

PUNJAB WOMEN DEVELOPMENT POLICY 2018

February, 2018

Add component for catering to labour market distortions and discriminations
against women

WOMEN DEVELOPMENT DEPARTMENT PUNJAB

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List of Acronyms

ADP	Annual Development Program
BOS	Bureau of Statistics
BPS	Basic Pay Scale
CEDAW	Committee on the Elimination of Discrimination against Women
CM	Chief Minister
DCC	Day Care Centers
DWD	Directorate of Women Development
GRAP	Gender Reforms Action Plan
GMIS	Gender Management Information Systems
IR	Institutional Review
KII	Key Informant Interviews
LG&CD	Local Government & Community Development
M&E	Monitoring & Evaluation
MOU	Memorandum of Understanding
MPA	Member Provincial Assembly
ODP	Other Development Program
PC	Project Concept
PCSW	Punjab Commission on Status of Women
PDCF	Punjab Day Care Fund Society
PGPR	Punjab Gender Parity Report
PWEP	Punjab Women Empowerment Package
PWWEF	Punjab Working Women Endowment Fund Society
ROB	Rules of Business
SDG	Sustainable Development Goals
SO	Section Officer
SOP	Standard Operating Procedures
TF	Chief Minister Taskforce on Women Empowerment
TOR	Terms of Reference
TVET	Technical and Vocational Education Training
UC	Union Council
UN	United Nations
UNHLP	United Nations High-Level Panel for Women Economic Empowerment
UNFPA	United Nations Population Fund
WCCI	Women Chambers of Commerce & Industries
WDD	Women Development Department
WDW	Women Development Wing
WWH	Working Women Hostels

DEFINITION OF TERMINOLOGY USED¹

Affirmative Action	A policy or programme to increase the representation of disadvantaged groups seeking to redress discrimination or bias through active measures
Gender	Socially and culturally constructed differences between men and women; as distinct from sex which refers to their biological differences
Gender Analysis	Gender Analysis addresses inequalities that arise from different roles of men and women in a society including unequal power relations and other contextual factors including ethnicity, sexual orientation, employment, citizenship, etc.
Gender Equality	Equal treatment of women and men, girls and boys to enable them to enjoy the benefits of development including equal access to opportunities and resources
Gender Mainstreaming	Systematic integration of gender concerns into the design, implementation, monitoring, and evaluation of laws, policies, plans, programs, activities and projects at all levels
Sex-Disaggregated Data	Classification of information on the basis of sex including men and women
Gender Parity	This is a numerical concept referring to equal number of girls and women, boys and men relative to their respective numbers in the population

¹ Gender Mainstreaming in Agriculture and Rural Development, A Reference Manual for Governments and Other Stakeholders, Commonwealth Secretariat

I - Background and Context:

The Constitution of Islamic Republic of Pakistan enshrines equal rights for women and men alongside gender parity across all walks of life as a major policy pillar of the human rights paradigm. Article 25 under the chapter of fundamental rights of citizens highlights the principles of women's equality in Pakistan.² It guarantees equality before the law and equal protection by law stating that there shall be no discrimination on the basis of sex. Furthermore, the Chapter on Principles of Policy - Article 32 and 34 of the Constitution ensures full participation of women in all spheres of national life. In addition to these national-level Constitutional provisions, Pakistan is also signatory to a number of global treaties and covenants which require putting in place measures and reforms for achieving the objectives of women empowerment and gender mainstreaming in Pakistan. Amongst these are the ***Convention on Elimination of All kinds of Discrimination against Women (1979), Commitments under UN Decade for Women (1976-1985), DEVAW 1993, Beijing Declaration and Platform for Action (1995), Millennium Development Declaration 2000, SDG 5 on Gender Equality and UN Gender Mainstreaming Policy and Strategy (2006), ILO Convention 100 for Equal Remuneration and the Convention against Torture***³.

The first attempt to formulate a national level policy edifice for women's empowerment and gender mainstreaming was undertaken in Pakistan in 2002 when the federal government developed the first ever national level policy for the development and empowerment of women. The policy contained vision, goals, aims and objectives, guiding principles and policy actions for addressing women empowerment dimensions across social, economic and political fields. Cross-cutting issues were also reflected in this policy including those drawn from national health policy, education sector reforms, labour policy, access to justice, poverty alleviation and political reforms. The Ministry of Women Development and Social Welfare was tasked with ensuring smooth implementation of the policy.

