woman is often the last person to eat in a poor household.

Furthermore, while the **infant mortality rate** dropped from 91 infant deaths per 1,000 live births to 78 deaths per 1,000 between 1990 and 2007; it is still high by international standards. Regional variations show that the national average of five hundred deaths per hundred thousand births, but in Balochistan, it is 673.

As per the latest PSLM survey, 53% of mothers who had given birth in the last three years went for **pre natal consultations** during their last pregnancy as compared to 52% in 2005-06. The attendance rate is much higher in urban (73%) than in rural areas (45%). In rural areas, Punjab has the highest attendance and Balochistan the lowest (PSLM, 2006-07).

Tetanus toxoid injections are given to women during pregnancy to protect infants from neo natal tetanus, a major cause of infant mortality that is due to unsanitary conditions during childbirth. As per the PSLM survey, 56% of mothers received this injection during their last pregnancy as compared to 64% in 2005-06.

68% of births take place at home as compared to 50% in 2005-06. In rural areas, 78% deliveries take place at home as compared to 44 percent in urban areas. The most commonly used source of assistance overall is **Trained Dai and traditional birth attendant** (49%) followed by family member/relative (14%) (PSLM, 2006-07). Percentage of births attended by Skilled Birth Attendants (SBAs) has increased from 18% to 31% over a 10 year period (from 1996-97 to 2005-06) (Nishtar, 2007: 28).

Post natal consultation rate even though has improved in 2006-07 but is still much lower than the prenatal rates 24 % of mothers received a post natal check up within 6 weeks of delivery during their last pregnancy in 2006-07 as compared to 22percent in 2005-06. Private hospital or clinic is used by majority (51%) followed by government hospital/RHC and BHU (23%).

However, this can also be interpreted as a relative shift away from the public sector service utilization. We don't have data on the quality of the service provided.

One of the established determinants of **Maternal Mortality**, anemia among pregnant women, has reduced to half during the last four decades, from 18% in 1965 to 36% in 2001-02. However, trends for this measure have been very unstable, such that it should not be assumed that there is a steady and lasting improvement (Nishtar, 2007).

4.11 Reproductive Health

The relationship between women's social status, contraceptive use, fertility decline, and child and maternal mortality is well established, and is reflected in trends in Pakistan.

As per the PDHS 2006-07 Preliminary Report, **Total fertility rate** in Pakistan is 4.1. Urban areas equals 3.3 and rural areas equals 4.5. This means on average, a Pakistani woman who is at the beginning of her childbearing years will give birth to 4.1 children by the end of her reproductive cycle.

According to the PDHS report, pill is the most widely known **method of contraception** (91.7 % of currently married women). However, Condoms, withdrawal and the rhythm method are the most commonly used methods (17.2 %, 17.1%, 16.8%).

The **contraceptive prevalence rate** (percentage of all currently married women aged 15-49 years who are practicing any form of contraception) is 30%, compared to 60% in Bangladesh.

Modern methods of contraception⁶² are more commonly used (22%) as compared to the traditional methods (8%). Female sterilization is the most common methods being used (8%) followed by condoms (7%), withdrawal (4%) and rhythm (4%). The contraceptive use rate amongst currently married, non pregnant women is 34 percent.

As per the data, there is an almost two and a half times increase in contraceptive use between 1990-91 to 2006-07. Use of both modern and traditional methods increases with education level. More than four in ten married women with some secondary education (43%) use a method, compared to only

⁶² Contraceptive methods are grouped into two types- modern and traditional. Modern methods include female sterilization, male sterilization, pill, IUD, injectables, implants, condom and emergency contraception. Traditional methods include periodic abstinence, withdrawal, and folk methods

25% of those with no education. A. Islam notes that the Contraceptive Prevalence Rate varies widely within the country, and is primarily concentrated in urban centers.

Trends in contraceptive use in Pakistan (percentage of currently married women using any method)

Year	Percentage of women
1996-97	24
1998-99	17
2000-01	28
2001-02	19
2003	32
2005-06	26
2006-07	30

As per the PDHS Preliminary Report, the plateau in contraceptive use is attributed to the following factors: Non devolution of programme leading to ownership of the programme at provincial and district level, Lack of support from the health sector, including its LHW programme, and disconnect between the community and the service providing facilities caused by abolishing the Village Based Family Planning Worker component.

There is emerging evidence that women are increasingly aware of family planning and birth control options. The government has run a highly subsidized contraceptives programming, and advertising campaign ‘do bachay hi achay’ (it’s good to have only two kids). While fertility rates have somewhat reduced, women’s awareness of birth control does not always translate into their ability to use it; this then leads to critical issues over bodily autonomy and control of women’s bodies and decision-making. Though advocacy work is increasingly targeted at males and has led to a degree of success, traditional distrust of any perceived interventions in the private realm persists, and in fact, has deepened. Theories such as conspiracies to stunt growth of Muslim populations persist – in NWFP, people have refused to use iodized salt and rejected, even violently, the administration of polio drops to children for fear that this was a ploy to make them sterile. Two doctors were killed in 2008 for this reason.

Taboos around sexuality and myth construction around women spacing child birth create barriers for contraceptive usage and for addressing the issue in public discourse. In a public hearing on media channels held by the TV regulatory authority PEMRA in April 2008, GEO TV was accused of promoting obscenity and vulgarity as it showed advertisements for contraceptives. Earlier, a Senator stated that the population welfare program of the government was part of a global effort to promote sexual waywardness in the country.

The Jamaat-i-Islami demands a complete ban on advertisements of family planning programs, dubbing them unIslamic. In 2004, the NWFP government initiated an “Anti-Obscenity Drive” in

which posters advertising condoms and birth control pill boxes were heaped and torched in Peshawar by the then-Provincial Minister of Religious Affairs. Another senior religious Minister asked Pakistani Muslim women to resist family planning for the sake of Islam so their children don't grow up in a Muslim-less world. For many following months, many chemists in Peshawar city stopped stocking these products.

The agreed maternal and child health targets as part of the MTDG (Medium Term Development Framework Target) and the PRSP of are to:

Category	Target by 2015
Reduce the Under 5 Mortality Rate to	80 per 1000 live births
Reduce the Infant Mortality Rate to	63 per 1000 live births
Increase the proportion of fully immunized children aged 12-23 months and immunization for measles to	More than 90%
Increase the LHW coverage by	100%
Reduce Maternal Mortality Ratio to	140
Increase the percentage of births attended by Skilled Birth Attendants to	90%
Increase the contraceptive prevalence rate to	Over 55%
Increase the proportion of women 15-49 years who had given birth during the last three years and made at least one ante-natal care consultation to	100%

4.12 Unsafe Abortions

Unsafe abortion is a major healthcare issue in most developing countries since its causes include poverty, gender inequality and a poor human rights' record. Globally, approximately 20 million unsafe abortions are carried out every year of which nearly 97 per cent are in developing countries and half of these are in South-East Asia. It is further estimated that 13 per cent of all maternal deaths are caused by post-abortion complications. As per a report launched by National Committee for Maternal and Neonatal Health in collaboration with the US-based NGO Ipas and the Packard Foundation (2007), an estimated 980,000 unsafe abortions are carried out in Pakistan every year which translates to one terminated pregnancy in every six. While society refuses to discuss the medical aspects of the issue, focusing erroneously on morality and religion, the fact is that 90 per cent of these cases involve married women with three or more children. Every year, 250,000 Pakistani women suffer post-abortion complications at the hands of unskilled, purported "healthcare providers," and 3,000 of these women die.

Women take the decision to terminate a pregnancy in order to limit family sizes or for financial reasons. When doctors, who fear legal repercussions or demand exorbitant fees, refuse to help them, such women resort to untrained staff at unregistered clinics and as a result, often suffer complications such as sepsis, hemorrhage, uterine perforations and visceral injuries. Long-term effects can include infertility, disability and pelvic inflammatory diseases.

As per a Population Council report, majority of men oppose the use of contraceptives but agree to abortion. It is unfortunate given that Pakistan is signatory to many international conventions on women's reproductive rights.

4.13 HIV/AIDS

HIV and AIDS has been addressed as part of the 7th Target of the 6th MDG; the two indicators stipulated to measure the progress towards achieving the target include, HIV prevalence among 15-24 year old pregnant women and HIV prevalence among vulnerable groups.

Heterosexual contact is the most common means of transmission, followed by infection from tainted blood products, contaminated drug paraphernalia (needles/syringes), male-to-male sexual relations, and mother-to-child transmission. The first Pakistani citizen with HIV/AIDS was reported in 1987. Until the mid-1990s, most subsequent cases occurred among men infected while living or traveling abroad. By 1999, about three-fourths of reported HIV infections occurred among migrant workers returning from the Arab Gulf states. After that, HIV and AIDS began to appear among Pakistani commercial sex workers, injecting drug users (IDUs), and prison inmates (USAID, 2005).

In 1988, shortly after the first diagnoses of HIV/AIDS in the country, the Ministry of Health of the Government of Pakistan established the National AIDS Control Programme (NACP), based at Pakistan's National Institute of Health. The National AIDS Control Strategy focuses mainly on HIV prevention based on a multisectoral response and focused on capacity development, expansion and decentralization of services, surveillance and research on youth and most-at-risk populations, blood and blood product safety, management and control of sexually transmitted infections (STIs), and anti-discrimination advocacy (USAID, 2005).

According to UNAIDS/WHO/Ministry of Health estimates, there were 86,000 (0.1% of the total adult population) people living with HIV and AIDS at the end of 2005. By end- December 2006, the total number of HIV cases tested positive was 3381. The number of full blown AIDS cases was 372. The total number of deaths caused by HIV/AIDS is 165 till December 2006. It is estimated that the overall prevalence rate of HIV/AIDS is <1% among general population while it is 50% in some of the high risk groups like injecting drug users (IDUs) (Economic Survey, 2007).

HIV and AIDS prevalence among pregnant women ages 15-24 years

Years	Pregnant women with HIV and AIDS (%)
2001-02	0.03
2004-05	0.30
MTDF 2010 target: 0.07 MDG 2015 target: 0.05	

Source: Government of Pakistan Millennium Development Goals Report 2005.

4.14 Women and Mental Health

The mean prevalence rate of mental illness in Pakistan is 34%. However, while 10%-33% of males suffer from mental illness, the incidence in women is much higher, ranging between 29% and 66%. Women living in rural areas are reported higher levels of stress as compared to those living in the urban areas (Nishtar, 2007: 161).

The confinement and dependency experienced by housewives, financial difficulties and poverty, emotional deprivation, personal tragedy and low self-esteem are all factors that contribute to women's mental health problems. Post-natal depression in mothers who give birth to daughters instead of sons is also high. Sexual, physical and mental abuse suffered by women, both communally and interpersonally, also makes them feel insecure and emotionally unstable. While men can engage in aggressive behavior or turn to substance abuse to externalize their depression, women are unable to do so due to social constraints, and internalize emotional trauma. Substance abuse among women, particularly refugees, is on the rise.

Mentally ill people are held in contempt and ostracized by society, resulting in people's reluctance in acknowledging mental problems, and seeking help for them. The first step to address mental illness is usually through religious healers. As per the focus group discussion, only when traditional and alternative healing techniques have failed or the problem has deteriorated to a great extent, are the mainstream health-care facilities accessed. Islamization has further worsened the situation, as it discourages discussing mental illness in public or with strangers.

During the focus group discussion held at Lahore, a psychologist was of the view that "Mental health is misused in Pakistan and women are thrown into the asylum because the brothers do not want to give them their share of the land." Hence, the government needs to take pro-active measures to ensure that these instances do not occur but at present no action is being taken against the perpetrators of this heinous crime. The psychologist was of the opinion that in the rural areas, feudalism and religious and cultural issues are the root cause of inequality. Feudalism amounts to some people taking control of the economy and not giving others any rights. In the same manner working women who are working at homes as hired help sometimes have their entire household dependent on them. Awareness of their rights is needed. They are in a sort of "Learnt Helplessness" when you are cornered and you only care about your freedom and are callous of events around you.

4.15 Occupational Hazards

According to the focus group discussions, a vast majority of women are unaware of the labor laws governing occupational health and safety. As a result, they continue to keep working under inhuman conditions in the informal sector, and in agriculture and fisheries. Working in confined and polluted

spaces in brick kilns leads to lung infection, damages eyesight, and causes skin problems and depression. In the industrial sector, factories lack proper hygiene and expose workers to risk without proper exhaust facilities, fire exits, waste disposal and emergency medical aid. In agriculture, women are exposed to the harmful effects of pesticides which lead to respiratory problems, skin diseases, tuberculosis, gastrointestinal infections and increased risk of cancer.

4.16 Domestic Violence

Domestic violence has recently received much attention as a global threat to women, and emerging comparative work finds it as a significant contributor to morbidity and mortality for women across countries and cultures. Data suggests that profound physical and psychological sequelae are endemic following domestic violence, including depression, stress-related syndromes, chemical dependency and substance abuse, and suicide are consequences observed in the context of violence in women's lives. A study by Sathar and Kazi shows that wife beating is common in rural Punjab where they found 35 percent of the women had been beaten by their husbands and 7 percent beaten regularly.

