

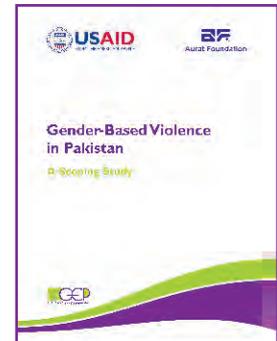
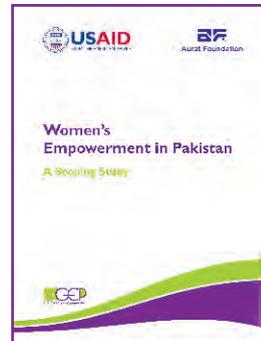
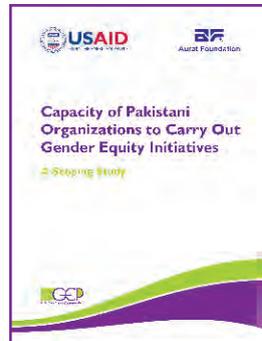
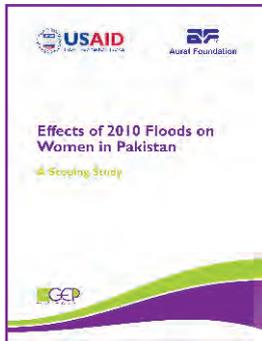


USAID
FROM THE AMERICAN PEOPLE



Aurat Foundation

Mainstreaming Research in Gender Interventions



January 2011

This booklet was produced to share the key findings of scoping studies, carried out by Ms. Rubina Saigol, Ms. Nazish Brohi, Ms. Rakhshinda Perveen and Mr. Rafiq Jaffer under the Gender Equity Program of Aurat Foundation and with the financial support of United States Agency for International Development (USAID)

Copy Rights© Aurat Publication and Information Services Foundation

Mainstreaming Research in Gender Interventions

**Summaries of Scoping Studies
Based on Findings, Gaps and
Recommendations**

This publication is made possible by the support of American people through the United States Agency for International Development (USAID). The contents are the sole responsibility of the author and do not necessarily reflect the views of Aurat Foundation / USAID or United States Government.

Preface

The Gender Equity Program (GEP) forms a substantive part of Aurat Foundation's long-term commitment and action to serving the cause of women's empowerment and advancement in Pakistan. GEP is a five-year USAID-supported grant-making program which aims to close the gender gap in Pakistan by facilitating behavioral change, enabling women to access information, resources and institutions, acquire control over their lives and improve societal attitudes towards women and their issues. It is being implemented with the collaboration of Asia Foundation.

The objectives of GEP are:

- Enhancing gender equity by expanding women's access to justice and women's human rights
- Increasing women's empowerment by expanding knowledge of their rights and opportunities to exercise their rights in the workplace, community, and home
- Combating gender-based violence
- Strengthening the capacity of Pakistani organizations that advocate for gender equity, women's empowerment and the elimination of gender-based violence

GEP's program matrix puts together the aims, requirements, activities and actions of each of the four objectives into a systematic grid that lists all the required outputs, the interventions for each output and the program targets for each intervention. The grants are designed to meet these agreed and approved interventions and outputs.

In the first year GEP's research initiatives include initial scoping desk studies to identify current status of knowledge and actions under each objective area and post-floods scenario, plus gaps that need to be addressed. These are:

1. Effects of the 2010 Floods on Women in Pakistan
2. Gender Based Violence in Pakistan
3. Women's Empowerment in Pakistan
4. Capacity of Pakistani Organizations to Carry Out Gender Equity Initiatives
5. Gender Equity - Justice and Governance in Pakistan

Other studies in the first year of GEP include a comprehensive primary data baseline representative nationally and for each province, and several primary data based GBV studies covering sensitive areas, are underway. In-depth studies covering key government institutions to

derive both policy and practical guidelines for further work under GEP are also being carried out.

This scoping study on Capacity of Pakistani Organizations to Carry out Gender Equity Initiatives has formed the first step in helping GEP define the gaps and capacity building needs of organizations addressing gender equity and women's empowerment in Pakistan and to determine which capacity building needs remain unmet.

The study identifies institutions offering capacity building trainings and programs, maps out major efforts already underway with respect to capacity building, and develops a typology of capacity building for gender equity. Finally it presents a way forward, making recommendations at the policy and national level to improve capacity building of Pakistani and international organizations working on gender issues.

The GEP team has compiled findings of the four studies for providing input to the strategic objectives of GEP in grant cycle three in year one and subsequent grant cycles.