The Introduction of the eighteenth amendment to the Constitution of Islamic Republic of Pakistan resulted in important policy and

² Constitution of Islamic Republic of Pakistan, 1973

³ <http://www.unwomen.org/en>

implementation-level implications for women's development. In the case of Punjab, a dedicated Women Development Department was established through specific provisions in the Provincial Rules of Business 2011. Clear responsibility delineation was made between the Women Development and Social Welfare Departments which were earlier functioning under a single umbrella of the Federal Women Development Ministry. Subsequently, the institution of a Women Ombudsperson was established in 2013 in pursuance to passage of the legislation, titled, "The Punjab Protection of Women against Harassment at the Workplace Act 2012". Similarly, as a mirror image of National Commission on Status of Women, the Punjab Commission on the Status of Women was also established in 2014⁴. The Commission has the primary mandate of serving as an apex research and knowledge development entity in all women-related themes at the provincial level besides undertaking advocacy, lobbying and performing watch-dog functions for supporting and complementing women development reform agenda of the Punjab Government. Major functions of Women Development Department in Punjab flow from Provincial Rules of Business and *inter alia*, include, leading on the legislative agenda, coordination with other departments for gender mainstreaming, gender responsive planning and budgeting, monitoring of national and provincial policies, provision of technical support and expertise for gender mainstreaming in all provincial government departments. In addition to these, the department is also overseeing implementation of the Women Empowerment Packages alongside its own development portfolio. Last but not the least, the Chief Minister Punjab has also established a dedicated "Task Force" for facilitating the coordination of inter-agency Women Empowerment Initiatives within the framework of PWEPs and international commitments; to ensure linkages with broader national/international partners; and to showcase the endeavours of the Punjab Government to UN and other international agencies in a holistic manner.

II – Need for Women Development Policy

The purpose of public policy is to provide a package of actions and strategies that a government (federal or provincial) implements through institutional instruments to achieve Constitutional and political objectives. This is notwithstanding the fact that the Punjab

⁴ PCSW Act, 2014

Government has introduced a large number of laws for supporting the cause of gender mainstreaming and women development in the province. These include the Punjab Fair Representation of Women Act, 2014, the Punjab Land Revenue (Amendment) Act, 2015, the Punjab Partition of Immovable Property Act, 2013, the Punjab Reproductive, Mental, Neo-Natal and Child Health Authority Act, 2014, The Punjab Maternity Benefits (Amendment) Bill, 2015, the Punjab Free and Compulsory Education Act, 2014, the Punjab Protection of Women against Violence Act, 2016 and the Punjab Family courts (Amendment) Act, 2015.

Despite an impressive resume of legislative reforms for women empowerment, the province of Punjab has not produced a coherent and comprehensive province-level Women Development Policy. This has been identified as a crucial missing link in a large number of research and diagnostic studies, undertaken by national and international entities. The latest Punjab Women Empowerment Package 2017 approved by Punjab Government required Provincial Women Development Department to initiate urgent measures for putting in place a Women Development Policy in the province. As major advancements have already been made in the area of legislative reforms for furthering the cause of gender mainstreaming and women empowerment, it was deemed crucial to develop the "**Punjab Women Development Policy**" for addressing the whole range of women development concerns and challenges in line with the spirit of the Constitution, Pakistan's international commitments and priorities of the provincial government to pursue the goal of gender mainstreaming and women empowerment in Punjab.

It is against this backdrop and in line with the stipulations and mandate accorded to the Punjab Women Development Department as Administrative Department under the Punjab Government Rules of Business that the **Punjab Women Development Policy** has been developed. Punjab Women Development Policy will simultaneously further the cause of national level commitments on gender mainstreaming besides deepening and strengthening Pakistan's commitment towards the whole body of international treaties on protecting and safeguarding women rights.