The study seems to suggest that age contributes positively to women empowerment but it does not seem to discourage wife-beating, as about 52 percent of women above age 34 years report that husbands beat them and 8 percent of these women report regular beating. However, they found education an important factor in controlling domestic violence. These figures can be considered indicative, as further substantiated by a study on domestic violence and health of Pakistani women by Fikree and Bhatti. They found 34% women who reported ever being physically abused. Additionally, they report 15% being physically abused whilst pregnant and 72% of physically abused women were anxious/depressed. Physical abuse was identified as a major predictor of anxiety or depression.

4.17 Gender Related Constraints in accessing/utilizing the Health Services

Limited Mobility: a number of studies on women's access to health services in Pakistan have emphasized the role of 'restricted mobility' as a major impediment faced by women in accessing the health services (Sathar and Kazi, 1997; Khan, 1998; Mumtaz and Salway, 2005; World Bank, 2005). According to PRHS (2001), majority of the women reported that they are unable to attend a medical facility unaccompanied.

Restricted Decision Making: Women are typically not empowered to make independent decisions regarding their perceived health need for health. Majority of rural women reported the need for permission, usually from a male family member, before accessing a medical facility (PRHS, 2001).

Limited information: Access to information can compound the constraints women face in accessing the health services. Illiteracy rates are high and this in conjunction with limited mobility reduces the opportunities to learn from the outside world.

During the personal interview with a leading doctor and health NGO founder it came to the fore that the issue of gender could not be looked in isolation and broader parameters needed to be developed for ensuring equality for women, since she noted that societies which are economically developed have a greater role for women.

For this she felt the government needed a set of regulatory measures and there should be rule of law because if there is no rule of law then the gender sensitive policy will have little impact. In her view, donors waste resources by putting them only in gender. There were many things faulty in the system, for example, donors give money for immunization programs, LHWs sell the medicines to the markets rather than dispense it to patients. Checks and balances are needed to run the system which are lacking.

It is good to set benchmarks of number of women in a particular position but you must start with the number of women going to university to ensure that competent women enter the medical field. Other measures that can be taken are, for example, in immunization, the number of girl children immunized by LHWs.

According to the focus group discussions, social sector ministries have poor capacity and as an advocacy agency the MoWD role is essential but regulatory measures have to be matched with advocacy measures.

The current health policy is flawed since the government thinks that they are running a social welfare state. The government should realize that they do not have the capacity to run a welfare state and that our regulatory environment is open to the private sector. Hence we require a fundamental change from command and control to market harnessing of these players. A minimum of 20 years is needed to put the system on track. The problem in Pakistan is that the strategic direction needed for institutional change is lacking.

It is thought that one policy that the government should ensure is transparency, the rest will follow. The previous government had an initiative on maternal child health, there have also been the Women Protection Bill, increased representation of women in parliament, opening up of media, civic actions which all are a part of the rights based approach to development. So it can be said that some progress was made.

There has certainly been a change in the past decade in terms of women, there is now greater recognition on the part of the middle class that girls should work to ensure an income later on and that an added income is beneficial economically to the household.

The Health Management Information System has been taken up by the Federal Bureau of Statistics and there is some gender disaggregated data where available in their collecting tools.

It is felt that a reconfiguration of policy is needed with cascade changes at many levels. Hence the mechanisms of governance and the way in which they deliver need to change.

Chronic Issues	Emerging Issues
Poverty	Attacks on NGOs providing family planning services
Low social and Economic status of women	Heightened resentment of anything considered as 'western'
Early marriages and frequent pregnancies	Social Status, mobility and security are the critical concerns for the female service providers
Son preference	Work place sexual harassment
Violence against women	Inadequate facilities (infrastructure, supplies, medicines, transport and reliable referral support at higher levels)
Lack of access to clean water and sanitation	Refresher courses for Lady health visitors and midwives
Illiteracy	Consistent advocacy and action for sex disaggregated health data (EPI, HMIS, LHW-MIS, HR database)
Lack of access to information	
Paternalistic controls over women's sexuality	
Low health and nutritional status of women	
Illegal and unsafe abortions	
How to make women get more control over their biological processes rather than their bodies	
Community outreach	
Adequate monitoring and supervision of the health services and initiatives	
Absenteeism of health personnel at service facilities especially in rural areas	
Lack of female medical service providers	
Bottlenecks in Monitoring and Supervision of the medical service providers, especially in rural areas	
Low quality of service	

5. Agriculture, Forestry and Fisheries

Agriculture, Forestry and Fisheries

5.1 Summary Agriculture/Forestry/Fisheries

- Gender discrimination is pervasive in these three sectors.
- Majority of the women in rural areas are engaged in agricultural activities as unpaid family workers and are unable to enjoy the direct economic benefits of their services.
- Female ownership of an important asset or land appears to be extremely limited in Pakistan
- Technical know how should be provided to women in agriculture to enhance their income-producing opportunities.
- Until now not a single policy framework or administrative action with regards to socio economic uplift of fisher women and sustainability of their livelihoods has been taken by the government.

Agriculture, forestry, hunting and fishing	Half Yearly (Jul-Dec) 2005-06		
	Total	Male	Female
	44.8	38.4	69.9

Source: Labor Force Survey 2005-06

Agriculture is the main industry in Pakistan and hence plays an important role in Pakistan's economy. Agriculture and Livestock accounted for 23.1 percent of the GDP in 2004-2005. It employs 43.1% of the labour force, provides livelihood to 68% of the country's population living in rural areas, and contributes 60 percent share in export earnings from processed and unprocessed agricultural products (MTDF, 2005). Agriculture sector has grown at an average rate of 4 percent in the last two decades, although the share of agriculture in GDP has declined over the years due to the development of other sectors, it still remains the leading sector of the economy. The rates of women and men who are engaged in agriculture, forestry and fisheries in the labour force are 38.4 percent for men and 69.9% for women.

5.2 Agriculture

Majority of the women in the rural areas are engaged in agricultural activities as unpaid family workers. Women's participation in paid agricultural work is extremely limited. A significant portion of agricultural tasks such as weeding, watering, harvesting, threshing are carried out mostly by women. However, due to customs and traditions that facilitate men's access to markets, the role of women in the overall economic development in general and agriculture sector in particular is usually underestimated and in majority of cases even ignored altogether

In agriculture sector, due to women's triple roles in the society, they usually have greater work loads than their male counterparts. This situation is further exacerbated by the migration of men to larger cities for wage work, which increases women's responsibility for tending the family's agricultural lands. In the Northern Areas of Pakistan, as per the IUCN report 2003, one of the factors for additional workload for women in agriculture is social rivalry among tribes and/or individuals. For example, in some areas of Diamer, due to the enmity with other tribes, men do not come out to work during daylight and therefore women have to work in the fields more intensively (IUCN, 2003: 9)

Women associated with agriculture and irrigation sector face a number of problems, not only in Pakistan but in other countries also. Some of the problems in agriculture sector can be summarized as minimum labour wages, more working hours, lack of basic property rights as individuals, lack of access to control and management of land and other resources, lack of agriculture extension training and lack of credit etc.

The problems women face in irrigation sector can be summarized as under: women have no control on and participation in the decision-making processes; no clear-cut rights and as water users; and no representation in the irrigation-related agencies.

However a number of gender-related studies have shown that women's participation in agriculture and irrigation activities have a great impact on the situation. For example, some studies have suggested that in case of being directly involved in farming, women are likely to spend less from the earnings compared to men and that women are more interested in investments in improving land and other natural resources far more as compared to men.

But institutions like the Provincial Irrigation and Drainage Authorities (PIDAs), Area Water Boards (AWBs) at canal-level, and farmer's organizations have no representation of women on them. This situation arose due to the fact that ownership of the land is the criteria for membership of these farmers' organisations that women cannot fulfill.

Policy makers and irrigation-related agencies should develop policies based on a sound understanding of the prevailing gender relations and they should include women stakeholders from the early phase of agricultural projects and irrigation reforms onwards the planning process for infrastructure development of farmers organizations. Gender analysis should be incorporated into all research, problem diagnosis, information and monitoring networks and identification of solutions.

Reforms are also needed in the legal system to ensure legal clarity on women's land water rights and membership for farmers' organizations. Similarly, equal participation for women should be ensured in

forums or networks for collective management arrangements-generally required for strengthening access to water at farm level. (Brohi, 2003. <http://www.dawn.com/2003/06/09/eb11.htm>)

5.3 Land ownership

Another issue which is of prime importance in the agriculture sector is of the female ownership of the productive assets. Female ownership of an important rural asset, land, appears to be extremely limited in Pakistan. Data on ownership of assets such as land or access to credit by gender are not readily available from existing data sources. The Pakistan Rural Household Survey (PRHS) in 2001 has found that women owned only 2.8 percent of plots, despite the fact that 67 percent of villages surveyed reported that women maintained the right to inherit land. (WB, 2005).

Barriers to women's land ownership included family pressure, fear of social boycott, dependence on male relatives to deal with the outside world, legal complexities, fear of violence, customary tribal laws and discriminatory parallel judicial systems, like the panchayat and jirga.

Though Pakistan's Constitution values gender equality and Islamic Law also stipulates women's share in inheritance; legal complexities, lack of political will and discriminatory cultural practices lead to violation of women's land rights. Women themselves are treated as property in many areas especially where bride price tradition is upheld. Though illegal, property-grabbing, whereby women face eviction by their in-laws upon death of their husbands, is also common. Since women's land rights are closely linked to their social, political and economic status as well as other broader issues such as economic development and food security, therefore, it is essential to recognize and protect women's right to land.

5.4 Agricultural Extension

A number of income generating projects- Crop Maximization Project; Integration of Agriculture Research and Extension Activities; Introduction of Herbs as Crops etc. are launched by the Government and are expected to provide direct benefits to women. National Fund for the advancement of rural women was launched three years ago by MoWD in collaboration with Khushali Bank, First women Bank Limited and Agha Khan Rural Support Programme- It envisaged empowering 23000 women (covering 74000 households). This project is facing slow implementation. In the agricultural sector, knowledge about how to obtain credit and agricultural information needs to be provided to women in order to enhance their income-producing opportunities.

Because agricultural tasks tend to be gender specific, the work of seed preparation, fertilizing, and threshing falls to women, and these activities receive little or no support from agricultural extension workers. Raising and tending livestock also falls primarily to women, and there is inadequate support available to women engaged in these activities to market their products. Technical know-how thus

must be provided to women in agriculture, and the design of agricultural extension work needs to include women's tasks and needs.

According to a report by World Health Organisation (WHO) about 25 million agricultural workers in developing countries suffer from pesticide poisoning each year that includes a significant number of women. In Pakistan, about 30 per cent women are full-time farm workers while about 70 per cent are indirectly or directly engaged in farming. Pesticide poisoning is correlated with cotton crop which consumes 85 percent of applied pesticides. Women become victims of pesticides while performing different agronomic practices in cotton fields. Different research reports expose the plight of these poor female workers.

It said that picking cotton by women is also common during pregnancy and breastfeeding, which posed additional risks to the health of women and their children. Cotton pickers and their family members consume water which is also contaminated with pesticides and these pesticides also enter the food chain because of exposure of soil and livestock to them and the cotton seeds that were processed to produce edible oil.

There is a need to implement Agriculture Pesticide Rules, 1973, the United Nations Food and Agriculture Organisation's International Code of Conduct on the Distribution and Use of Pesticides and 2005 National Environment Policy which promote and integrates pest management and discourages the use of agro chemicals.

5.5 Lack of Gender Disaggregated data

There are problems with the collection of reliable gender disaggregated data. Women's contribution to the national economy is not yet counted in the GDP. The Federal Bureau of Statistics data on women's employment (Labour Force Surveys) neither accurately captures women work in the agriculture nor in the nonformal/unorganized sector of the urban economy (GoP, Planning commission, 2005). Women are not only deprived of enumeration in the field but also of the adequate remuneration, skills training, legal protection, social protection etc.

5.6 Forestry

Pakistan has a perilously low proportion of forest area — a paltry 4 per cent which is much below the recommended minimum of 25 per cent. Importance of forest wealth could be gauged from the fact that forest cover in Germany is 30 per cent, France 27 per cent and UK 10 per cent.

Men and women often have different productive and reproductive roles with regard to forest resource management. Men and women often play different roles in planting, protecting or caring for seedlings and small trees, as well as in planting and maintaining homestead woodlots and plantations on public

lands. Men tend to play a greater role than women in extracting timber and non-wood forest products for commercial purposes. Women typically gather forest products for fuel, fencing, food for the family, fodder for livestock and raw materials to produce natural medicines, which help to increase family income.

Women in the north and in other forest covered areas of Pakistan are actively involved in gathering timber and wood for household purposes and for fodder as well for producing natural medicines. But sadly, their contributions in this sector aren't documented. There is a dire need to conduct surveys and studies which highlight the role played by women in this sector.

5.7 Fisheries

In the past the women usually accompanied their men family members on fishing trips. There was no major division of work. The fishermen usually would take whole family to a fishing trip to remote islands, where the whole family was engaged in fishing as well as cleaning and drying fish. However, with the commercialization of fisheries, expansion of fishing business into an industry, and the overcrowding of the non-indigenous fishermen everywhere from the deltaic creeks to the deep waters of coast the women were slowly and gradually pushed out of the fishing activities.