Simi Kamal
Chief of Party
Gender Equity Program (GEP)

Table of Content

Preface	i
Table of Contents	iii
Acronyms and Abbreviations	iv
1. Effects of the 2010 Floods on Women in Pakistan	01
1.1 Key Findings	01
1.2 Cultural, Social, and Economic Zones in Flooded Regions	02
1.3 Gaps in Research	03
1.4 Recommendations	03
2. Capacity of Pakistani Organizations to Carry out Gender Equity Initiatives	09
2.1 Key Findings	09
2.2 Gaps in Research	11
2.3 Recommendations	12
3. Women's Empowerment in Pakistan	15
3.1 Key Findings	15
3.2 Gaps in Research/ Challenges	17
3.3 Recommendations & Way Forward	18
4. Gender Based Violence in Pakistan	25
4.1 Key Findings	25
4.2 Gaps in Research	26
4.3 Recommendations	28

Acronyms and Abbreviations

CEDAW	Convention to End all Forms of Discrimination Against Women
DFID	Department for International Development (United Kingdom)
GBV	Gender-Based Violence
GRAP	Gender Reform Action Plan
HEC	Higher Education Commission
INGAD	United Nations Interagency Gender and Development Group
ILO	International Labor Organization
ISS	Institute of Social Sciences
LHV	Lady Health Visitor
MoWD	Ministry of Women Development
MoL	Ministry of law
MoF	Ministry of Finance
MoE	Ministry of Environment
MoHR	Ministry of Human Resource
NCSW	National Commission on the Status of Women
NIC	National Identity Card
OCHA	Office for Coordination of Humanitarian Affairs
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development

1 Effects of the 2010 Floods on Women in Pakistan

A Scoping Study

Nazish Brohi

This study on the effects of the 2010 floods on women in Pakistan attempts to identify the needs of women and girl children in post-flood interventions, and the current interventions that cover land rights of women, their access to government compensation plans and existing government and non-governmental interventions and rehabilitation schemes. It also seeks to identify the various ecological and social zones in the Indus Basin and maps out major efforts already underway or in the pipeline with respect to women and floods. In conclusion, it makes recommendations that capture the opportunities in rebuilding and recovery to change the old patterns of male dominated society.

1.1 Key Findings

- Flood interventions should be adapted to remain relevant and useful beyond the project life cycle and address the pre-existing crises that exacerbate vulnerability. Interventions need to go beyond 'rehabilitation'.
- For women across the flood zones of Pakistan, the floods have created a window of opportunity to make visible their suffering and begin addressing systemic constraints. Humanitarian and developmental work must necessarily include gender analysis.
- Disasters heighten pre-existing vulnerabilities. The poorer people are illiterate and cannot fill out forms, and do not have savings in banks, and therefore are disproportionately affected by calamities. Within the poor, women have lower survival skills and do not know about

- relief services and compensation schemes.
- It would add value to take an intersectional approach that examines how different groups of women are impacted differently, with differences along lines of class; ethnicity and spatial location. It urges that the most vulnerable groups of women be prioritized on account of poverty, location and societal neglect.
- Attention towards the poorest women shows that those most in need of official assistance face the most impediments, such as the obtainment of NICs and Watan Cards.
- It is also critical to ensure women's notions of and access to citizenship not be mediated through their relationship with men of their families.
- International aid organization and the humanitarian and development sector need to find ways of increasing engagement with provincial governments and supporting the state machinery in revival/creation of the local government system.
- Using households as indivisible units with similar interests fails to take into account intra-household dynamics. Literature on gender and disasters suggests that there are differentiated needs within the household level.
- Identifying male heads of households as prime beneficiaries in majority of the cases and making relief assistance for family members dependent upon them may serve to strengthen status quo and re-entrench the need for male approval instead of equality.
- The literature establishes that access and control over resources is highly unequal between men and women, and that decision-making powers generally do not lie with women.
- Decisions of whether and when to evacuate, where to relocate to, whether or not to move back, what to spend compensation money on, whether and how to diversify livelihood strategies, and what coping mechanisms to use, have been made primarily by men.

1.2 Cultural, Social, and Economic Zones in Flooded Regions

- The report suggests a move away from the usual approach of defining areas according to intensity of disaster or creating economically weighed zones around poverty indicators of most developed/ least developed districts.
- The clustering proposed in this study

reflects forms of production, which in turn relate to both natural actors like topography and factors like education, migration and access to services, as well as historic socio-cultural narratives.

1.3 Gaps in Research

- Two major flood-related documents available are the World Bank/ Asian Development Bank's Disaster Needs Assessment, and the United Nation's Floods Emergency Response Plan.
- There is a dearth of gender-specific analytic documents, barring the UNIFEM's Preliminary Rapid Gender Needs Assessment and the Rapid Gender Needs Assessment.
- There is a significant amount of information sharing among the humanitarian and development community about plans, strategies and initiatives taken for relief and early recovery.
- Most of this material has been made available in the public domain by the United Nations (UN) Office for Coordination of Humanitarian Affairs (OCHA). Organizations that are members

of UN clusters have also made their material available.

- International official aid organizations, such as USAID and DFID, have generated significant information. However, assistance provided by the private and profit sector has not yet been sufficiently documented.

1.4 Recommendations

As part of the way forward, the report identifies areas where knowledge gaps exist and need rectification before comprehensive responsive programming is possible.

1.4.1 Food & Nutrition

Practical needs:

- Communities need to be made aware of nutritional requirements and links between nutritional content and food.
- Women-specific nutritional needs should be addressed such as dietary requirements of pregnant and lactating women and adolescent girls.
- Local markets should be monitored against sharp food price rises and hoarding and ensure women's access to markets.