III- Vision, Goals and Objectives of the Policy

1. **Vision:** A gender-sensitive Punjab, where women and men enjoy equity and equality in all walks of life; women and girls are able to fulfill their roles towards achieving and enjoying individual and collective well-being, development and prosperity without any explicit or implicit discrimination.
2. **Mission:** To provide an enabling women development framework which supports inclusive governance and development in Punjab. The purpose of which is to ensure equal rights and opportunities for women, alongside men, at the level of family, community, workplace and across all state apparatus.
3. **Goal:** To eliminate and systematically eradicate all manifestations of explicit and implicit gender discrimination across all spheres of society including governance, development and livelihood.
4. **Objectives:** To achieve the above vision, mission and goal, the following core objectives of the **Punjab Women Development Policy** have been identified across priority areas in line with the provincial government's social developmental agenda and roadmap.
 - i) **Women Related Constitutional, family and Legal Rights are completely honoured:** To ensure that women development provisions contained within the Constitution of Pakistan, international commitments and Punjab's provincial legislation are fully adhered to, honoured and complied with across all spheres of the Punjab Government.
 - ii) **Ensuring Women's Greater and Effective Political Empowerment and Decision-making:** To ensure that women in Punjab are allowed equal and unhindered opportunities to enjoy and exercise their democratic as well as socio-political rights. This encompasses entitlements in decision-making and democratic processes at all levels of governance and society, including, but not

limited to, provincial assemblies and elected local governments.

- iii) **Women and Economic Empowerment:** To ensure opportunity, equality and equity for increasing and incentivizing workforce participation of women alongside men in the economic spheres, development programs and processes in Punjab to explicitly respond to the challenges faced by women in accessing economic opportunities.
- iv) **Women and Education:** To promote and facilitate equal and prompt access to education for girls alongside boys including retention at all levels of universal and quality education. Secure access to training and skills development opportunities for women and men for enhancing their economic wellbeing and productivity at the level of the formal as well as informal work and marketplace.
- v) **Women and Health:** To promote and operationalize a life cycle approach to high quality and affordable health service delivery and care for women alongside men with a particular focus upon maternal health, women's reproductive rights and immunization outcomes.
- vi) **Women and Vulnerability Amelioration:** To work with civil society and communities and men and boys to eliminate discriminatory behaviors and transform negative and discriminatory attitudes at the social and institutional levels.
- vii) **Gender-based Violence:** To ensure that existing and prospective legal and procedural laws be employed for combating and comprehensively eliminating all forms of gender-based violence. This includes tackling injustices against women through the active inclusion of justice sector institutions (courts, bars, police, prosecution, district administration, local governments and correctional services).

- viii) Women and Climate Change:** To support women, men and families especially those living in fragile ecosystems, against the adverse impacts of climate change. This will be achieved through enhancing gender responsiveness of natural resource management planning and climate resilient mitigation and Disaster Risk Reduction Strategies.
- ix) Supporting Gender-Disaggregated Data Generation, Evidence Gathering, Knowledge Dissemination, Advocacy and Reporting:** To strengthen existing, and introduce additional collection and reporting on gender-disaggregated data. The data will support efforts for promoting advocacy, watchdog, research and knowledge development functions on themes of gender mainstreaming and women empowerment.

IV- Guiding Principles of Punjab Women Development Policy:

The Punjab Women Development Policy has been predicated upon a number of overarching principles, which have been drawn from national and international best practices. These principles are meant to guide and inform the implementation of the policy through inculcating a sector and society-wide understanding and appreciation for the philosophy of gender mainstreaming. Similarly, each of the sector strategies has been linked with sectoral MTFD and ADP targets and vision in Punjab⁵. The guiding principles are as follows;

- a) Affirmative Action:** Deeply embedded gender discrimination requires more than a set of policy pronouncements and actions to tackle its root causes. A comprehensive set of prioritized, front-loaded and targeted interventions are needed to deliver results and gain traction. Affirmative action should be time-bound and prioritized by Punjab Government and other stakeholders to deliver fast-track and rapid results from policy stipulations.