According to our primary research, not a single policy framework or administrative action with regard to the socio-economic uplift of fisherwomen and sustainability of their livelihoods has been taken by the government. Lack of acknowledgement of the role of the women in the fisheries sector can be judged from the fact that not a single word can be seen about the fisherfolk women in the government policy documents, laws and rules etc. Handbook of Fisheries Statistics of Pakistan – the annual publication of Pakistan's Marine Fisheries Department last published in 1993, has no mention of the women, despite carrying a complete chapter on fishermen population. Similarly, the deep-sea fishing policy of 1995 as well as the current amended policy does not address women.

Karachi witnessed a big assembly of women, working in fishing sector at Karachi Press Club, when Pakistan Fisherfolk Forum⁶³ (PFF) organized the first ever Fisherwomen Convention on July 10, 2005. Points raised at this convention were that Fisherwomen equally participate in fishing activities; they go into waters along with male members to catch fish, weave nets, repair boats, dry fish and sell the catch in the market but with the commercialization of fishing these women have been marginalized. The convention stressed that the government should provide these hundreds of thousands of fisherwomen workers not only with some alternative employment opportunities and compensations but also adequate training to claim their share in this sector.

⁶³ Pakistan Fisherfolk Forum [PFF] is registered organization, launched on May 5, 1998 by a large number of fisherfolk community representatives and NGO activists.

At the Focus Group Discussion held in Karachi members of the Pakistan Fisherfolk Forum voiced their grievances against the government. In fact members of the Focus Group were of the opinion that there is no framework for agriculture, fishery or forestry in the country and gender discrimination is pervasive in these sectors. Islands have been sold by the government leading to the discrimination of indigenous people. Deep-sea trollers illegally venture within 200 nautical miles for fishing and they take away livelihood of the fisher folk as this leads to loss of livelihood which affects the women and the divorce rate has become very high. Since oil prices have increased women have started going to work to clean in the Defense Housing Authority houses. Here they face transport problems, but if they go to work at companies they are even more vulnerable and face sexual harassment.

Chronic Issues	Emerging Issues
Work done by women in the fields is seen as an extension of their household duties and goes unnoticed and unaccounted for in the data collection	Reforms are needed in the legal system to ensure legal clarity on women's land and water rights and membership for farmers organizations. Similarly, equal participation for women should be ensured in forums or networks for collective management arrangements-generally required for strengthening access to water at farm level.
It is difficult to assign monetary value to the work which is done by women, if the produce is not being sold in the market as is being used for household consumption	Since women's land rights are closely linked to their social, political and economic status as well as other broader issues such as economic development and food security, therefore, it is essential to recognize and protect women's right to land.
Majority of the women work within their own villages due to the mobility concerns. This has a dampening effect on the women's wages	There is a need to implement the Agriculture Pesticide Rules, 1973, the United Nations Food and Agriculture Organisation's International Code of Conduct on the Distribution and Use of Pesticides and the 2005 National Environment Policy which promotes and integrates pest management and discourages the use of agro chemicals
Minimum labour wages, more working hours, lack of basic property rights as individuals, lack of access to control and management of land and other resources, lack of agriculture extension training and lack of credit etc.	Women in the north and in other forest covered areas of Pakistan are actively involved in gathering timber and wood for household purposes and for fodder as well for producing natural medicines. But sadly, their contributions in this sector aren't documented. There is a dire need to conduct surveys and studies which highlight the role played by women in this sector.
Women have no control on and participation in the decision-making processes; no clear-cut rights and as water users; and no representation in the irrigation-related agencies.	
Barriers to women's land ownership included family pressure, fear of social boycott, dependence on male relatives to deal with the outside world, legal complexities, fear of violence, customary tribal laws and discriminatory parallel judicial systems, like the panchayat and jirga.	

6. Economic Activities

Economic Activities

6.1 Summary Economic Empowerment

- True economic empowerment for women remains elusive due to lack of attention and resources granted to the issue of women's economic empowerment.
- Women are increasingly working in the labour force but their voices are often excluded from international debates.
- The unemployment rate for women is many times higher for every age group; they are last to get jobs and first to lose them.
- There are no laws that contain explicit provisions for equal remuneration for equal work for women, protection of women from sexual harassment at workplaces, protection of labour rights for domestic workers and protection of labour rights of home based workers.
- Major barriers responsible for low female participation rate include inadequate recognition of their contribution, women's immobility, ignorance about opportunities and societal perception of women as lower status dependents.
- The major challenge is to create acceptance of a more public and active role for them that opens the pathways for their empowerment.

Chomsky in his book "Power and Prospects" acknowledges that in the contemporary world "You have a free choice: the labour market, the workhouse prison, death, or go somewhere else..."; Increasingly across the developing world, state and non-state actors are working to ensure the integration of women into this 'tough' labour market. It is thought that women's economic empowerment will lead to their autonomy and vice versa hence a great deal of emphasis is laid on the contemporary discourse of gender on the "free will" of women to decide whether they wish to work, where they wish to work and what career they wish to follow.

Despite the existence of an international global consensus on the importance of women's economic empowerment, expressed through such agreements as the Beijing Platform for Action, and the Millennium Development Goals, progress on many of these objectives has stagnated and in some cases has even been reversed.

Due to the lack of attention and resources granted to the issue of women's economic empowerment, mixed with a lack of coherence between macro-economic policies and development policies and programmes, true economic empowerment for women remains elusive. It is an issue however that demands attention in an increasingly globalizing and interdependent economy.

In many countries women are more likely to work for longer hours than their male counterparts for less pay and are more likely to face a situation of abject poverty. In subsistence economies women are

likely to carry out tasks such as carrying water and collecting fuel and in many countries (Pakistan being one of these). Unpaid domestic work by the mother has a direct affect on the quality of life of children and other household members. Women are increasingly needed by the labour force (especially during pandemics and economic restructuring) but their voices are often excluded from national and international debates on finance and development. According to the UNFPA, “The differences in the work patterns of men and women, and the 'invisibility' of work that is not included in national accounts, lead to lower entitlements to women than to men. Women’s lower access to resources and the lack of attention to gender in macro economic policy adds to the inequity, which, in turn, perpetuates gender gaps.

For example, when girls reach adolescence they are typically expected to spend more time in household activities, while boys spend more time on farm or wage work. By the time girls and boys become adults, females generally work longer hours than males, have less experience in the labour force, earn less income and have less leisure, recreation or rest time. This has implications for investments in the next generation. If parents view daughters as less likely to take paid work or earn market wages, they may be less inclined to invest in their education, women's fastest route out of poverty.”

While specific definitions for empowerment vary, the one provided by the World Bank states empowerment to be: the process of increasing the capacity of individuals or groups to make choices and to transform those choices into desired actions and outcomes. Central to this process are actions, which both build individual and collective assets, and improve the efficiency and fairness of the organizational and institutional context which govern the use of these assets. Scholars agree that empowerment relates not just to the choices that a woman has but the power that she has in exercising these choices freely. Often autonomy and empowerment are equated since both grant control over one’s own life (Jeejeebhoy 2000). However, other scholars differ in this regard, claiming that there is a difference between autonomy and empowerment since the latter can be attained through interdependent means (Malhotra and Mather 1997; Govindasama and Malhotra 1996; Kabeer 1998). Therefore, it can be said that a woman’s income increases her autonomy and her involvement in key decision making processes.

It is reasoned by Amartya Sen that education and participation in paid work and important determinants of female ‘agency’ in a society’s decision making process (Sen 1990). Data indicates the above to hold true since increased freedom of movement granted by labour force participation has a direct effect on participation in other aspects of public life. It is also evident that women engaged in paid labour “...were remarkably well informed about the state of political and economic development in their villages, patterns of behaviour among other villagers, and the nature of gender relations among their communities.” (World Bank, Pakistan Country Gender Assessment 2005)

A study based on urban women working in the manufacturing sector in Pakistan found that despite the limited control over their own earnings working women exercised greater authority in household decision-making than women who had no source of income (Khattak 2001).

When looking at the case of Pakistan, crucial aspects of women's autonomy are "mobility, access to resources, decision-making inside and outside home spheres, economic autonomy, domestic violence and interspousal communication." (Sathar and Kazi (2000)

Mobility is lowest in the South of Punjab and the North West semi-irrigated areas, perhaps due to the evidence of greater '*purdah*' in these areas. Mobility to a great extent is associated with women's participation in life outside the home and is a strong indicator of their freedom to access important places and spheres otherwise beyond their control. Economic class is seen to have an ambivalent influence on the autonomy of rural women since paid employment for women in the rural areas is not common and women often fill in the agricultural role of men who seek employment outside the village. This economic empowerment of sorts has the potential for autonomy in the rural household.

However, the women participation in the labour force of Pakistan is still among the lowest in the world. The crude labour participation rate for women in urban areas is only 5.9% with 55.3% of the urban workforce engaged in informal sector activities. (Mirza, PIDR 1999)

Furthermore it is thought that, "Women in the urban economy have a heavy concentration at the top of the socio-economic hierarchy – 35% of urban working women are 'professionals, technicians and associate professionals' – and in the informal sector they perform home-based and low paying piece-rate work, including crafts like sewing, crochet, and embroidery. Between these two poles women are only marginally represented, in the office sector. To date only 1.2% of the urban working women are engaged in clerical work." (Mirza, 1999)

However, since the 1990s women have been entering the workforce as receptionists, secretaries, telephone operators, draftswomen, designers, and computer operators. Though medicine and teaching still seem to predominate other professions, now law, marketing and banking and human resource are also considered viable careers. For lower-income women, hawking at upscale shopping areas, working at beauty salons are all career options. In Pakistan, the concept of '*purdah*' with its religious and cultural manifestations – reigns supreme. The mixing of females in the public space (i.e. with men) is seen as a fall in grace of the particular family to which the women belong. However, due to inflation, taxes, withdrawal of price subsidies and price controls, together with stagnating wages and high unemployment it has become near impossible for men from lower middle class and even the middle class to maintain a standard of living for their families without the women of the family contributing with their share of the earning. Although women might be earning, this does not translate

into equality at the work place where they often have to resort to ‘creating social distance’, ‘developing socially obligatory relationships’, ‘integrating male colleagues into a fictive kinship system’ and creating ‘women’s spaces’. (Mirza, 1999) This implies that new gender constructs are developing at the workplace and gender relations that were normally perceived as sexual per se are now open to re-evaluation.

It is believed that labour force participation will lead to greater happiness on the part of women due to the enhancement in financial autonomy that it entails. However, this is not necessarily the case and there is literature that suggests that women’s domestic power is heavily dependent on social context. Cain, et al. (1979) discovered that Indian women who participated in income earning work had greater autonomy than Bangladeshi wives. Indian wage labourers working in Malaysia, however, had very little domestic power since wives turned over their wages to their husbands. In the same manner, most of the Pakistani working women are not very different from their Bangladeshi counterparts or Indian wage labourers in Malaysia. Ali and Haq (2006) see this as the reason for lower proportion of working women being happier than non-working women. It seems that the majority of Pakistani women seek work out of need and the money earned by them is used either for the household needs or is taken over by the husband. Not only this, women in Pakistan in most cases bear the double burden of house and work and economic independence rarely leads to individual independence.

If the labour force participation by occupation is taken into account, it can be seen that a much higher percent of urban men than women are engaged in white-collar jobs (clerical, sales professional). Only 18% women compared to 33% of men report working in clerical jobs. Despite the existence of the quota system in Pakistan, according to the National Commission for the Status of Women (2003) women’s work tends to be concentrated in education and health sectors. Perhaps this is a reflection upon women’s need and their families need to assign to them roles that are “socially acceptable.” Other than white-collar jobs women work, as mentioned earlier tends to be home based manufacturing. As defined by the International Labour Organization (ILO) home based work is “work carried out by a person for remuneration in his or her home or in alternative premises of his or her choice, other than the workplace of the employer.” There is a lack of data in this arena of work even though a lot of research has been conducted on the plight of home-based researchers.

6.2 Gender Inequality in Economic activity

Economic activity rate for over 15 years of age	For girls and women	32.7
	Ratio: female rate to male rate	117
Employment in agriculture	% of total female employment	65
	% of total male employment	38
Employment in industry	% of total female employment	16
	% of total male employment	22
Employment in services	% of total female employment	20
	% of total male employment	40

Source: Human Development report 2007/2008

6.3 Constitution

Labour legislation does not discriminate against anyone on the basis of sex. The Constitution guarantees the right of work for both men and women. Article 18 states “Subject to such qualifications, if any, as may be prescribed by law, every citizen shall have the right to enter upon any lawful profession or occupation, and to conduct any lawful trade or business”. Articles 25 and 27 provide provisions for non-discriminatory and equal opportunity employment to the citizens of the country. Article 34 adds the dimension of affirmative action in favour of women. Women are not allowed to work in a few areas for health and safety reasons.

6.4 Legislative Framework

According to the Constitution, labour is a ‘concurrent subject’, i.e., it is the responsibility both of the Federal and Provincial governments. Labour legislation is usually enacted at the Federal level, but the responsibility for enforcing it falls on the Provinces. The labour regime in Pakistan is founded on 42 laws. Labour laws do not cover workers in the informal sector, e.g., small shops, Workshops, domestic services sector as well as the agricultural work force, where the bulk of women work. The government’s official Medium Term Development Framework 2005 – 10 mentions the “...continued invisibility of women’s economic contribution to the GDP and ... the continued lack of accurate gender disaggregated data”.