Strategic needs:

- Women should be directly included in food-for-work programs, for the dual advantage of resource gain and breaking gender stereotypes of “earners.”
- Women should be involved in community level decision-making about food security. Their participation should be encouraged in food value addition processes.

I.4.2 Livelihoods

- Cash-for-work schemes & livelihood incentives targeting women
- Building women's capacity in higher-paying non customary kinds of work such as road construction, community infrastructure administration, electrical work, etc.
- Development of value addition in agriculture and dairy sectors for women collectives and cooperatives.
- Ownership and control of livestock by women.
- Regularizing rural money markets & addressing bonded labor.

- Documentation and quantification of informal economies, and monetizing worker payments and extending social protection.

Knowledge gaps:

- Study varied nuanced impacts of floods on women's agrarian roles and responsibilities.
- Documentation of informal economies, monetizing worker payments and extending social protections.
- Creating agricultural wage labor shortage and diversifying worker skill sets.
- Exploring collective interests of women such as the cooperatives model.

I.4.3 Shelter, Homes & Relocation

Ethnographic evidence suggests that women may have differing priorities on reconstruction than men. For example, while men find boundaries and demarcation important, women emphasize proximity of water sources when rebuilding.

Practical Needs:

- Psychological counseling and trauma therapy for women.

- Ensure rebuilding models take cognizance of women's needs such as privacy.
- Probe and support models such as that of Sindh government's village consolidation scheme that would give workers autonomy and decision-making about earning arrangements.
- Moratorium on land sales.
Strategic Needs:
- Create land entitlements and home ownership documents, with advocacy to either deed them to women or for joint titling.
- Investigate and support models such as that of the Sindh government's village consolidation scheme that would provide alternative living spaces to agricultural labor residing on the landlord's property.
- Psychological counseling and trauma therapy for women.
- Involving women in community restoration and shelter/ rebuilding schemes.

Knowledge gaps:

- Understand and research agrarian relations, including the worker-owner

symbiosis, and ways to make them more just and equitable for poor women and men and ensure exploitative arrangements are not protected.

1.4.4 Protection

The incidence of violence against women had high baselines prior to the disaster. Women's vulnerability changes with age, marital status, presence of informal familial social protection systems and with markers of intersections of ethnicity, language, religion and class.

Practical Needs:

- Monitoring exercises in flood affected districts should have staff trained to detect and assist with cases of gender-based violence.
- Developing formal institutional arrangements for gender-based violence such as police training, as well as community level gender sensitive alternative dispute resolution mechanisms.
- Designing effective protection programs with focus on outreach

Strategic Needs:

- Design interventions that will remain in

place through the rehabilitation phase and afterwards.

- Nurture spaces for collective reflection and discussion at community levels to challenge the social impunity granted to gender-based violence aggressors.
- Adult literacy programs and awareness campaigns should include information on rights, available protections and guarantees in Constitution of Pakistan.

1.4.5 Mobility

Lack of mobility is a key determinant of women's marginalization. In disasters & displacement, women and girls' lack of mobility limits or prevents their access to conventionally delivered aid, whether as food assistance, medical services (especially reproductive health services), or even something as basic as access to toilets.

Practical Needs:

- Creating and strengthening community level policing system to increase safety.
- Increasing presence of women staff members of service providers to increase comfort for women accessing services.

Strategic Needs:

- Understanding sexual harassment and supporting implementation of the new law.
- Creating connections of mobility issues with range of practices that bolster women's empowerment at other levels.
- Ascertain that relief and reconstruction efforts do not foreclose options for structural change by preserving status quo through concerns for cultural sensitivity.

1.4.6 Education

Structural problems include lack of transportation to schools, lack of adequate facilities such as toilets, boundary walls and teachers, as well as sexual harassment and violence in and around schools, and cultural norms that discourage girls' education after primary level.

Practical Needs:

- Developing mobile adult literacy programs for women to reach out to under-served areas, on a rotational basis.
- Ensure an educational standard in schools that creates an incentive for schooling, including responsive teachers and non-rote teaching methods that assure quality.

Strategic Needs:

- Involving parents and community to come up with innovative solutions like day care centers in schools.

I.4.7 Health

Practical Needs:

- Strengthening health workforce and creating mechanisms to ensure attendance and efficiency.
- Making birth control options widely available alongside awareness promotion.

Strategic Needs:

- Including health care, hygiene practices and life skills in school curricula and creating public awareness.
- Developing and supporting health insurance schemes for poor women in rural areas.
- Supporting innovative ways to address transportation to hospitals.

2 Capacity of Pakistani Organizations to Carry out Gender Equity Initiatives

A Scoping Study
Rafiq Jaffer

This desk study, on the capacity of Pakistani organizations to carry out gender equity initiatives, identifies the training and capacity building needs of Pakistani organizations addressing gender equity, gender equality and women's empowerment, of capacity building programs, courses, certification, degrees and diplomas currently offered for gender equity, institutions offering training and orientation. It reviews available manuals, modules and materials, maps efforts by international organizations and donors. The study aims to draw conclusions regarding the capacity building needs for organizations working on gender equity, which organizations can meet these needs from among existing capacity building institutions, and which capacity building needs remain unmet. It includes a matrix of Pakistani organizations offering capacity building services and programs by type of capacity building and scope for

delivery as well as a typology of capacity building for gender equity and current gaps.