⁵ Punjab Medium Term Development Framework, 2017-20

- b) Cross-Sectoral Justice for women:** This policy is designed to provide equal benefits to women, alongside men, so that all citizens are able to reap the benefits of development in a fair and equitable manner.
- c) Women-Focused Governance including Planning and Development:** The Province of Punjab is well-advanced in its pursuit of a comprehensive and cross-sectoral development reform agenda through Punjab's Vision 2025. Job creation through rapid growth and industrialization form the major pillars of this developmental agenda. The Punjab Women Development Policy seeks to ensure that benefits of growth, industrialization, and development and livelihood improvements are targeted towards all sections of society particularly for vulnerable groups such as women and girls. It is critical that all development processes, resource allocation decisions and public financial management systems effectively address women-related concerns and priorities.
- d) Non-Discrimination and Inclusiveness:** The Punjab Women Development Policy has been developed in recognition of the complementarities between the concepts of 'non-discrimination' and 'inclusiveness'. Anti-discriminatory gender policy must address and be responsive to the principles of inclusiveness. Such principles facilitate development of societal norms and behaviors which challenge retrogressive notions of selective treatment on the basis of sex, cast, creed, age, disability, religion, cultural orientation or geographical location. It is for this reason that the policy will strive to promote a culture and behavioural value system which is inclusive and non-discriminatory as well as being gender-sensitive.
- e) Networking and Partnerships:** The Punjab Women Development Policy will be designed and implemented through a participatory approach that prioritizes networking amongst diverse stakeholders within the women development sector. Forging meaningful partnerships shall act as a guiding principle and cardinal pillar to ensure complementarity of approach as well as avoiding duplication of effort. This will allow all parties to

have a common vision of the gender mainstreaming agenda. Networking and partnership building using interdisciplinary approaches will be designed to lead to the development of knowledge and research products and tools for informing sector policies on gender mainstreaming.

V-Punjab Women Development Policy – Constituent Strategies:

The policy priorities of the Punjab Women Development Policy will be pursued through a range of sectoral strategies. These strategies correspond to each of the policy priority areas within the provincial institutional architecture.

A: Women’s Political Empowerment and Rights-based Governance:

Article 25 of the Constitution states that all citizens are equal before the law and that discrimination is illegal. This general provision is supplemented by a number of specific Articles. Article 27 prohibits discrimination in appointments in the service of Pakistan on the basis of gender unless a service or post entails performance of duties and functions that cannot be adequately performed by members of another sex. Article 26 of the Constitution prohibits discrimination on the basis of sex with regard to access to public places not intended for religious purposes. However, all articles allow the state to make special provision for women and children. Therefore, affirmative action or discrimination in favour of women can be exercised to enable women and children to obtain equality. The State is required to take actions to ensure full participation of women in all spheres of life. Article 37 further requires the State to ensure that women and children are not employed in vocations unsuited to their age or sex, and that formal employment includes maternity benefits for women. Article 32 requires the State to make special representation for women in local government institutions.

Policy Objective: Ensuring fast track and comprehensive implementation and operationalization of constitutional and legal provisions on gender mainstreaming including the fulfillment of targets on gender mainstreaming as set out in provincial, national and international commitments.

Policy Strategies & Responsible Institutions:

- i.* Disseminate in easy-to-understand national and local languages as well as through local electronic media, all gender justice and gender mainstreaming provisions of constitution and legislative framework for broad-based understanding **(WD Department)**.
- ii.* Undertake a gender audit of all existing relevant legislation in Punjab with a view to identify gaps and recommend improvements **(Law Department, PCSW)**.
- iii.* Undertake measures to integrate gender mainstreaming actions and activities within existing institutional frameworks of provincial government departments especially in the areas of planning, budgeting and performance monitoring **(All Provincial Government Departments, led by WD Department)**.
- iv.* Undertake stakeholder consultation and in-depth sector review for highlighting areas requiring gender affirmative action. This can be achieved through a time-bound and costed gender affirmative action plan **(WD Department, P&D Department)**.
- v.* Stock-take of existing legal anomalies, discriminatory legal provisions, customs and societal practices which are counter-productive to women's empowerment and develop a roadmap to eliminate these bottlenecks **(PCSW)**.
- vi.* Ensure increased and effective participation of elected women representatives in local bodies' institutions as per statutory quota including house committees, monitoring committees at the district and tehsil levels; furthermore, ensure full participation of women in general and local government elections, through systematic monitoring of electoral processes **(LG&CD Department, WDD)**.
- vii.* Compliance with and meticulous adherence to jobs and capacity building quotas for women workers and government employees as per laid down and approved policies and legal provisions **(WD Department, S&GAD Department)**.