The Female Labour Force Participation while still quite low is increasing. In 1981 it was 2.1% and had moved up to 9.9% by 2001-2002. The LFS 2005-6 states the gap between rural and urban women’s participation (54.6 % rural women and 15.8% urban women) does not reflect the number of women engaged in paid economic activity in cities, primarily as they fall in the ‘informal’ sectors of economy. The GoP notes in its status report on CEDAW that “The unemployment rate for women is many times higher for every age group.

This points to the fact, true of most developing and many developed countries, that women are the last to get jobs and the first to lose them.” The factors the government identifies are, “Many women prefer to remain at home as homemakers rather than join the work force. Many may be prevented from working by family or spouses or other factors such as the need to take care of children. It is also possible that many women are not qualified enough to compete with men in open competition for jobs. There may also be a bias against recruiting women by some employers in the informal sector.”

The recent amendments in the labour laws promulgated through the Finance Act 2006 are anticipated by PILER to impact women adversely by allowing for longer workdays and introduction of late evening shifts. The amendments in the Shops and Establishments Ordinance 1969 increases daily working hours from eight to twelve, abolishes the compulsory weekly holiday , and sets aside protective provisions of the previous Factory Act that bars women’s work before sunrise and after

sunset. The World Bank finds that almost sixty per cent of women involved in the labour force are unpaid workers, whereas among those who participate in the labour force, only nineteen per cent of men are unpaid family workers.

It also notes that the mass of women work in the informal sector. “Rural women tend to be concentrated in agriculture, while urban women tend to work predominantly in unskilled service jobs such as personal and household services... or at the most, in home-based manufacturing work.” All these sectors offer extremely low wages, and all are part of Pakistan’s ‘informal economy’.

No trade unions exist which can serve the interests of unprotected women and that there is no concern for their protection by factory owners and key decision makers. She highlights that “Moreover, the women themselves lack the capability to organize themselves into an entity which is assertive enough for raising and solving important issues.” In the latest official data, out of 247,539 members of 1201 registered trade unions in 2002, there were only 2134 women members. (Huma Nawaz Syal)

Various reports point out that there are no laws that contain explicit provisions for equal remuneration for equal work for women; protection of women from sexual harassment at the workplace; protection of labour rights for domestic workers and protection of labour rights of home based workers.

That women have no recourse to judiciary was proven by a survey conducted in 2005 by Pakistan Institute for Labor Education and Research (PILER). In a span of labour courts of Karachi, Sukkur, Lahore, Faisalabad, Peshawar and Quetta, none of the cases in court were filed by women. The reasons quoted were “Male-dominated gender-biased labour judiciary and governance structures, lack of unionization among women workers, lack of legal information and lack of access to legal, technical and financial support networks and institutions.”

Women who are older, better educated, female head of the household, or coming from smaller better off urban families are more empowered to take decisions on their own about whether to get a job or not. (Naqvi and Shahnaz) In contrast, younger, poorly educated women who are from larger families enter the labour market not out of their own choice. Decisions whether they go out and get a job are made by other members of the households at times without their consultation. Among the reasons preventing women from entering the labour market, they emphasize the existence and dominance of patriarchal relations. “Almost half of the women indicate that they are not allowed to work because their husbands and/or fathers do not want them to work outside the house. This indicates that to increase women’s empowerment and their participation in economic activities a lot of work needs to be done to change the mindset of husbands/father and other male household members.”

Highlighting the ramifications of women's paid work on women's autonomy, the World Bank suggests that women who participate in paid work are far more likely to participate in community and political activities, and in paid work as an avenue through which women's civic participation can be enhanced in Pakistan.

The Pakistan Rural Household Survey (PRHS) in 2001 found that women owned less than three per cent of plots, despite the fact that sixty seven per cent of villages surveyed reported that women maintained the right to inherit lands.

According to one interview respondent although the inheritance law is present it takes very long especially in the lower courts if women want to pursue their claim of inheritance in court. The respondent gave the example of a case he knew (where the woman was fighting for her share of the property), which took nine years in the court to be solved.

6.5 Policies

Economic empowerment of women is the prime aspiration and priority. Women are the poorest of the poor and poverty has a feminine face. Now there is a growing realization at the policy making level that gender disparities and inequalities cannot be accepted and government has initiated a number of programs/projects and taken practical steps to reduce gender inequalities. Some of the major initiatives include:

The Ministry of Women Development (MoWD) has implemented various pilot projects as part of their economic empowerment component under the National Fund for the Advancement of Women (NFAW). These include the Patti Development Project, Chitral being executed in partnership with Agha Khan Rural Support Programme (AKRSP), Skill and Micro Enterprise Development amongst Gwadar Women in collaboration with Khushhali Bank, Economic Empowerment of Rural Women in collaboration with First Women Bank and Economic Empowerment of Women in Tharparkar District in collaboration with Thardeep Rural Development Programme (TRDP).

6.5.1 The National Gender Reform Action Plan (GRAP)

The Federal and all Provincial governments have approved Gender Reform Action Plans (GRAPs) during 2004-05 that suggests the following intervention areas:

- Women's employment in the public sector
- Policies and fiscal reforms
- Capacity development interventions
- Women's political participation
- Institutional restructuring for more effective gender mainstreaming
- Support actions to create an enabling environment

GRAP was launched by the Government of Pakistan with the hope to promote a coherent gender reform agenda to align policies, structures, programs and projects for enabling the Government to implement its national and international commitments to gender equality. The GRAP has yet to be successful and has been heavily critiqued by NGOs and donors alike. In fact some major donors have shown complete disillusionment with the implementation of the GRAP. According to the participants of a focus group discussion held in Lahore by SDPI, Civil society acts as a watchdog in Pakistan. GRAP needs a good collaboration and it is felt that the political will towards gender is only due to the international pressure and the financial resources that are attached to gender in the current development debate. In the National Plan of Action the process failed because the government did not accept internally that the process failed, policies are made as if for a foreign country, not for Pakistan – keeping the cultural, religious context in mind.

6.5.2 The Poverty Reduction Strategy Paper

Though the interim PRSP (IPRSP) of Pakistan didn't address the issues of gender but the full PRSP includes this issue. One of the noteworthy additions to the Poverty Reduction Strategy in the full PRSP is the focus on some economy-wide issues like gender mainstreaming, employment and environment.

6.5.3 The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)

Pakistan signed CEDAW in 1995 and ratified on March 11, 1996. Pakistan submitted its first implementation report in 1998. CEDAW has 16 articles and two general recommendations which cover all aspects of life, such as education, employment, and equal access to health care. The two recommendations deal with violence against women.

6.5.4 The National Plan of Action (NPA) for Women

Pakistan made a commitment at the UN's Fourth World Conference for Women in Beijing and prepared the National Plan of Action for Women (NPA). The NPA was launched in August 1998 and covers the following 12 critical areas of concern as identified in the Beijing process:

1. Women and Poverty;
2. Education and Training of Women;
3. Women and Health;
4. Violence against Women;
5. Women and Armed Conflict;
6. Women and the Economy;
7. Women in Power and Decision-Making;
8. Institutional Mechanism for the Advancement of Women;
9. Human Rights of Women;
10. Women and the Media;
11. Women and the Environment;
12. Girl Child Rights.

6.5.5 National Policy for Development and Empowerment of Women

The National Policy for Development and Empowerment of Women was approved on 6th March 2002 by the Cabinet and announced by the President of Pakistan at the National Convention for Women held on 7th March 2002. The policy suggests a number of different activities in three intervention areas:

- *Social* empowerment of women (education, health, law and access to justice, violence against women, women in the family and community, and the girl child)

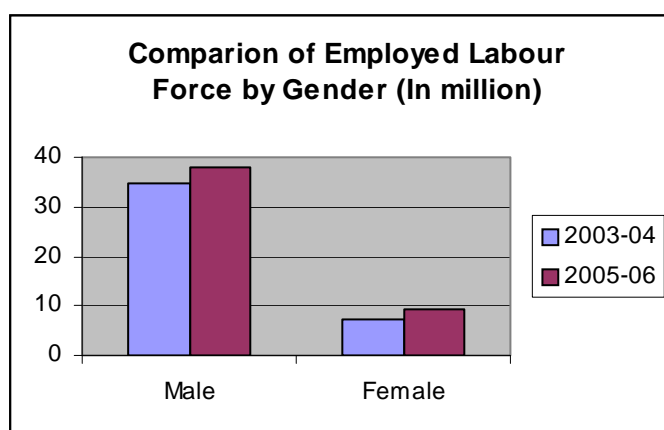
- *Economic* empowerment of women (poverty, access to credit, remunerated work, women in the rural economy and informal sector, and sustainable development).
- *Political* empowerment of women (power and decision making)

6.6 Facts and figures of Pakistan's Labour Force

Pakistan is a country with about 25 million youth of 18-25 years age group but a very small percentage 1.7 percent are able to make contribution in national economy by applying their training and education (Labour Force Survey 2005-06). Trend of Pakistan's labour force over four years is shown in Table.1.

Table 1

Labour Force (In Millions)				
	1999-2000	2001-2002	2003-2004	2005-06
Employed	36.3	39.6	41.75	46.94
Unemployed	3.1	3.6	3.48	3.11
Total	39.4	43.2	45.23	50.05



The trend of civilian labour force of Pakistan by provinces and location is shown in Table 2.

Table 2

Civilian Labor Force of Pakistan and Provinces by Rural and Urban (Million)									
Province	Civilian Labor Force								
	1999-2000			2001-2002			2003-04		
	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban
Pakistan	39.4	27.72	11.68	43.14	29.37	13.8	45.23	30.71	14.52
Balochistan	1.4	1.19	0.21	1.74	1.43	0.31	1.91	1.5	0.41
NWFP	4.53	3.81	0.72	4.95	4.13	0.82	5.07	4.24	0.83
Punjab	25.79	18.47	7.32	27.03	19.05	7.98	27.85	19.76	8.09
Sindh	7.68	4.25	3.43	9.45	4.76	4.69	10.41	5.21	5.19

Employment status by sex is shown in Table 3.

Table 3

Distribution of Employed: Employment Status and Sex (%)									
Employment Status	1999-2000			2001-2002			2003-04		
	Both Sexes	Male	Female	Both Sexes	Male	Female	Both Sexes	Male	Female
Employers	0.8	0.9	0.1	0.8	0.9	0.3	0.9	1.1	0.1
Self-employed	42.2	46.4	16.7	38.5	42.4	15.7	37.1	41.4	15.9
Unpaid family helpers	21.4	16.7	50.1	20.8	16.4	46.9	24.1	18.3	52.8
Employees	35.6	36	33.1	39.9	40.3	37.1	37.9	39.2	31.2
Total	100	100	100	100	100	100	100	100	100

6.7 Major Barriers in low female participation rate

From Pakistan's perspective there are many barriers in low female participation rate. The following are the major ones:

- The principle barrier in overcoming gender inequality is societal perception of women as lower status dependents. A fact reinforced both by customary practices and the laws of the land.
- Other obstacles include invisibility of women's work and inadequate recognition of their contribution within the household and by extension in society. As a result women's work is menial and low paid, even when time and energy consuming, contributing relatively minimally towards poverty eradication.
- Women remain uninformed about opportunities, assets and services, and they have neither ownership nor control over resources.
- Women's mobility is restricted, skills not always marketable and voice not heard. In other words women are largely disempowered.

The major challenge is to create acceptance of a more public and active role for them that opens the pathways of empowerment for them. [Poverty Reduction Strategy Paper-II]

6.8 Women's Participation in the Informal Sector

The term informal sector is commonly used to refer to that segment of labour market in the developing countries that has absorbed significant numbers of jobseekers, mostly in self-employment, and to workers in very small production units (ILO, 2000). Informal activities are often characterized by low levels of capital, skills, access to organized markets and technology; low and unstable incomes and poor and unpredictable working conditions.

Informal activities are often outside the scope of official statistical enumeration and government regulations, and beyond formal systems of labour and social protection (ILO, 2000).

The limited availability of formal sector employment is, however, particularly problematic in the developing countries' struggle with the interconnected problems of employment creation, poverty alleviation and income distribution. In Pakistan, informal employment accounts for over 40 per cent of total employment.

In Pakistan, women's presence in the informal sector is however higher with rural non-agricultural workers making up 70 % of the informal workforce and 61.6% in urban areas (LFS 2003- 04). Women in this sector are usually atomized as home based piece-rate workers in both urban and rural areas, as contractual workers or in brick kilns and mines. Having no control over production processes women are vulnerable and dependent on those supplying them with work, often middlemen. Low levels of remuneration do not contribute to women's empowerment; in fact this kind of work is often the cause of additional burdening and oppression for them.