2.1 Key Findings

- There is a broad range of NGOs working for gender equity and women's empowerment, from organizations for which gender is a cross-cutting theme, to organizations for which gender is their core work.
- In general organizations tend to look at capacity building from a limited instrumentalist perspective, and are more focused on the means to develop capacity rather than the ends. Thus training and capacity building becomes an end in itself. As an example most organizations tend to go for short-term one-off training programs, rather than a well designed long

term capacity development program in which classroom training is a small though important part. Despite this they tend to give a good rating to these programs.

- The demand for training from organizations is very high, and covers a wide range of topics, but most of it remains unmet, partly because of the unwillingness or inability of organizations to pay for capacity building. The gap between the demand and supply of training is likely to continue.
- Most of the larger organizations are meeting their capacity building needs through in-house training, which is both cost-effective and is in keeping with the needs and context in which the organization is working.
- Most training events related to sexual and reproductive health rights (26 events), and gender knowledge and skills (22 events). Other training topics included leadership (four), training of trainers (four), business and financial skills (four), social mobilization and advocacy skills (three), UN procedures (three), interpersonal skills (two), project skills (two), and disaster management (two).
- Gender studies departments are operating in various universities, indicating the growing awareness of the importance of the subject, and a reflection of the growing development sector, which is becoming a major alternative source of employment. Some NGOs are also offering long term training programs.
- Most organizations identified a range of strategies, policies and systems which they need to put in place or use more effectively. However, there is a major gap in the demand and supply of management consultancy / organizational development services.
- The data suggests that organizations need considerable assistance to introduce or improve their strategies, policies and systems, and to implement them more effectively.
- There is considerable material of fairly good quality in English and Urdu, and to a lesser extent in Sindhi, produced by Pakistani organizations for building capacity in gender equity. However, there is no system of assessing the use and impact of these materials. There is also no dearth of web-based materials in the English language produced outside Pakistan.
- The major portion of donor funding for capacity building in gender equity is focused on the government sector.

- Several studies have identified issues and challenges in citizen sector training, including a supply driven approach, fragmented approach to service provision, use of training to make up for lack of education, short duration, expensive, lack of a client service focus, low level of innovation, limited in-house training capacity, input-oriented rather than outcome-based learning, and weak evaluative and feedback systems.
- Since most NGOs are project-based and activity-driven, staff are preoccupied in implementing activities, and lack time for professional development.
- There is less emphasis on development of systems, policies and procedures, and an unwillingness to follow them, particularly when the consequences for non-compliance are not significant
- Pakistan's conservative socio-cultural environment also promotes patriarchal values, which are also reflected in the organizational culture and leadership of many NGOs.
- A study of gender training in the public sector identified issues in the content of training, delivery methods, capacity of trainers, and institutionalization of gender training, and proposed a shift from integrationist to transformative gender

training. This is equally applicable to the non-government sector.

- The survey identified issues in capacity building, including those related to the organization itself, and those related to the provision of capacity building services.

2.2 Gaps in Research

- The gaps in existing literature include scanty or no information on NGO projects and indigenous perspectives on capacity building/training needs and methodologies. Only 38 responses were received to the 113 organizations contacted for the purposes of this study; response from international organizations and donors was extremely poor, with only a couple of responses received. Only two NGOs sent manuals, modules or materials. The review thus had to depend on materials available online or in the ISS library, which has over 6,000 publications, reports and manuals available.
- Gender training frameworks are used as such rather than being adapted and made relevant to the day-to-day gender realities experienced by people in Pakistan. Gender training in the public sector lacks balance between creating feminist consciousness and imparting the technical knowhow to integrate gender perspective in institutional planning and programming.

The greater focus on developing skills rather than consciousness has led to the technicalization and de-politicization of gender training.

2.3 Recommendations

- Organizations need to be oriented regarding the various facets and levels of capacity and capacity development, so that they move from a focus on individual skills alone to a broader focus on development of organizations and systems as well. They also need to understand the incremental and slow process of capacity development, and be ready to invest the time and resources to make it happen on a sustainable basis. This would imply a greater effort at planning for training, and institutionalization after training.
- In order to address the large gap between the supply and demand for training, management consultancy / organizational development, and training manuals / materials, investments should be made to develop a core group of master trainers who can conduct transformative (as opposed to integrationist) gender training, management consultancy / organizational development, and training manuals / materials.
- This process will require development of high quality training manuals and training standards, systems of assessments, and a rigorous process of monitoring of training delivery and assessment of impact. Existing research on gender conducted by various local organizations should be reviewed, and ideas gleaned from the research should be incorporated into training modules and manuals. Additional research should be conducted where necessary. Indigenous concepts of gender should be explored and incorporated into the discourse and materials for capacity development. A mentoring process should be put in place from the highest to the lowest levels.
- Minimum criteria for participation in various training programs should be established, so that participants are able to fully benefit from the course and use it after the training.
- Organizations should be encouraged to form partnerships with other organizations, so that they can share training and consultancy resources in an inexpensive manner. Similarly organizations with similar mandates in the area of gender equity can collaborate in developing strategies, policies, systems and procedures.
- There should be a greater engagement between university departments of gender studies, gender trainers, and gender focal

persons in development NGOs. University departments can benefit from the hands on and grass roots experience and links of NGOs, and the interactive teaching and training methodologies of transformative gender trainers, while NGOs can benefit from exposure to concepts, models, and experiences of other countries and programs, and obtain formal certification. Students can also be involved in internships in NGOs and in conducting research/thesis work in areas of operation of NGOs. Larger NGOs can consider developing academic programs in collaboration with university departments.