B: Women and Education / Skills Development:

The Punjab Government is pursuing a vision of universal primary enrollment for boys and girls. This includes retention of all enrolled students in age group 5-16, gender parity and improvement in education standards and improved access to quality education. The Education Sector Policy includes, "gender-based parity" as one of its over-arching pillars while several policy objectives are also geared towards ensuring gender mainstreaming through improved educational outcomes. The policy places equal emphasis on boys and girls as students as well as teachers.

Policy Objective: To ensure equal access to boys and girls in school education opportunities, retention at all levels of schooling for improved learning outcomes and placing equal emphasis on female teachers in 'teacher capacity' enhancement interventions.

Policy Strategies:

- i.* Identify and include requisite actions in ADP and regular departmental budgets for supporting fulfillment of all constitutional, legal and policy stipulations and obligations related to education promotion for all without any sex-based discrimination **(SE Department, P&D Department)**.
- ii.* Design and implement programs for 100% enrollment and maximum retention of girls students at all levels of school education in urban as well as rural areas **(SE Department)**.
- iii.* Creating incentives for the participation of women and girls in pursuing science as well as vocational education opportunities both through formal as well as informal means of education **(SE Department, TEVTA, P&D Department)**.
- iv.* Design and deliver affirmative action targeting education and skills development for women and girls students with a special focus for ensuring inclusion of marginalized and vulnerable groups in lesser developed districts of Punjab **(SE Department, TEVTA, WDD)**.

- v. Ensure equality of opportunities for boys and girls in accessing ICT and computer literacy **(PITB, SE Department)**.
- vi. Enhance gender balance and maximize female participation in teacher training (including in TVET) and professional development programs implemented by local as well as provincial governments **(DSD, SE Department)**.
- vii. Design a comprehensive development program including outreach and awareness program at the provincial level for removing formal, informal and societal barriers against female education and for ensuring gender parity in accessing schooling opportunities **(SE Department, WDD)**.
- viii. Ensuring all education management policies including teacher recruitment, school rationalization, in-service capacity-building safeguard rights and concerns of girl students and teachers **(SE Department)**.
- ix. Designing and implementation of focused efforts for gender sensitization of teaching staff, contents of learning material and methodologies for removing barriers and constraints to healthy learning environment for girl students in the schools **(SE Department, WDD)**.
- x. Priority availability of basic facilities for female teachers and girl students (separate washrooms, latrines, rest areas etc.) in all government-run schools from 2018 onwards **(SE Department, P&D Department)**.
- xi. Development of a module on menstrual health focusing on sensitization of teachers and students **(Health Department, WDD, SE Department)**.
- xii. Continuous stock-take and audit of various affirmative instruments (subsidies, voucher schemes, free books etc.) which have been put in place for improving girl student participation in school education activities **(SE Department)**.

- xiii. Creating opportunities & enabling environment for girls/women in unconventional sectors (e.g., transport, power, disaster, mechanical & auto industry etc.)
- xiv. Linkages between skill training & industrial growth should be the key priority. Without expanding the industry it may be difficult to ensure wide spread induction of newly skilled women.
- xv. The industry should also be ready to absorb the huge numbers of skilled women labour force.
- xvi. Social security network may be enhanced to cover the women working in medium and small public / private organizations.
- xvii. It may be useful to review the industry policies especially in the unconventional sectors, identify the gaps & propose strategies & actions to bridge those gender gaps

C: Women and Health:

The Health policy of Punjab Government has a vision to ensure access to primary, secondary and tertiary healthcare facilities for all. The healthcare system should be effective, efficient and fully catered to the needs of all sections of society. The Provincial government's vision for health sector reforms has been articulated through a policy which ensures equal access to adequate and quality healthcare as a matter of right for every citizen covering preventive, promotive and curative healthcare regime. More specifically, the Punjab health policy seeks to mainstream and complement the role of public as well as private healthcare sectors for providing low-cost, high quality and affordable health services for all.

Policy Objective: To transform and reconfigure healthcare system in Punjab as gender sensitive, covering all aspects of promotive, preventive and curative health services for reducing burden of disease for both women and men.

Policy Strategies:

- i. Gender-sensitive and measureable impact assessment of health-related SDGs through inclusive interventions for lowering the burden of disease in Punjab for women alongside men (**Health Department, P&D Department**).