Women's informal sector work is closely associated with poverty, for instance in Pakistan 60% of home-based workers belong to households that are below the poverty line. The *Pakistan Participatory Poverty Assessment* (PPPA) also found that women's informal work was one of the most used risk mitigating strategies of poor households. However the level of female earnings remains low and usually supplements the income of the household. Only 7% women in a recent survey of the phenomenon reported there work as the main source of income for the household (NCSW Draft Report, *Opcit.* p.46)

There was no official policy to regulate the informal sector up until 2002 when the new *Labor Policy* was put in place. Under the policy for the first time Home Based Women Workers (HBWW) were recognized and labor welfare coverage was extended to them.(NCSW Draft Report. *Ibid.* p. 60)

However no action has been taken so far to implement the policy. *National Policy for Development and Empowerment of Women, 2002*, also calls for the recognition of women's "real economic contribution and productivity in both the formal and informal sectors in national economic indicators." The proportion of workers in informal sector, excluding agriculture, increased from 66 per cent in 1999-2000 to 73 percent in 2005-2006 [Poverty Reduction Paper II]

According to the Focus Group Discussion held at Karachi, home based workers work for example in the bangle industry in Pakistan but are not accepted as workers. They have no social security and recently a movement was developed for these women in Sindh which negotiated with the government and so a Protection Bill has been signed in recent years. However, the goods these women produced were taken through middlemen (garments, leather, bangles) and the middlemen exploited the women by making huge profits themselves but not passing any of these to the domestic workers.

Sector wise break up of employment over four years including formal and informal sector is shown in Table 3.

Table 3

Employment By Sector (%)	1999-2000	2001-2002	2003-2004	2005-06
Total	100	100	100	100
Agriculture	48.4	42.1	43.1	43.37
Non- Agriculture	51.6	57.9	56.9	56.63
Formal	17.7	20.5	17.1	15.37
Informal	33.9	37.4	39.8	41.25

6.9 Technical training

Around 540 technical and vocational institutions have the capacity to produce only 200, 000 skilled people every year which is inadequate as compared to the demand of the economy and the country's population. (LFS-2005-06).

Distribution of employed labor force by major industries division is shown in Table 4.

Table 4

Distribution of Employed: Major Industry Divisions (%)									
Major Industry Divisions	1999-2000			2001-2002			2003-04		
	Both Sexes	Male	Female	Both Sexes	Male	Female	Both Sexes	Male	Female
Agriculture, forestry, hunting and fishing	48.4	44.4	72.9	42.1	38.2	64.6	43.1	38.1	67.3
Manufacturing and mining	11.6	12.1	8.4	13.8	13.6	15.2	13.7	13.5	14.7
Construction	5.8	6.6	0.5	6.1	7	0.3	5.8	7	0.3
Wholesale and retail trade	13.5	15.3	2.6	14.8	17.1	1.9	14.8	17.5	1.7
Transport, storage and communication	5	5.8	0.2	5.9	6.9	0.4	5.7	6.9	0.1
Community, social and personal services	14.2	14.1	15.1	15.5	15.2	17.4	15	14.8	15.8
Others(includes electricity, gas and water, financing, insurance, real estate and business services and activities not adequately defined	1.5	1.7	0.3	1.8	2	0.2	1.9	2.2	0.1
Total	100	100	100	100	100	100	100	100	100

6.10 Access to credit

The Government of Pakistan has made significant efforts to increase urban women's access to credit through formal institutions like the First Women Bank (FWB) established in 1989. The bank is controlled; managed and run by women and caters specifically to the special banking needs of women.

It offers traditional and non-traditional credit and banking facilities. Through a special fund provided by GOP the bank offers a special low rate of mark-up and no collateral for loans up to Rs. 50,000. Approximately Rs. 30 million from the special fund of Rs. 48 million has been disbursed. However, a glance at credit figures of FWB reveals that only 16 percent of its own resources were disbursed in 1995. Such significantly low absorption of its funds can be attributed to weak institutional capacity as well as ineffective linkages with the target communities. FWB is improving its out-reach to women in rural areas through the assistance of NGOs.

Some donor agencies like CIDA, SDC, NORAD, and JICA have supported entrepreneurial training programmes for female entrepreneurs with the First Women's Bank (FWB), a non-traditional banking facility, offered by this institution, which is engaged in the disbursement of traditional credit to women. UNICEF has provided support to FWB for staff salaries. ILO is also providing assistance for skill training for increasing women's employment opportunities. Credit for micro-enterprise development is an emerging area for World Bank support. The World Bank and KfW, German banks have recently extended a credit facility of \$26 million and DM6 million respectively for the promotion of micro-enterprises particularly female entrepreneurship in Pakistan.

6.11 Women empowerment Projects

6.11.1 Pakistan decent work country programme (2005)

The GoP and ILO made a labor focused program in September 2005. The primary goal of the ILO today is to promote opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security and human dignity. Decent work sums up the aspirations of people in their working lives - for opportunity and income, for rights, voice and recognition, for family stability and personal development. The decent work is captured in four strategic objectives:

Labour Law Reform • Employment Generation through Human Resource Development specifically by way of Skill Training Expansion of Social Protection including the Informal Economy Promoting Tripartism for Social Dialogue

6.11.2. Labour reforms and Asian Development Bank's role in Pakistan

ADB has endorsed the Government's reform program and has provided an assistance of \$3.2 billion during 1999-2002 in support of the reform effort and investments for poverty reduction and economic growth. Over the last decade, the ADB's development policy in Pakistan has undergone changes in response to the country's development needs, shifting from an emphasis on infrastructure projects to a more defined focus on poverty reduction, through supporting good governance, sustainable pro-poor growth, and inclusive human and social development. On the basis of this strategy, ADB and the Government of Pakistan signed a Poverty Reduction Partnership Agreement in September 2002.

Protection of Agricultural Labour: Under the ADB-assisted Sindh Rural Development Project, approved in 2002 for \$50 million, issues of sharecroppers and bonded labor involved in the agricultural sector have been addressed.

Social Protection Strategy Development Study: A TA grant of \$350,000 has been approved in August 2003 to assist the Government in translating its policy objective of poverty reduction into effective social protection programs through identifying priority areas of intervention, with a special focus on self-sustaining protection mechanisms.

Labor Regulations and Implementation of Labor Policy: ADB is currently assisting the Government in examining the existing labor regulations with a view to effecting possible improvements in the regulations and enhancing their effectiveness for the mutual benefit of both employers and workers.

ADB-ILO Memorandum of Understanding on Compliance with Core Labour Standards: ADB and the International Labor Organization (ILO) have signed a memorandum of understanding earlier this year, whereby ADB has agreed to incorporate compliance with core labor standards in all aspects of its operations in its member countries.

Child Labor: ADB approved a technical assistance (TA) grant for \$150,000 in July 2001 for the Ministry of Labour, to support the implementation of the National Policy and Action Plan to Combat Child Labour.

6.12 Labor & Industrial Policies

- Labor policy 2002
- Labor inspection policy 2006
- Labor protection policy 2006
- Employment policy
- National policy to combat child labor

Chronic problems	Solutions to the problems
Lack of economic opportunities	Government initiated projects of microfinance, First Women Bank etc.
Income is not the same of men and women	Government should have and implement a policy of economic equality
Increased work does not lead to happiness	
Sexual harassment at workplace	Women create social distance at the work place
Limited mobility	Better transport and policing system

Practical Factors impeding change	Practical factors assisting change
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Quality of women's qualifications is low	Marginal increase in women's employment statistics
Few options and nature of jobs traditionally open and considered acceptable for women	Availability of micro-credit and other forms of credit to women
Transportation and safety concerns	Affirmative action in recruitment introduced in a few organizations
Few vocational training centers for women	Skills and capacity building initiatives by government and private sector
Nature, timing, and distance of work	Women more active in service sector in urban areas
Permission of male head of households often required	
Social condemnation of 'working women'	

Structural factors inhibiting change	Structural factors assisting change
The incidence and threat of sexual harassment and violence	Levels of education slowly increasing
Women's decision-making status in families is low	Representation of women in Parliament and in other political structures
Mobility and visibility (pardah) concerns	Constitutional guarantees against discrimination against women
Non-recognition and devaluation of women's work	Organizations addressing issues of 'working women' present
Casualization of labor and feminization of poverty	Gender mainstreaming conditionality on loans to GoP
Non-application of labor laws and standards in the informal sector	
Low asset holding and property rights	
Changes in labour laws withdrawing protection available to women	
Public/ Private divide	

7 Recommendations

Recommendations

7.1 General Recommendations

There is a need to generate a comprehensive and a well thought out strategy to overcome the educational, social and economic backwardness of women to enhance their competitiveness.

Strengthening National Capacity

- Capacity building initiatives must attend to the capacity deficiencies with regard to gender equality- both the capacity of gender equality advocacy groups effectively to voice women's priorities in public decision making , and the capacity of public institutions to respond adequately to women's needs.
- Ministries of Finance and Planning need to strengthen capacity of technical staff to carry out gender-responsive budgeting. The capacity of gender focal points in sector ministries to coordinate gender responsive budgeting with counterparts in the Ministries of Finance and Planning and the national women's machinery also needs to be strengthened.
- National women's machineries should enhance their skills to participate effectively in national planning processes, monitor implementation and promote accountability mechanisms for gender equality. Women's organizations and gender equality advocates need to strengthen understanding of national planning and budgeting processes.
- The sustainability of new capacities needs to be safeguarded through broad-based partnerships and stakeholder forums to determine policy priorities, implementation strategies and accountability mechanisms. Donor partners can play facilitating roles, enabling countries to take ownership and follow through on commitments.

These capacity demands should be seen as part of a governance practice that enables the promotion of gender equality. Even when capacities are developed, governance structures should provide the incentives to ensure that capacity translates into performance, which in turn should advance gender equality and greater development effectiveness.

7.2 Sex Disaggregated Data

In order to carry out high quality gender analysis and effective gender capacity building and project development, it is imperative to have a gender disaggregated data based on differences in social, political and economic status. Proper dissemination of such a data base to all the stakeholders is also important.

7.3 Aid Effectiveness and Gender Equality

In order to achieve the MDGs and other development goals, it is imperative that aid is used effectively and responsibly to achieve the gender equality. Aid itself is very ‘political’ in nature. There is a big difference between how various donors perceive and give importance to the gender equality component in the project development.

According to the report launched by UNIFEM (2006), to support gender equality, the aid architecture should be based on the following premises:

- adequate financing for programmes that respond to women’s needs
- accountability systems for governments and donors to track and enhance their contributions to gender equality; and
- gender-sensitive progress assessments, performance monitoring and indicators for aid effectiveness.

7.4 Dissemination of work done on Gender Equality

There is a growing need to create a Projects data base of the projects undertaken, planned and implemented by various Government organizations, NGOs and INGOs. Such a database, apart from serving as a repository of information, will also help in checking the replication of efforts.

Reports and policy papers should be translated into regional languages

7.5 Sector Wide Recommendations

7.5.1 Health

- Steps need to be taken to improve the quality and the access of the public primary health services, especially in the rural areas. Even when such facilities are available, their effectiveness is thwarted by the absenteeism of the medical staff and lack of medical supplies and equipment.
- It is important to consider women’s health needs beyond their typified roles of mother/caregiver. Attention should be paid to mental health issues of women and appropriate awareness campaigns should be launched.
- There is a need for strenuous efforts to reduce the maternal and infant mortality rates, which are highest in the region
- Due to the gender based constraints on women’s access to health services including restricted mobility and proscriptions against male-female interaction, essential maternal and child health services rely heavily on female health care providers. Thus it is important to ensure that effective measures are taken to deal with the long standing issue of female staff shortages especially in remote and under developed areas. A recent instruction from Government to post women only in districts of residence of their parents or husband is a positive step taken in this regard. Other factors which need to be kept in consideration are :

- There should be a comprehensive human resource policy with respect to the female service providers. At present there is none either at the Ministry or at the health department levels.
- There should be attractive stipend/incentive schemes to encourage girls from under developed areas to complete high school and acquire minimum qualification needed for induction into nursing, LHV and midwifery training.
- Attention should be paid to the salary scales of LHVs and midwives as at present they aren't lucrative enough to be an incentive for families to bear social costs attached with a working daughter.
- There is a need to tie up small loan schemes to newly qualified workers to encourage set up of private health centers.
- More focus is to be laid on filling existing vacant situations at the medical health centres. For example, in Sindh there are a number of vacant situations due to the long standing ban on new recruitments.
- Maternity benefits and child care facilities should be provided to women to decrease the drop out rates.
- Work place harassment remains a problem as neither the workers themselves nor the managers are equipped to handle such situations. 'Work Place Code of Justice' is still awaiting cabinet approval.
- As per a Population Council report (<http://www.dawn.com/2007/06/29/local14.htm>), majority of men oppose the use of contraceptives but agree to abortion. It is unfortunate given that Pakistan is signatory to many international conventions on women's reproductive rights. There is a need to create awareness amongst male members of the society in order to bring a meaningful change in society regarding women's productive rights.

7.5.2 Education

- Literacy rate in Pakistan is quite low, and it needs the attention of the Government and the NGO sector. It should be a high priority of development policy makers and implementation sectors in terms of financial allocation. Based on this, it is recommended that the education budget should be increased.
- The Government of Pakistan and the donor agencies should run incentive based programs in order to enhance enrolment levels and open up more technical and vocational centers especially for females. Through this research it is seen, that the biggest reason of school dropout is less number of next-stage institutions. There is a desperate need to increase such institutions and status of state-owned schools should be improved as well. The improvement could also be made in terms of quality of education by providing incentives and facilities to school teachers as well.