- The capacity of organizations, which develop materials for gender equity but lack the capacity to assess the readership and impact of their materials, should be enhanced through training and the establishment of a system for getting feedback regarding the use and impact of the materials on users.
- Donors should identify and support the non-government and private sector both in building their capacities as well as using their existing capacities in gender equity to support less able organizational members.

3 Women's Empowerment in Pakistan

A Scoping Study
Rubina Saigol

This scoping study was undertaken to identify the needs, critical concerns and gaps in the attainment of empowerment by Pakistan's women. It highlights the theoretical connotations of the term 'empowerment' as well as its practical implications. The study has identified gaps in data/research and key impediments, while mapping out past and current interventions by the Government of Pakistan, international donors and NGOs to address women empowerment concerns in the country. In conclusion, it offers recommendations for future programming and policy making.

3.1 Key Findings

3.1.1 Economic Empowerment

3.1.1(a) Women's Land Rights, Food Security and Livelihoods

- There are customary and traditional constraints on women's ownership of assets, further exacerbated by dependence upon male relatives. Women themselves are reluctant to demand their inheritance for fear of violence and social censure.
- The state and its laws are perceived as abstract and distant entities, not easily accessible to women. As a result women rely on local traditional systems which are often biased against them.
- There is no institutional and legal framework for agriculture, fishery or forestry in the country and gender discrimination is rampant.
- The majority of women work in villages due to mobility concerns and this

diminishes their income chances.

- Women in the fisheries industry similarly go unrecognized and underpaid, despite working in terrible conditions.
- Women do not have access to extension services.
- When women's work is used for household consumption and not sold in the market it becomes devalued as it is accorded no monetary value. The work done in the field is seen as an extension of household duties and therefore not counted in data collection.
- Women, who are responsible for the procurement and preparation of food, are most directly affected by food shortages.

3.1.1(b) Women and Employment in the Formal and Informal Sectors

- Studies on workforce participation and empowerment are inconclusive. Paid work by itself is an insufficient condition for women's empowerment and contextual factors play a part in determining the level of women's empowerment even if paid work is taken as a constant.
- There is a prevalence of women in the informal sector, which is characterized by part-time, temporary, insecure, and

contractual work.

- In the formal sector too, women tend to get menial and low-paid jobs even though they may be more time and energy-consuming.
- Major reasons for the low rate of women's participation in the formal sectors include the lack of recognition of their contribution, purdah and mobility constraints, inadequate knowledge about opportunities, and the cultural view of women as low-status dependants.
- The unemployment rate is higher for women of all age groups than for men. They continue to be the first ones to lose their jobs in an economic downturn and are often given the least priority in hiring.
- There are no laws that specifically pertain to equal compensation for equal value of work, or for protection of labor rights for domestic and home-based workers.
- Working conditions even in the formal sectors of employment are discouraging for women.

3.1.2 Social Empowerment

3.1.2(a) Women and Education

- Poverty, low public spending, low returns

from education, violence against women, lack of transport and security, poor conditions in state schools, differences in government and private education, gender discrimination, class discrimination, conservative and traditional attitudes, non-availability of educational facilities with a growing population, absence of curriculum reforms, and poor indigenous research on educational issues, constitute the main issues besetting education of children, especially girls, in Pakistan.

3.1.2(b) Women and Health

- Health facilities for the masses are overburdened, and quality suffers.
- Low expenditure by the state and low priority to health means that there is increasing reliance on private services which are often unaffordable. Public health loses out because doctors prefer to treat affluent clients privately.
- The Ministry of Health depends upon donors to implement programs and policies due to a severe shortage of funds. This injects uncertainties into the system, making programs hard to design because of constantly shifting donor priorities.
- The high costs of health, combined with women's lack of mobility, restricted decision making power in the family and

limited information are some of the key barriers to effective health care.

- In conservative areas male doctors are not allowed to examine women and there is an acute shortage of female doctors who find it difficult to work in remote areas due to housing shortage and absence of transport facilities.

3.2 Gaps in Research/ Challenges

- The lack of gender disaggregated data makes it harder to gauge women's economic empowerment, as women's work is invisible and their contribution to the Gross Domestic Product remains uncalculated.
- Data collected by the Federal Bureau of Statistics on women's employment through labor force surveys fail to adequately capture their contribution to agriculture or participation in the informal sectors of the economy.
- There is a lack of recognition of the relation between macro-economic policies and women's empowerment.
- Women's economic empowerment is inhibited due to lack of attention in policymaking and the meager resources allocated.