- ii. Sharpening and documenting the focus of Minimum Service Delivery Standards regime in primary, secondary and tertiary healthcare for women alongside men across Punjab including cancer screening and mental healthcare **(Health Department, Punjab Healthcare Commission, P&D Department)**.
- iii. Operationalize a system to track and monitor gender inequalities in access to health service delivery in the lesser developed regions of the province especially for the vulnerable sections of society **(Health Department, P&D Department)**.
- iv. Undertake regular gender audits of provincial health sector reform programs for identifying and addressing gender gaps and missing areas/linkages **(Health Department, P&D Department)**.
- v. Advocacy and stakeholder consensus-building for ensuring requisite budgetary allocations to remove gender disparities in terms of access to universal healthcare for all **(WDD, PCSW, Finance Department, P&D Department)**.
- vi. Development of a comprehensive road map for addressing existing gender-based gaps in health service delivery covering the areas of women's reproductive rights, maternal and child health services in the province **(Health Department)**.
- vii. Introducing gender parity in meeting food security and malnutrition challenges for women in the province through targeted and high impact interventions across Punjab **(P&D Department, WDD, Health Department)**.
- viii. Ensuring equitable and gender-sensitive provision of WASH and Population Welfare Services in urban as well as rural areas for women alongside men **(Health Department, PHE Department, LG&CD Department, P&D Department)**.
- ix. Collaboration with Population Welfare Department for smooth implementation of Population Welfare Programs with a primary focus on Women.

D: Women, Poverty Reduction & Economic Empowerment:

The Punjab Government is pursuing a vision of a secure, economically vibrant and industrialized province which is prosperous and competitive. The economic development and growth vision of the province is sought through the creation of an enabling environment for productive and private sectors of the economy to play their role in employment generation, increased income, skill development and high value growth. The inclusion of women is integral to the successful achievement of this economic development vision. Women have a highly pertinent role in several productive sectors including agriculture, livestock and small industries. It is in this context that gender inclusion in terms of provision and utilization of economic empowerment opportunities forms a cardinal pillar of the economic empowerment roadmap of the provincial government.

Policy Objective: To ensure gender balance and equality of access and opportunities for women across all economic empowerment initiatives of the provincial government as well as in informal sectors **and to reduce labour market distortions and discriminations against women to enhance female labour force participation (FLMP)**

Policy Strategies:

- i.* Lobby and seek stakeholder consensus for gender sensitive economic growth and development in Punjab **(P&D Department, PERI, and WD Department)**.
- ii.* Gender parity in access to economic and entrepreneurial opportunities in provincial developmental policies and interventions **(Industries Department, TEVTA, and P&D Department)**.
- iii.* Design and implement affirmative action initiatives for enhancing business skills and competencies in access to finance, land, other productive resources and technologies for women alongside men **(P&D Department)**.
- iv.* Identify and put in operation interventions for improved performance and nurturing of Small & Medium Scale Enterprises (SMEs) for both men and women. Establish mechanisms to particularly support young women in trade

and entrepreneurship across Punjab (**Finance Department, P&D Department, and TEVTA**).

- v. Periodic implementation of a comprehensive framework for monitoring gender disparities in key economic growth sectors through economic empowerment indicators by employing gender sensitive research and survey tools and systems (**P&D Department, PERI**).
- vi. Enhancing proportion of women workers in provincial work force as well as access to more productive and profitable work opportunities without any sex-based discrimination (**Labour Department, WDD, Industries Department, P&D Department**).
- vii. Boosting women's financial inclusion through enhancing their preferential and targeted access to instruments such as financial services, micro-credit sources including Akhuwat, vulnerability insurance etc. (**P&D Department, Finance Department**).
- viii. Ensuring adherence to trade union and CBA-based entitlements and rights of women labour and workers in formal as well as informal sectors (**Labour Department, District Governments**).
- ix. Stock take and audit of provincial labour laws and policies for ensuring access of women workers to laid down benefits besides safeguarding against harassment and discrimination at workplace (**Labour Department**).
- x. Facilitating women agriculture workers through women-focused extension services covering agriculture, livestock, poultry and sustainable forestry with the objective of enabling women to receive enhanced benefits from their activities (**Agriculture Department, Livestock Department**).
- xi. Providing safety and support to female home-based workers against economic exploitation (**Social Welfare Department, Labour Department**).