- Alongside, Government should concentrate on Denni Madaris as well, keeping them registered, under supervision and providing them with financial support may reduce the risk of underground / anti state activities, it may also prove to be beneficial where poverty is extreme and transportation is poor. These institutions can provide a much-needed alternative for basic education.
- Though the implementation of these policies and the filtering down of the information may take time, even generation but one could be confident that if we provide better education to our generation today, we can reap its benefits in the long term. Moreover, concentrating on development in the education sector would help catalyze development in every other sector like health, governance, human rights etc.

7.5.3 Economic Empowerment

- The first and foremost step in increasing female participation in the labour market is to improve their access to education. Education makes workers attractive to employers and this ultimately leads to female emancipation. Policies that promote female education should be stressed upon.
- Apart from providing basic education, it is imperative to provide vocational education and training that builds specific skills for which there is a demand.
 - There is a need for training women in vendible skills and making arrangements for marketing their products without the involvement of middlemen.
 - Arrangements should be made to provide training to women in areas like banking, record keeping and cash management, in addition to house keeping. There is a growing need to focus on the Strategic Gender needs of women.
 - Providing educational facilities to women will not solve the problems unless and until the problems of mobility are taken care of.
 - Programs should be designed to tackle the socio cultural practices that limit female participation in labour market.
 - Apart from setting up quotas for female workers, there is a need to encourage employers to hire females and that too from the local community.
 - There are a large number of women working from home. Government can sponsor entrepreneurship training for such women and on the macro level should set up credit schemes, marketing support and access to new technology
 - Creating a legal environment which encourages women's labour force participation
 - In order to promote investment in women human capital, it is imperative on the part of government that all official development policies are made gender sensitized, providing equal benefits and opportunities to all segments of population. Employment in civil services and public sector entities must be

strictly on merit and not on special quota basis. Allocation of five or 10 per cent seats exclusively for women is a discouraging step rather an incentive for capable hands competing for a job on merit.

- Disparity regarding wage / remuneration among men and women is also a factor dampening women to get involved in a gainful economic pursuit. This in turn is the outcome of women / girls' deprivation of desired level of general and professional education and training needed for a job. However, now increasing awareness among women for their rights and potential opportunities for their participation in economic activities, a positive trend, is visible and should be further supported by having adequate policies.

7.5.4 Agriculture/Forestry/Fisheries

- In the Agriculture sector, there is a need to improve the knowledge about how to obtain credit and agricultural information for females. The agricultural tasks are gender specific, the work of seed preparation, threshing, and fertilising falls on women. These activities receive little support from agricultural extension workers. Moreover, all the information provided to farmers, on TV and Radio, is categorically focused on and addressed to men.
- There is a dire need to improve the information and documentation system in the labour market. Despite their all out participation in farm-related rural activities, women remain obscure in statistics relating to rural active work force as they work on their own farms taking it as part of their routine household duty. These issues have to be addressed in order to gather timely information about the economic roles of women.
- Policy makers should develop policies based on a sound understanding of the prevailing gender relations and they should include women stakeholders from the early phase of agricultural initiatives, including irrigation reforms, onwards the planning process for infrastructure development of farmers' organizations. Gender analysis should be incorporated into all research, problem diagnosis, information and monitoring networks and formulation of solutions.
- Reforms are also needed in the legal system to ensure legal clarity on women's land water rights and membership for farmers' organizations. Similarly, equal participation for women should be ensured in forums or networks for collective management arrangements.
- With the commercialization of fishing, women's roles in the Fishing sector have been marginalized. Government should provide these hundreds of thousands of fisherwomen workers not only with some alternative employment opportunities and compensations but also adequate training to claim their share in this sector.
- women need to be imparted vocational skills in the areas of livestock, dairy farming, fish pond cultivation, fruits and vegetable preservation and packing etc to enable them to get self-employed by setting up their own businesses and also to provide employment to others.

- There is a need for Gender-responsive forestry policies and programs that seek sustainable forestry practices, while explicitly taking into account the opinions, needs, and interests of both men and women as incorporating gender issues into sustainable forest management helps to:
 - Promote equal access of women to land ownership and to other resources necessary for effective socio-economic participation (e.g., land, capital, technical assistance, technology, tools, equipment, markets and time).
 - Train both women and men in methods to increase their productivity through new forestry technologies, including nursery techniques, site selection, selection of species, land preparation, planting, weeding, and maintenance.
 - Train female forestry extension agents and increase their awareness to the prevailing patterns of women in the use of forest resources, including their particular needs and constraints.
 - Enhance awareness in men and women to the value of forests and sustainable forestry management.
 - Ensure support for women's craft and home-based forestry industries, through credit utilization, business management, and marketing.
 - Enhance women's participation and cooperation in community groups or forest resource management committees created for project management.

8. On-going Gender Projects

INGAD GE Specific Project Matrix											
Donor	Project Title	Objectives	Duration		Sector	Location		Project Partners		Aid Instrument	Total Project Budget (in US\$)
			Start	End		National	Province	Implementing Partner	Recipient Partner		
Asian Development Bank (ADB)											
	Malakand Rural Area Development Project	Infrastructure Development	23-Apr-99	31-Dec-07	Agriculture/Rural Development		NWFP	GoNWFP Dept. of Planning and Development	Loan		62,900,000
	NWFP Barani Area Development Project	Institutional Strengthening	14-Jun-01	31-Dec-08	Agriculture/Rural Development		NWFP	GoNWFP Dept. of Planning and Development	Loan		99,000,000
	DG Khan Rural Development project	Infrastructure Development+Institutional Strengthening	16-Oct-97	31-May-07	Agriculture/Rural Development		Punjab	GoPunjab Dept. of Planning and Development	Loan		52,200,000
	Restructuring of Technical Education and Vocational Training System project	Institutional Strengthening	23-Aug-05	30-Apr-11	Education		Balochistan	GoBaluchistan Dept. of Planning and Development	Loan		22,900,000
	Micro-Finance Sector Development Project	Capacity Building+Institutional Strengthening	2-Sep-01	30-Jun-07	Livelihoods /Income Generation	Countrywide		Ministry of Finance	Loan		150,000,000
	Gender and Governance Mainstreaming	Institutional Strengthening	18-Aug-05	30-Jun-07	Governance/Democracy	Countrywide		Ministry of Finance	Loan		7,000,000
	Punjab Devolved Social Services Program	Capacity Building+Institutional Strengthening	27-Oct-05	31-Mar-08	Social Services		Punjab	Planning and Development Division	Loan		150,000,000

	Sindh Devolved Social Services Program	Capacity Building+Institutional Strengthening	14-Apr-04	31-Mar-07	Social Services		Sindh	Ministry of Finance		Loan	219,160,000
	Women Health Project	Capacity Building+Institutional Strengthening	23-Jun-00	31-Dec-06	Health	Countrywide		Ministry of Health		Loan	75,000,000
	Reproductive Health Project	Capacity Building+Policy/Advocacy	24-Feb-04	30-Jun-06	Reproductive Health/Population Welfare	Countrywide		Ministry of Health		Loan	45,000,000
	Immediate Support to Poor and Vulnerable Households in 2005 Earthquake	Infrastructure Development	3-May-07	30-Aug-08	Earthquake Relief & Rehabilitation/Emergencies		NWFP/AJK	FAO		Grant	4,905,000
Australian Agency for International Development (AUSAID)											
	Primary Girls' Education Project Balochistan	Service Delivery	20-Jun-03	19-Jun-06	Education		Balochistan	UNICEF	GoBalochistan	Grant	2,551,429
	UNICEF Girls' Primary Education Project - Bridging Phase	Service Delivery	2-May-07	30-Jun-08	Education		Balochistan	Fred Hollows Foundation		Grant	742,391
	Increasing Access of Girls to Primary Education in Balochistan	Service Delivery	20-Jun-03	30-Jun-06	Education		Balochistan	UNICEF		Grant	2,368,935
	Assistance for child, maternal and neonatal health care	Service Delivery	7-Dec-05	31-Dec-08	Earthquake Relief & Rehabilitation/Emergencies		NWFP	UNICEF		Grant	740,740

Canadian International Development Agency (CIDA)											
	Women's Employment Concerns and Working Conditions (WEC)	Capacity Building+Institutional Strengthening	27-Apr-05	31-Dec-08	Trade/Economic Empowerment	Countrywide		ILO		Grant	2,613,013
	Support to Implementation of Gender Reform Action Plan (SIGRAP)	Institutional Strengthening	21-Mar-05	31/05/09	Governance/Democracy	Countrywide		ADB		Grant	3,919,519
	Women's Participation in Local Government Elections (WPLGE)	Capacity Building+Policy/Advocacy	13-Jan-05	28-Feb-07	Governance/Democracy	Countrywide		Aurat Foundation		Grant	2,090,410
	Systems Oriented Health Investment program (SOHIP)	Institutional Strengthening	24-Jan-05	30-Apr-10	Health		Punjab	Agriteam Canada		Grant	10,452,051
	Program for Advancement of Gender Equality (PAGE)	Capacity Building+Policy/Advocacy	8-Jan-02	31-Mar-09	Gender	Countrywide		64 CSOs		Grant	9,105,120
	Program for Advancement of Gender Equality (PAGE) 2	Capacity Building+Policy/Advocacy	1-Apr-08	30-Mar-12	Gender	Countrywide		64 CSOs		Grant	80,934
	Communication for Effective Social Service Delivery (CESSD)	Institutional Strengthening+Policy/Advocacy	26-Mar-99	28-Feb-08	Governance/Democracy		NWFP	Cowater International Canada		Grant	6,706,733
	Primary Education Support Program	Capacity Building	28-Aug-06	21-Aug-11	Education		NWFP, Balochistan	UNICEF		Grant	15,678,077

	(PESP)										
	Women's Networks for Economic Empowerment. Capacity Building and Women Focussed Value Chain Development	Capacity Building	12-Jun-07	31-Mar-12	Trade/Economic Empowerment	Countrywide		MEDA		Grant	6,079,241
	Gender Equality Technical Assistance to the GoP Earthquake Reconstruction and Rehabilitation Authority (ERRA)	Service Delivery	26-May-06	25-May-08	Earthquake Relief & Rehabilitation/Emergencies	NWFP/AJK	ERRA			Grant	496,507
	Support to Primary Education	Service Delivery	15-Nov-07	30-Apr-12	Education		NWFP/AJK	Save the Children Canada		Grant	2,187,956
	Sustainable Livelihood Reconstruction	Service Delivery	22-Jan-08	30-Jan-12	Livelihoods/Income Generation		NWFP	CHF International		Grant	2,196,258
	Oxfam Earthquake Reconstruction Program	Service Delivery	22-Nov-07	30-Apr-11	Earthquake Relief & Rehabilitation/Emergencies		AJK	Oxfam Canada		Grant	2,147,230
Department for International Development (DFID)											
	Kashf Foundation Phase 3	Service Delivery	1-Jan-06	31-Dec-09	Livelihoods/Income Generation		Punjab	Kashf Foundation		Grant	17,500,000
	Support to Gender Support Program	N/A	19-Dec-06	30-Nov-11	Gender	Countrywide		UNDP		Grant	12,000,000

	Gender in education Policy Support Program	N/A	1-Jan-07	1-Jan-11	Education	Countrywide		UNICEF		Grant	6,114,605
	Improving Maternal and Newborn Health through Strengthening Health Systems in Pakistan	Institutional Strengthening	31-Oct-06	28-Sep-07	Health	Countrywide		Ministry of Health		Grant	158,979,734
European Commission (EC)											
	Institutional Strengthening for Combatting Extreme Forms of Domestic Violence Against Women (burning)	Institutional Strengthening	1-Feb-06	31-Jul-07	Human Rights/Justice	NWFP, Punjab, AJK		Family Planning Association of Pakistan		Grant	89,230
	Supporting Democratization through Awareness Raising and Campaigning for Women's Political rights	Policy/Advocacy	1-Mar-06	1-Aug-07	Governance/Democracy	NWFP, Punjab		SABAWON		Grant	115,240
	Women Access to Justice	Capacity Building+Policy/Advocacy	1-Mar-06	31-Aug-07	Human Rights/Justice	Punjab		Citizens Commission for Human Development		Grant	116,063
	Female Councillors Political Training and Integrated Life Skill Project - Extended Programme	Capacity Building	1-May-06	31-Oct-07	Governance/Democracy	NWFP, Punjab		BEFARe		Grant	135,774

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	Improving Women's Access to Justice at Local Level	Institutional Strengthening+ Policy/Advocacy	1-Apr-05	30-Sep-06	Human Rights/Justice	Punjab	Consumers Rights Commission of Pakistan	Grant	112,006
	Legal Aid for Widows	Service Delivery	1-Apr-05	30-Sep-06	Human Rights/Justice	Punjab	Islamic Relief	Grant	168,974
	Creation of Social Deterrence to Prevent Extreme Forms of Violence Against Women	Capacity Building+Policy/ Advocacy	1-Mar-06	31-Aug-07	Human Rights/Justice	Punjab	Bedarie	Grant	129,849
	Ending Discrimination and Violence Against Women (VAW) in Pakistan	Policy/Advocacy	22-May-04	22-Aug-07	Human Rights/Justice	Countrywide	Oxfam	Grant	1,142,143
	IMTIZAJ	Institutional Strengthening	1-Apr-06	1-Apr-09	Governance/Democracy	Countrywide	Groupe Development France	Grant	2,888,044
	Women's Reproductive Health care project Khanpur	Service Delivery	1-Apr-05	1-Apr-08	Reproductive Health/Population Welfare	Punjab	UNFPA	Grant	1,996,074
	Safe Motherhood Applied Research and Training project	Capacity Building+Policy/ Advocacy	1-Nov-02	31-Oct-06	Health	Punjab	Population Council	Grant	2,238,791
	Crisis Centre for the Protection of Women and Children at Risk of Violence	Service Delivery	1-Jan-07	31-Dec-09	Social Services	NWFP	Dost Welfare Foundation	Grant	138,021
	NGO net Against Violence	Policy/Advocacy	1-Mar-07	28-Feb-09	Human Rights/Justice	NWFP	Khendo Kor	Grant	119,219