- While women are increasing in the labor force, especially in the informal sector, their voices remain unheard within national and global debates on poverty and labor.
- The lack of unionization by women and the absence of women's cooperatives further increase their voicelessness.
- Women lack the means to collectively bargain for their rights in the labor market and are hampered by social and cultural considerations, insecurity, fear of job loss, and social censure.
- Most women are uninformed about opportunities, assets and services and have neither ownership nor control over resources. Women's mobility is restricted, their skills are not always marketable, and their voices are not heard. These factors contribute to women's diminished opportunities to economically empower themselves.
- There is a dearth of time-use studies to quantify women's household labor, as well as labor performed as unpaid helpers, which leaves the majority of their work uncounted and unrecognized.
- Government and donors have a preoccupation with primary, and subsequently middle, schooling. A

problem with this approach is that once girls complete their primary or elementary levels of education, there are limited avenues for going forward, resulting in discouragement, high drop-out rates and low attainment of empowerment.

3.3 Recommendations & Way Forward

3.3.1 General Recommendations

- The capacities of both government and civil society organizations need to be enhanced in order to ensure gender equality: CSO's need to better voice women's priorities in public decision-making, and public institutions must be more responsive to women's needs.
- Gender-responsive budgeting and planning have to be advocated across the board.
- National institutions and systems designed for women's empowerment, such as the Ministry of Women's Development and the National Commission on the Status of Women, should enhance their skills to participate effectively in national planning processes, monitor implementation and promote accountability mechanisms for gender equality.
- It is imperative to have sex disaggregated data on all social and economic sectors

based on differences in social, economic, and political status, in order to base policies, programs and strategies upon reliable information.

- A project database of all programs, policies and plans for gender equality by governments, NGOs, and international NGOs is needed as a repository of knowledge and for checking and replication of efforts. The reports and policy papers produced should be translated into national and regional languages for wider dissemination across the country.
- Synergies between the Government of Pakistan, provincial governments, donors, civil society and activist groups are important so that the efforts of each may be further fortified and duplication avoided.
- Building on successful representation through reserved seats in the national and provincial assemblies, the direct election of women through tickets allotted to them by political parties should be encouraged so that their voice in the assemblies can be made more effective.
- The provincial governments should devise new local government systems which are effective for service delivery especially with regard to women.

3.3.2 Specific Recommendations

3.3.2(a) Land Rights, Agriculture, Forestry, and Fisheries

- The discrimination in land ownership, resources and productive assets must be eliminated based on CEDAW principles. There should be a gender-just redistribution of land along with a transformation in anti-women laws, policies and unequal social and economic relations. Women's legal ownership of land and resources may be encouraged through individual titles, joint ownership and/or group rights.
- There needs to be widespread dissemination of knowledge of women's legal inheritance rights and rights to land.
- GoP must demonstrate the will to enforce existing laws more effectively through affirmative action and strict enforcement of women's legal, economic and political rights.
- Other resources necessary for socioeconomic participation need to be promoted for women, including capital, technical assistance, tools, equipment, markets, and time.
- Agricultural policies should be based on sound knowledge of gender relations and

collective management. Research and analysis of the situation needs to be done and gender analysis should be incorporated in planning, monitoring and evaluation.

- It is important to ensure women have access to credit and agricultural information. Gender-specific agricultural tasks, such as seed preparation, threshing and fertilizing, need better attention by agricultural extension workers.
- Government needs to adopt progressive policies to uplift the socioeconomic status of fisherwomen, whose roles have been marginalized as a result of the commercialization of fishing.
- As women's engagement in the agriculture, forestry and fisheries labor force stands at 69.9%, official policies need to be drafted for imparting required training and skills to them.
- Women's traditional knowledge should be preserved and transferred down the generations and to others. This requires research and publication in the vernacular languages.
- In order to institute meaningful reforms in the area of land rights, agriculture, fisheries and forestry, an umbrella platform or alliance of organizations

working on these issues should be formed. This platform can be the basis of advocacy, research, training and dissemination of knowledge of the issues involved.

3.3.2(b) Formal and Informal Employment

- Creation of a legal environment which encourages women's participation in the labor force, especially in the formal sector, is necessary for women's economic empowerment.
- Development policies should be gender-sensitized to promote investment in female human capital.
- In accordance with GRAP, women's public sector employment needs promoting. Employment should not be on a quota basis as this discourages women from openly competing on merit in which they have an advantage, as they do better at the higher education levels.
- As a signatory to ILO Convention 100 on equal pay for equal value of work, Pakistan must outlaw gender-based wage differentials.
- The minimum wage promised by the Labor Policy 2009 should be strictly implemented.