- xii. *Amending fiscal policies to reduce family-bases taxes with individual taxation to reduce female taxation burden and enhance female participation in small-scale services activities (PRA, Labour Department, BOR)*

- xiii. *Gender Mainstreaming of labour market regulation and inspection regime to make it more responsive to peculiar needs of female labour (Labour Department, WDD, Industries Department)*

- xiv. *Revising maternal leave, maternal benefits and family social security systems to boost women’s labour force participation through enhanced incentives (S&GAD, Industries Department, Labour Department, WDD)*

- xv. *Improving quality and affordability of workplace child care facilities and services for encouraging greater women participation in economic activities (WDD, P&D Department, Social Welfare Department)*

- xvi. *Removing hurdles and simplifying systems of identity and ownership documentations for women for removing anti-women market distortions which discourage women participation in labour force (BOR, Home, WDD)*

- xvii. *Remove labour market discriminations and economic sector distortions for enhancing women’s access to credit, labour market opportunities and entrepreneurship at all levels (Finance, Labour, WDD)*

- xviii. *Introducing system of flexible working hours to enable women to balance their work place demands with their traditional, family-based responsibilities (Labour Department , Industries Department, WDD)*

E: Gender-based Violence:

There are a number of specific offences which have been defined in terms of violence against women in the Pakistan Penal Code⁶. Key penal provisions are section 354 (assault or use of criminal force to woman with intent to outrage her modesty), 354A (assault or use of criminal force to woman and stripping her of her clothes), 365B (kidnapping, abduction or inducing woman to compel for marriage), 366A (procurement of minor girl for illicit intercourse) and 366B (importation of girl from foreign country for illicit intercourse). Further all cases of hurt caused by corrosive substance or attempt to cause hurt by means of corrosive substance (acid) must be tried under the Anti-Terrorism Act. While the provision is gender neutral most of these cases involve women victims. The Punjab Protection of Women Against Violence Act, 2016 provides for a mechanism to protect women who have been subjected to violence through protection, residence and monetary orders. The VAW Act also establishes centers for violence against women which both act to protect battered women as well as bring those to justice who have committed violence against women.

Policy Objective: To minimize and ultimately eliminate all forms and manifestations of Gender Based Violence in Punjab.

Policy Strategies

- i. Develop and adhere to a province-wide policy of zero tolerance against all instances of Gender-Based Violence ***(Social Welfare Department, Home Department, Police, WDD)***.
- ii. Enhancing and deepening awareness and sensitization amongst all members of society for fighting against gender disparities and gender-based violence ***(Home Department, Law Department, WDD, Social Welfare Department & PCSW)***.
- iii. Reviewing, and where appropriate, re-configuring existing legal and institutional framework covering systems and institutional structures. Encompassing, but not limited to, courts, police, parole, prison, correctional services etc. for

⁶ Punjab Penal Code, Act XLV of 1860

minimizing sex-based discrimination in instances of gender based violence in Punjab **(Home Department, Police, WDD, PCSW)**.

- iv. Design systems and institutional mechanisms for undertaking periodic gender safety audits and gender-related evidence based research and documentation for highlighting and documenting all forms of Gender Based Violence with a view to complete elimination across the province **(WDD, PCSW, Law Department, Home Department)**.
- v. Nurture women caucuses and stakeholder platforms for regular stock-take, debate and advocacy on all issues related with incidence of gender based violence and adoption of measures to minimize its incidence **(WDD, PCSW)**.
- vi. Increasing numbers of women judges, police officers, prosecutors and lawyers for specifically catering to rule of law and justice sector needs of victims of violence against women **(Home Department, S&GAD, WDD)**.
- vii. Devising programs for improving conditions of female inmates in prisons and targeting benefits of justice sector correctional services (probation, parole etc.) towards women **(Home Department)**.
- viii. Ensure provision and oversight of victim-services including help lines, counselling, medical examination, legal aid shelters and wider dissemination of victim advocacy toolkits **(PCSW, Women Protection Authority)**.
- ix. Ensuring presence of women police officials at all police stations across Punjab to encourage women to register cases of violence **(Police, Home Department)**.