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	Rehabilitation Program for Victims of Torture in Pakistan	Policy/Advocacy	1-Feb-07	31-Jan-10	Social Services	NWFP, Punjab, ICT	Struggle for Change	Grant	272,989
	Capacity Building and Social Rehabilitation of Victims of Torture in Pakistan	Capacity Building+Policy/Advocacy	1-Feb-07	31-Jul-09	Social Services	NWFP	European Perspective	Grant	886,015
	Women India Pakistan Europe Network (WIPENET)	Policy/Advocacy	30-Jan-07	30-Apr-08	Trade/Economic Empowerment	Countrywide	Sviluppo Italia Innovation Center	Grant	489,013
	Improving Reproductive Health and Rights in extreme Needs, Kohat	Service Delivery	1-May-03	1-May-07	Reproductive Health/Population Welfare	NWFP	Interact Worldwide	Grant	1,167,320
	Improving Reproductive Health and Rights of Marginalized and Underserved Communities, Dera Ghazi Khan	Service Delivery	1-Apr-06	1-Apr-10	Reproductive Health/Population Welfare	Punjab	Interact Worldwide	Grant	1,167,320
	Improvement of Maternal and Reproductive Health among Women of Low Income Women in Pakistan through Partnership with Government	Capacity Building+Service Delivery	1-Apr-06	1-Apr-10	Reproductive Health/Population Welfare	Sindh, Balochistan	Marie Stopes International	Grant	1,167,320

	and Communities									
	Increased Accessibility to and Utilization of Affordable, High Quality Sexual and Reproductive Health and Information	Capacity Building+Service Delivery	11-Dec-04	11-Dec-08	Reproductive Health/Population Welfare		NWFP, Balochistan	Marie Stopes International	Grant	1,088,447
	Building up Rights Based Approaches to HIV/AIDS in Pakistan	Policy/Advocacy	1-Jan-04	31-12-07	HIV/AIDS	Countrywide		Interact Worldwide	Grant	5,205,618
	Sexually Transmitted Diseases and Malaria Prevention in Partnership with Government	Capacity Building+Service Delivery	12-Aug-06	12-Aug-09	Health		NWFP	Interanation Rescue Committee (UK)	Grant	4,574,634
	Increasing TB Case Detection and Treatment in Balochistan and Sindh	Capacity Building	6-Jan-05	6-Jan-08	Health		Sindh, Balochistan	Mercy Corps International	Grant	4,038,298
Germany Government										
	Social Marketing 1	Service Delivery	10-Jun-96	30-Jun-05	Reproductive Health/Population Welfare	Countrywide		Ministry of Population Welfare	Grant	1,836,537

	Social Marketing 1	Service Delivery	15-Jun-98	29-Dec-06	Reproductive Health/Population Welfare	Countrywide		Ministry of Population Welfare	Grant	4,897,432
	Reproductive Health Project	Service Delivery	29-Sep-06	31-Dec-10	Reproductive Health/Population Welfare	NWFP		Ministry of Population Welfare	Grant	7,346,148
Japan Government										
	Balochistan Middle Level education Project	Infrastructure Development	25-Nov-97	25-Nov-07	Education		Balochistan	Balochistan Planning and Development Department	Loan	20,710,820
	Expansion of Bakhtawar Model School, District Larkana	Infrastructure Development	29-Jun-07	NA	Education		Sindh	NA	Grant	63,564
Norway Government										
	Gender Support programme	Institutional Strengthening	10-Nov-05	31-Dec-08	Gender	Countrywide		UNDP	Grant	3,918,925
	Improved Primary Education especially for Girls	Institutional Strengthening	1-Jan-03	31-Dec-08	Education		Punjab, ICT	UNICEF	Grant	4,741,894
	Gender Equality and Women and Girls' Empowerment in Emergencies	Policy/Advocacy	1-Jul-07	31-Dec-08	Earthquake Relief & Rehabilitation/Emergencies		ICT	UNICEF	Grant	104,000
Swiss Development Cooperation (SDC)										
	Gender Responsive Budgeting Initiative	Capacity Building+Institutional Strengthening	1-May-05	31-Oct-07	Governance/Democracy		ICT, Punjab	UNDP	Grant	627,200
	Gender Support programme	Institutional Strengthening	15-Dec-05	14-Dec-08	Gender	Countrywide		UNDP	Grant	800,000
	Women Law and Status Program	Policy/Advocacy	1-Jun-02	31-Dec-07	Human Rights/Justice	Countrywide		Shirkatgah	Grant	642,000

	Non-Formal education Program	Service Delivery	1-Oct-03	30-Sep-06	Education		NWFP	NA		Grant	1,143,077
	Baltistan Enterprise Development and Arts Revival - Phase 1	Capacity Building+Institutional Strengthening	1-Jul-03	06/31/07	Livelihoods/Income Generation		FANA	Baltistan Cultural Foundation		Grant	1,381,493
	Baltistan Enterprise Development and Arts Revival - Phase 2	Capacity Building+Institutional Strengthening	1-Jul-07	06/30/08	Livelihoods/Income Generation		FANA	Baltistan Cultural Foundation		Grant	373,376
	Karakorum Handicrafts Development program	Policy/Advocacy	1-Mar-96	30-Jun-06	Livelihoods/Income Generation		FANA	KADO		Grant	3,038,462
	Gender Based Governance	Capacity Building+Institutional Strengthening	1-Feb-08	31-Dec-10	Governance/Democracy	Countrywide		UNDP		Grant	3,665,869
	Farm Forestry Support Project - Phase 2	Capacity Building+Institutional Strengthening	1-Jan-02	31-Dec-04	Agriculture/Rural Development		NWFP/FATA	Intercooperation	Sungi/SRSP/KRSP	Grant	3,375,734
	Farm Forestry Support Project - Phase 3	Capacity Building+Institutional Strengthening	1-Jan-05	1-Dec-08	Agriculture/Rural Development		NWFP	Intercooperation		Grant	2,981,573
	Strengthening Democratic Governance in Pakistan	Capacity Building+Institutional Strengthening	1-Apr-06	31-Mar-09	Governance/Democracy	Countrywide		SAP-PK		Grant	2,893,592
	Integrated Natural Resource Management - Phase 1	Capacity Building+Institutional Strengthening	1-Jan-06	31-Dec-08	NRM		NWFP	Intercooperation		Grant	1,831,080
	Women's Empowerment and Social Justice Program	Policy/Advocacy	1-Jan-08	31-Dec-10	Human Rights/Justice	Countrywide		Shirkatgah		Grant	2,248,400

	Karakorum Area Development Organization - Phase 3	Institutional Strengthening	1-Apr-00	1-Mar-05	Livelihoods/Income Generation	FANA	KADO		Grant	2,045,899
	Karakorum Area Development Organization - Phase 4	Institutional Strengthening	1-Jan-05	31-Dec-05	Livelihoods/Income Generation	FANA	KADO		Grant	485,901
	Karakorum Area Development Organization - Phase 5	Institutional Strengthening	1-Jan-06	31-Dec-08	Livelihoods/Income Generation	FANA	KADO		Grant	566,988
	Leasing to Micro and Small Scale Enterprises - Phase 3	Institutional Strengthening	1-Oct-03	30-Sep-07	Livelihoods/Income Generation	NWFP	Al-Zamin/Creslease		Grant	3,094,423
	Livelihoods Program - Phase 1	Capacity Building	1-Jan-08	31-Dec-10	NRM		NWFP	Intercooperation	Grant	8,154,956
	Shubinak AKRSP Chitral Program - Phase 2	Capacity Building	1-Jul-02	1-Jun-05	Livelihoods/Income Generation	NWFP	AKRSP		Grant	409,179
	Shubinak AKRSP Chitral Program - Phase 3	Capacity Building	1-Jan-06	31-Dec-07	Livelihoods/Income Generation	NWFP	AKRSP		Grant	358,052
	Shirkatgah Women Law and Status Program - Phase 1	Capacity Building+Policy/Advocacy	1-Jun-02	31-Dec-04	Human Rights/Justice	Countrywide		Shirkatgah	Grant	291,540
	Shirkatgah Women Law and Status Program - Phase 2	Capacity Building+Policy/Advocacy	1-May-05	31-Dec-07	Human Rights/Justice	Countrywide		Shirkatgah	Grant	693,560
	Penal Reforms Program - Phase 1	Policy/Advocacy	1-Sep-00	31-Aug-02	Human Rights/Justice	Countrywide		Aurat Foundation/SPARC	Grant	348,849

	Penal Reforms Program - Phase 2	Policy/Advocacy	1-Sep-02	30-Sep-05	Human Rights/Justice	Countrywide		Aurat Foundation/SPARC	Grant	756,982
UNAIDS										
	Establishment of Women's Forum on HIV and AIDS in Pakistan	Policy/Advocacy	1-Jan-07	31-Dec-07	HIV/AIDS	Countrywide		N/A	Grant	9,000
United Nations Educational, Scientific and Cultural Organization (UNESCO)										
	EFA Program (Regular program)	Capacity Building+Institutional Strengthening	1-Jan-06	31-Dec-07	Education	Countrywide		Ministry of Education	Grant	915,050
	Empowering Adolescents for Social Transformation	Capacity Building+Policy/Advocacy	1-Jan-06	31-Dec-08	Education		Balochistan	NA	Grant	46,500
	ICT for Literacy	Capacity Building	1-Feb-06	31-Dec-07	Education	Countrywide		NA	Grant	222,000
	Communication for Development (Regular Program)	Policy/Advocacy	1-Feb-06	31-Dec-07	Media/Culture	Countrywide		Government	Grant	61,146
	UNESCO Regular Budget Programs	Capacity Building+Institutional Strengthening	1-Jan-08	21-Dec-09	Education	Countrywide		Government	Grant	910,100
United Nations Development Programme (UNDP)										
	Gender Justice through Musalihat Anjuman	Capacity Building+Institutional Strengthening	22-Dec-04	22-Dec-11	Governance/Democracy	Countrywide		Ministry of Local Government and Rural Development	Grant	7,440,000

	Women's Access to Capital and Technology	Capacity Building+Service Delivery	1-Jul-06	31-Dec-07	Livelihoods/Income Generation	Countrywide		NA		Grant	218,000
	Institutional Strengthening of National Commission on Status of Women	Institutional Strengthening	15-Jun-04	15-Dec-06	Governance/Democracy	ICT		Ministry of Women Development		Grant	510,000
	Women' Political School	Capacity Building	21-Jul-04	31-Dec-07	Governance/Democracy	Countrywide		Ministry of Women Development		Grant	4,450,000
	National and International Commitments on Gender and Poverty Issues	Capacity Building+Institutional Strengthening	21-Jul-05	31-Jul-08	Poverty Reduction	Countrywide		Ministry of Women Development		Grant	281,808
	Gender Mainstreaming in P&D Division	Institutional Strengthening+Policy/Advocacy	1-Dec-04	30-Dec-07	Governance/Democracy	Countrywide		Ministry of Planning and Development		Grant	4,519,256
	Gender Equality Umbrella Project	M&E Assistance	31-Jan-00	30-Jan-04	Gender	Countrywide		Ministry of Women Development		Grant	6,661,095
	Gender Promotion in Garments Industry through Skill Development	Capacity Building	25-Aug-06	24-Aug-11	Trade/Economic Empowerment	Sindh, Punjab		Pakistan Readymade garment manufacturer's and Exporter's association		Grant	11,650,000
	Community Empowerment through Livestock Development and Credit	Service Delivery	1-Sep-06	30-Sep-09	Agriculture/Rural Development	Sindh, Punjab		Nestle Pakistan		Grant	6,070,000
	Gender Justices and Protection	Institutional Strengthening	1-Mar-07	1-Dec-11	Human Rights/Justice	Countrywide		CSOs		Grant	2,000,000
United Nations Fund for Population Activities (UNFPA)											