- Social security and benefits should be ensured for women working in all sectors (formal and informal, rural and non-rural).
- The organizational and collective bargaining capacity of women should be enhanced through the endorsement of trade unions and cooperatives, facilitating women workers' associations that need to be acknowledged as collective bargaining representatives.
- Access to the credit market and occupational and industrial choices is essential if women are to attain their rightful place in the economic and political fields.
- Women's empowerment programs need to go beyond income-generation and provision of low-paid part-time work which often reinforces existing inequalities to transformation in their status in power relations.
- Socio-cultural norms against women's mobility need to be tackled through media and awareness programs, as well as provision of safe public transport and training/ credit schemes/ market support/ access to new technology for women who cannot venture out.
- An alliance of organizations concerned with labor issues should be formed for

nationwide consultations. The alliance can help conduct research and recommend policy options by working with the NCSW, MoWD, MoL, MoF and provincial labor departments, while using media outlets effectively to raise awareness around key issues.

3.3.2(c) Education Recommendations

- The government should stick to the budgetary allocations promised in the Education Policy 2009, with less preoccupation with infrastructural and administrative requirements and more emphasis on issues of quality and access.
- The depoliticization of the education process in terms of selection and training of teachers and their qualifications and examinations must be done immediately.
- The government needs to develop a standardized system of education to replace the parallel streams of public, private, non-formal and madrasa education presently in existence, with standards equivalent to those in elite private schools. This requires a much bigger financial outlay than currently allotted.
- Well-planned, focused and non-traditional vocational/technical education programs are required to not only break away from

gendered occupation, but also to enable women to gain employment in the formal sector and/or improve their earnings in the informal one.

- The provision of safe transport to enable women to reach schools, hospitals, clinics, workplaces, factories and offices is absolutely crucial.
- Interventions are required at all levels of education to provide continuity for girls who would like to continue their studies beyond the primary or middle stages. HEC can be financed to help with this task, as higher education is correlated with better employment opportunities.
- It is recommended that a nation-wide educational platform be created with NGOs working on educational issues, to link with the MoE, MoWD and MoHR to ensure the implementation of Education for All and the MDGs.
- A program should be devised to work with the women's studies centers and departments in public universities, as well as with social science departments, to conduct policy-oriented research on women's issues for advocacy purposes.

3.3.2(d) Health Recommendations

- Public spending on health – particularly on

maternal, newborn and child health – must be both increased and improved. The government should promulgate a law to regulate the functioning of private sector health care centers across the country.

- The population and health departments should be merged so that women's reproductive and sexual rights issues can be addressed holistically.
- There is a need to focus on public health and providing people with potable water, sanitation, and a clean environment.
- The government should launch a massive primary health education program for boys and girls in rural areas and city slums on an emergency basis; activate basic health units, rural health centers; and taluka/ tehsil level hospitals.
- The Domestic Violence bill, which was passed by the National Assembly but lapsed in the Senate, should be enacted as soon as possible.
- Measures are needed to publicize the law against sexual harassment at the workplace so that all women, especially those in rural areas, become aware of their rights.

- All provincial governments should provide

biannual reports to the provincial legislatures regarding violence against women and actions taken.

- Police are in urgent need of training on women's issues. Police officers violating the law should be thoroughly investigated and punished, apart from necessary administrative actions.
- There should be attractive stipend/incentive schemes to encourage girls from under-developed areas to complete secondary school and acquire the qualifications needed for induction into nursing, LHV and midwifery training.
- It is recommended that organizations and donors working on health should form a platform for advocacy. These organizations can work with the provincial health departments and seek greater allocations for health, especially sexual and reproductive health rights, while collaborating with NCSW to declare health a fundamental right.

4 Gender Based Violence in Pakistan

A Scoping Study
Rakhshinda Perveen

This scoping study was undertaken to identify the key forms and determinants of gender-based violence, and an overview of its existence in Pakistan. It highlights the patterns and priorities in funding for gender-based violence. The study also seeks to identify the key gaps in research and interventions, and clearly maps out past and present interventions by donors, national and international NGOs to address GBV in the country. In conclusion, it offers recommendations for way forward at the policy and response levels.

4.1 Key Findings

- While gender-based violence appears to be an urgent item on the development agenda, actions and funding do not match the magnitude of the problem.
- Donor support is short term and most development initiatives towards ending GBV are ad-hoc and disjointed. There is lack of coordination and multi-sectoral collaboration among NGOs and national/international organizations. Due to lack of dissemination of information, many civil society organizations continue to work in isolation and in competition with their counterparts.
- Most NGOs are reluctant to mention donors and there are not many records on GBV related funds. Furthermore, little information is available on donor funding for research on specific forms of GBV and how it may be translated into interventions. Funding towards GBV interventions is scanty.
- Impact of GBV interventions is neither

measured, nor very visible. There is no evidence that direct or indirect interventions have improved responses to reduce or eliminate gender-based violence. Impact indicators are absent.

- There is no clear and consistent gender strategy amongst donors and international NGOs. Despite the establishment of INGAD, there has been limited formal contact amongst donors for strategic planning on gender issues.
- There is no focus on victims of violence. What efforts are underway or had been tried in the past to change the condition of victims and enable them to become survivors? The literature and respondents alike are silent on this.
- The MoWD is the national focal machinery for the advancement of women and implementation of CEDAW. The ministry is not performing to expectations.