	Women's Reproductive Healthcare project Khanpur	Service Delivery	1-Apr-05	1-Apr-08	Reproductive Health/Population Welfare		Punjab	CSO		Grant	1,996,074
	Prevention and Treatment of Obstetric Fistula in Pakistan	Service Delivery	27-Oct-05	31-Dec-08	Reproductive Health/Population Welfare		Punjab	CSO	Ministry of Health	Grant	870,000
	Improved Multi-sectoral Approach at Policy Level	Policy/Advocacy	1-Jan-07	31-Dec-08	Health	Countrywide		Ministry of Health		Grant	716,806
United Nations Office on Drugs and Crime (UNODC)											
	Counseling and Treatment of Women with Substance Abuse Problems	Capacity Building	1-Jul-07	1-Dec-08	Health		Punjab, Sindh	CSO		Grant	270,000
	Drug Dependency Treatment and HIV/AIDS Awareness in Four Prisons in Pakistan	Service Delivery	1-Apr-07	1-Mar-10	HIV/AIDS	Country-wide		Ministry of Narcotics Control		Grant	497,000
	HIV/AIDS Prevention, Treatment and Care for Female injecting drug users and female prisoners in Pakistan	Service Delivery	8-Dec-08	1-May-10	HIV/AIDS		Punjab, Sindh	Ministry of Narcotics Control/National AIDS Control Program		Grant	1,167,900
United Nations Fund for Women (UNIFEM)											

	National Policy on Home-based Workers	Policy/Advocacy	1-Aug-07	1-Nov-07	Trade/Economic Empowerment		ICT	Sungi Development Foundation	Grant	100,000
	Gender Reconstruction and Rehabilitation Network	Policy/Advocacy	N/A	N/A	Earthquake Relief & Rehabilitation/Emergencies		ICT	ERRA/RSPN	Grant	60,000
	Scan Pertaining to HIV/AIDS In Lahore and Islamabad	Policy/Advocacy	15-Jul-07	15-Jan-08	HIV/AIDS		Punjab, Sindh	CSO		80,000
	CEDAW Working Group	Policy/Advocacy	1-Sep-07	30-Aug-11	Gender		ICT	MoWD		300,000
	Support to the Planning Commission	Policy/Advocacy	1-Jan-08	1-Jun-09	Gender		ICT	Planning Commission	Grant	478,000
	Support to SAARC Gender Database and Census	Capacity Building+Policy/Advocacy	1-Jan-08	1-Jun-09	Gender		ICT	SAARC Secretariat	Grant	150,000
United Nations Childrens Fund (UNICEF)										
	Maternal and Child Healthcare	Capacity Building+Service Delivery	1-Jan-04	31-Dec-08	Reproductive Health/Population Welfare	Countrywide		Department of Health	Grant	168,892,000
	Planning, Monitoring and Evaluation	Capacity Building+Policy/Advocacy	1-Jan-04	31-Dec-08	N/A	Countrywide		Ministry of Planning and Development	Grant	11,631,000
	Primary Education (Regular)	Capacity Building+Service Delivery	1-Jan-04	31-Dec-08	Education	Countrywide		Department of Education	Grant	76,864,000
	Water and Environmental Sanitation	Capacity Building+Service Delivery	1-Jan-04	31-Dec-08	Environment	Countrywide		Ministry of Environment	Grant	65,389,000

	Child Adolescent Protection Programme	Capacity Building+Service Delivery	10-Aug-05	31-Dec-08	Child Rights/Protection	Countrywide		Ministries of Social Welfare and Special Education, Information, Education and Interior	Grant	25,394,000
United States Agency for International Development (USAID)										
	Improved Reproductive Health and Family Planning Services	Capacity Building+Institutional Strengthening	1-Nov-03	31-Dec-07	Reproductive Health/Population Welfare	Countrywide		The Futures Group International	Grant	20,018,905
	Improved Reproductive Health and Family Planning Services	Capacity Building+Institutional Strengthening	1-Nov-03	31-Dec-08	Reproductive Health/Population Welfare	Countrywide		Greenstar Social Marketing	Grant	19,534,698
	MNH at DHQ/THQ Hospitals	Service Delivery	8-Oct-04	30-Sep-09	Reproductive Health/Population Welfare	Countrywide		John Snow International	Grant	49,943,858
	Demographic Health Survey	Policy/Advocacy	11-Aug-05	30-Nov-07	Health	Countrywide		MEASURE	Grant	2,374,985
World Food Programme (WFP)										
	Assistance to Girls' Primary Education	Service Delivery	1-Jan-04	31-Dec-08	Education	Countrywide		GoP Tawana Pakistan Programme	Grant	52,146,250
	Promoting Safe Motherhood	Service Delivery	1-Jan-04	31-Dec-08	Reproductive Health/Population Welfare	Countrywide		GoP	Grant	9,627,000
	Creating Assets for Rural Women	Service Delivery	1-Jan-04	31-Dec-08	Livelihoods/Income Generation	Countrywide		CSOs	Grant	6,918,000

World Health Organization (WHO)											
	Gender and Health Programme	Capacity Building	1-Jan-08	31-Dec-09	Health	Countrywide		WHO		Grant	50,000
World Bank											
	PPAF II	Service Delivery	4-Dec-03	30-Jun-10	Livelihoods /Income Generation	Countrywide		Pakistan Poverty Alleviation Fund		Loan	368,000,000
	PPAF Fund II - Supp Social Mobilization	Service Delivery	11-Oct-07	N/A	Livelihoods /Income Generation	Countrywide		Pakistan Poverty Alleviation Fund		Loan	75,000,000
	Balochistan Education Support Project	Institutional Strengthening	22-Jun-06	31-Jan-11	Education		Balochistan	Balochistan Education Foundation		Loan	22,000,000
	Lady Health Workers - Third Party Evaluation	M&E Assistance	3-Sep-07	06/31/09	Health	Countrywide		National Program for Family Planning and Primary Health		Loan	1,040,000
	Punjab Educational Development policy Credit IV	Institutional Strengthening	7-Jun-07	31-Dec-07	Education		Punjab	Punjab Department of Education		Loan	100,000,000
	Sindh Education Development Policy Credit	Institutional Strengthening	7-Jun-07	31-Dec-07	Education		Sindh	Sindh Department of Planning and Development		Loan	100,000,000
	PRSC II	Institutional Strengthening	23-May-07	31-Mar-08	Poverty Reduction	Countrywide		Ministry of Finance		Loan	350,000,000

9. Gender Information Sources

9-1 List of Organizations/individuals related to Gender

Name of Organization	Contact Person (Area of specialization)	Designation	Date of interview	Contact Address Tele &E-Mail
Government Organization				
Ministry of Education	Habib-ur-Rehman	Deputy Education Advisor	03-06-08	Ministry of Education Policy and Planning Wing 051-9261396 habibd614@yahoo.com
Ministry of Education	Mirza Tauhi-ur-din Ahmed	Project Manager	19 th May 2008	Planning Wind 051-9260774
Ministry of Women Development	Mehmood Saleem Mehmood	Secretary		Ministry Of Women Development, Islamabad
Planning Commission	Suhail Safdar	Secretary		Planning Commission
PIMS	Nafees Fatima	Joint Executive Director		PIMS
National Party	Abdul Wahid Baloch	Central Coordination Secretary	20-05-08	National Party, Quetta
International Organization				
Lead Pakistan	Hyder Shar	Research Officer	26-05-08	051-2651511 hshar@lead.org.pk
UNIFEM	Aisha Mukhtar	Programme Officer	26-05-08	0300-8554394 aisha.mukhtar@unifem.org
UNIFEM	Alice H. Shackelford	Director		UNIFEM, Islamabad
USAID, PLSP, Karachi	Huma Ikram Ullah			0334 338 9949
NGOs				
Development in Literacy (DIL)	Rahedeem. S. Ali	Programe Coordinator	28-05-08	051-2215904 officepk@dil.org
Islamabad Policy Research Institute (IPRI)	Khalid Hussain	Research Officer	29-05-08	0333-5531848 letme_checkit@yahoo.com
KASHF Foundation	Hafsa Sajjad	Assistant Manager	04-06-08	042-5847812 Hafsa.sajjad@kashf.org
Islamabad Policy Institute (IPS)	A.D. Makin	Research Coordinator (Education)	04-06-08	051-2650971-3 admakin@hotmail.com
Society for the Advancement of Education (SAHE)	Dr.Fareeha Zafar	Director	10-06-08	042-5868115 fareehazaf@gmail.com
RSPN	Shandana Khan	Director		
TWWA	Nusrat Zaman	Social Organiser	6-06-08	TWWA, Peshawar
SABAWON	Saira Jabeen	Assistant Coordinator	-do-	SABAWON, Peshawar
Aurat Foundation	Saima Muneer	Organiser	-do-	Aurat Foundation, Peshawar
Dost Foundation	Dr. Nighat	Social Organiser	-do-	Dost Foundation, Peshawar
NET	Zubaida Noor	Chairperson	-do-	NET, Peshawar

Name of Organization	Contact Person (Area of specialization)	Designation	Date of interview	Contact Address Tele &E-Mail
AHAN	Farooq Ahmed Magsi	Assistant Manager	20-05-08	AHAN, Quetta
SANJOG	Project Manager	Saima Gul	-do-	SANJOG, Quetta
SEHER	HR officer	Anila Younis	-do-	SEHER, Quetta
SPO	Coordinator	Faisal Baloch	-do-	SPO, Quetta
Mehargarh Academy of Social Sciences	Mohsin Aman	Social Organiser	-do-	Mehergarh Academy of Social Sciences, Quetta.
Pakistan Institute of Labour Education and Research (PILER)	Fareeha Sultan	Research Associate	02-06-08	021-6351145-7 piller@cyber.net.pk
Shirkat Gah	Khawar Mumtaz	Advisor	04-06-08	042-5836554 khawar@sgah.org.pk
CNBC (TV Channel)	Ahmed Mukhtar	Anchor of womens' rights talk shows (Media Person)	27-05-08	051-111-262275 ahmed.mukhtar@cncbpakistan.com
Heart File	Sania Nishtar	Executive Director		Heart File, Islamabad
Indus Resource Centre, Karachi	Sadiqa Salahuddin			Salahuddin_sadiqa@yahoo.com
WWF-P Karachi	Jamal Mustafa Shoro			shoro@live.com
Pakistan Fisher Folk Forum	Khadim Sindhi			khadimsindhi@gmail.com
Labour Education Foundation, Karachi	Nasir Mansoor			nasirazz@yahoo.com
PILER, Karachi	A Ercelan			
Action Aid, Karachi	Hina shahid			0300 237 7472
SAARC, Karachi	Sadia Baloch			0345 2217196
PFF, Karachi	Zulekh			0344 20 94501
LEF, Lahore	Jalvat Ali	Coordinator	16-05-08	
SPO, Lahore	Salman Abid	Regional Director, SPO	Do	
Academia/Civil Society/Media				
	Dr. Zubair Khan	Ex. Finance Minister	07-05-08	
Government College University, Lahore	Mehreen Shahid	Clinical Psychologist and RA	16-05-08	meshahid@gmail.com
GCU, Lahore	Aqeel Victor	RA	-do-	
National College of Arts, Lahore	Dr. Ayesha Pamela Rogers	Academic Coordinator NCA	-do-	
Sustainable Development Study Centre, GCU, Lahore	Amin U khan	Director SDSC	-do-	
GCU	Dr. Nuzrat Yar Khan	HEC Professor	-do-	
Mast FM 103 (BBC)	Amir Sohail		-do-	
Free lance	Moazam Bhatti		Do	

Name of Organization	Contact Person (Area of specialization)	Designation	Date of interview	Contact Address Tele &E-Mail
Journalist				

9-2 List of Reports/References related to Gender

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Capacity Building and Training of School Management Committees	Shahrukh Rafi Khan and Fareeha Zafar	1999	Sustainable Development Policy Institute, Islamabad
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Universal Basic Education in Pakistan: A Commentary on Strategy and Results of a Survey	Haris Gazdar	1999	Sustainable Development Policy Institute, Islamabad
Willingness to Pay for Primary Education in Rural Pakistan	Najam us Saqib	2004	The Pakistan Development Review
Does Education Abroad Help to Alleviate Poverty at Home? An Assessment	Christopher Colclough	2005	The Pakistan Development Review
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The Determinants of Students Achievement in Government and Private Schools in Pakistan	Monazza Aslam	2003	The Pakistan Development Review
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Returns to Education between the Self-employed and Employment Sector:Evidence from Malaysia	A. Idrus S. Cameron	2000	The Pakistan Development Review
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An Analytical Review of Pakistan's Educational Policies and Plans	Muhammad Ahsan	2003	Routledge Taylor and Francis Group
Why Does Policy Fail? Understanding the Problems of Policy Implementation in Pakistan—A Neuro Cognitive Perspective	Sajid Ali	2006	Agha Khan University Institute for Educational Development, Pakistan
Rural girls in Pakistan: Constraints of Policy and Culture, in Exclusion, Gender and Education: Case studies from the developing world	Cynthia Lloyd, Cem Mete and Monica Grant,	2007.	Center for Global Development
Students Today Teachers Tomorrow?, Working Paper 2008 – 0074	Khawaja, Asim, Tahir Andrabi & Jishnu Das,	Harvard University, 2007	Weatherhead Center for International Affairs,
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Definitions

Literacy Rate: “ Literacy is the acquisition of basic skills of reading, writing and numeracy”. **GER:** “ GER is the number of children enrolled in government schools (any stage) divided by the number of children of that school age stage”.

NER: “ NER is the number of children (Age 5-9 years) enrolled in any stage divided by the number of children aged 5-9 years”.

Transition Rate: The number of Pupils admitted to the first grade of a higher level of education in a given year expressed as a percentage of the number of pupils enrolled in the final grade of the lower level of education in the preceding year, the number of repeaters will be subtracted from it, if available”