4.2 Gaps in Research

The gaps in existing literature include scanty or no information on NGO projects, indigenous perspectives on violence in development and disaster strategies, and newer perspectives. For instance, gender-based violence has been linked to human rights, but its relevance to good economic

policy has yet to be made.

A major gap identified in the documented literature is that although there is much information on the work of organizations internationally, the research done by civil society organizations is not well documented.

The practitioners highlighted certain gaps in the Pakistani context, which were corroborated by the researcher, including the lack of:

- Research in all the thematic areas of gender-based violence;
- Identification and implementation of legal and policy frameworks to guide actors;
- Awareness-raising and dissemination of best practices and key learning;
- Resource mobilization and sustainability, including fiscal, institutional and technical;
- Coordination mechanisms at all stages of research and interventions;
- Mapping studies on GBV in Pakistan;
- Documented studies on donors' funding priorities for GBV;
- Critique by academic and research institutions of responses to GBV and aid

- effectiveness;
- Research on, and advocacy and service delivery for, the victims and survivors of violence;
- Documentation of the intersections between domestic violence and child abuse in local contexts;
- Action research and effective impact-based interventions for communities to help them own issues of GBV;
- Developing a survivor-centered approach for the victims of violence;
- Research and interventions to monitor the media for false or misleading coverage of GBV cases;
- Investing in women and girls for their economic security, enabling them to protect themselves or leave abusive relationships.

GBV receives insufficient attention and at times disappears under the umbrella of broader concepts and terms like gender equality, empowerment and gender mainstreaming. More research is needed in the following areas:

- Conflict/ crisis-related violence against women;
- Crimes committed against women in the name of honor;
- Dowry-related violence;
- Economic abuse;
- Economic and emotional/ psychological violence as part of intimate partner violence;
- Femicide/ preference for sons/ female infanticide;
- Forced marriage, including underage marriage;
- Sexual exploitation of children and women;
- Sexual harassment;
- Stigmatization of divorced, widowed and never-married women;
- Stigmatization of disabled women;
- Survivor-centered responses to violence;
- Threats of violence; and,
- Trafficking.

4.3 Recommendations

4.3.1 General Recommendations

- Usual approaches to addressing GBV in Pakistan must be deconstructed and re-examined. There is need for political advocacy to encourage GoP to review all laws that are discriminatory against women and girls, in particular, the discriminatory Hudood Ordinance. Earlier rape laws must also be re-enacted and legislation must criminalizing domestic violence should be implemented.
- Funding should be allocated to sensitize police and judiciary on gender concerns. A long term program should be developed which trains police, prosecutors, doctors and forensic scientists, and judges, to eliminate gender bias in handling cases of gender-based violence.
- There is a need for training health professionals to address gender-based violence issues in clinical settings.
- Programs should be developed in cooperation with NGOs and GROs to provide basic services for women victims and survivors of violence. These should include women's shelters, medical care, counseling, and legal aid. Existing shelters through the MoWD's Benazir Bhutto Shaheed Crisis Management Center

program should be expanded and upgraded.

- There is a need to monitor and improve government's response to GBV by ensuring that reliable national statistics are available which provide details of degree of violence, rates of prosecution and conviction, and nature of punishment.
- There is need for a detailed mapping study of GBV in Pakistan.

4.3.2 Specific Recommendations

- Educational programs for law enforcement and health professionals working with women must be initiated. Specific service delivery points like women crisis centers as refuges for women subject to domestic violence and their children, hot lines, shelters, and other innovative programs for victims of domestic violence must be developed.
- Changes should be made in the education curricula to incorporate issues of gender equity to inculcate behaviors of peace, tolerance and acceptance to diversity.
- A wide range of media, including electronic, print, new media, and popular theatre, must be employed appropriately to reach various audiences and build an indigenous perspective and prescriptions

for addressing gender-based violence.

- The role of men in reducing harm and ending gender-based violence must be recognized. Men need to be engaged in frameworks that address gender-based violence.
 - While the problem of violence is global, the solutions are not always the same. Therefore, understanding of attitudes and behaviors is essential at the design, development, and dissemination stages of all interventions in advocacy and service delivery.
 - Linkages should be established between stakeholders to mobilize support for reducing gender-based violence.
 - Improved internal and external accountability mechanisms for law enforcement agencies. Strengthening of the National Commission on the Status of Women and the Gender Crime Centre at the National Police Bureau. Government should cooperate with NGOs and civil society to identify culprits and punish them as per the law.
 - Community involvement is essential for ending gender-based violence. Collaborative partnerships between schools, health, mental health centers, courts, social services organizations, community-based NGOs and advocacy groups can provide leadership for early interventions and prevention measures.
- Capacities identified as necessary to address gender-based violence in Pakistan include:
 - Gender Crime Cells
 - Establishment of women police stations
 - Establishment of crisis centers
 - Initiative of UN organizations.
 - Active role of print and electronic media support to sensitize communities.
 - Educational institutes.
 - Implementation of existing laws in its true form.
 - Local community forums, such as the *jirga* or *panchayat*.



<http://www.af.org.pk/gep>
info.gep@af.org.pk
PO Box No, 1105, Islamabad, Pakistan