F: Women and Climate Change:

Government of the Punjab is firmly committed to undertaking requisite mitigation and adaptation measures for ameliorating and minimizing the adverse impacts of climate change. The Government of Pakistan is committed to the attainment of SDG addressing

environmental sustainability⁷. In order to achieve these objectives, the Provincial Government is pursuing targeted interventions through several departments including the Environment Protection Department, Forestry, Agriculture and HUD & PHE departments. The Provincial Government is fully cognizant of the fact that vulnerable groups of society, including women, are more susceptible to adverse impacts of climate change, particularly through the erosion of livelihood opportunities for communities residing in marginal ecosystems. It is for this reason that the provincial development portfolio aims to protect vulnerable sections of society against the negative impact of climate change-induced degradations and disasters.

Policy Objective: To enhance gender responsiveness of climate change, environment and natural resources management strategies in the province especially through climate change adaptation and disaster risk reduction initiatives.

Policy Strategies:

- i.* Stock take and gender audit of provincial climate change and natural resources management policies and strategies to identify policy and implementation gaps for enhancing participation and benefit sharing for women **(Environment Department, Forestry & Wildlife Department, WDD).**
- ii.* Undertake and institutionalize knowledge development and research for collecting gender disaggregated data and gender profiling to inform planning and development processes. This will facilitate the design and implementation of interventions of climate change resilience for vulnerable sections of society including women **(P&D Department, Environment Department, Forestry and Wildlife Department, WDD, PCSW).**
- iii.* Capacity building of government organizations, civil society, NGOs and media for ensuring gender mainstreaming across all provincial level climate change policies, programs and interventions **(Environment Department, P&D Department, WDD).**

⁷ SDG Agenda 2030, UNDP

- iv. Ensure National Climate Change Policies and reporting systems fully incorporate and cater to gender concerns in Punjab with reference to international climate change related treaties and protocols to which Pakistan is a signatory **(Environment Department, P&D Department, WDD).**
- v. Ensure maximum participation of vulnerable communities without gender discrimination for equitable benefit sharing from sustainable development and natural resource management interventions and opportunities **(P&D Department, WDD).**
- vi. Enhancing equitable resilience of women and men living in vulnerable ecosystems against climate change-induced disasters through employment of gender responsive disaster risk reduction and resilience mechanisms **(PDMA, P&D Department, WDD).**

G – Women and ICT:

Policy Objective: To maximize benefits from Information Technology promotion for women including students, workers and entrepreneurs in Punjab.

Policy Strategies:

- i. Increasing access of ICT-based innovations to women in health, education and economic empowerment sectors in the province **(PITB, WDD).**
- ii. Facilitate women entrepreneurs for exploring and undertaking increased business opportunities by employing ICT-based services and products without any gender-based discrimination **(PITB, P&D Department, WDD).**
- iii. Increase availability of ICT solutions and products to girl students and professionals in education and government institutions for enhancing their productivity and broadening their professional development opportunities **(PITB, SE Department, P&D Department).**

- iv. Increase opportunities for women in ICT training and ICT-related start-up interventions (**PITB, WDD**).

VI- Institutional Framework for Implementation, M&E of Punjab Women Development Policy:

Implementation: In line with the spirit of Punjab Government Rules of Business, 2011⁸, the Punjab Women Development Department has overall responsibility for ensuring and tracking implementation of and adherence to the Punjab Women Development Policy. Policy strategies encompass all major sectors in the provincial government. Therefore a holistic and interlinked approach during implementation will be the key to its success. During this process, all relevant institutions including Provincial Commission on Status of Women and Chief Ministerial Task Force on Women Development will need to play their mandated role under overall supervision and oversight of the Provincial Women Development Department. In terms of implementation, the Women Development Department, in collaboration with other stakeholders, shall lead the process of development of a short (1-2 years), medium (3-4 years) and long term (5-10 years) **Action Plan** with clearly defined outputs, outcomes and monitoring indicators for implementation of the policy. It is important to note the Punjab Women Development Policy is not designed to replace existing sectoral policies; instead it seeks to complement and contribute to sector policies through a multi-stakeholder, gender responsive policy framework which is geared to reduce gender disparities in Punjab. It is only through forging meaningful institutional partnerships and nurturing outcome synergies the cherished goals of the Punjab Women Development Policy (which are aligned with the overall constitutional, policy and legal framework for gender mainstreaming and women empowerment in Pakistan) can be realized.

Policy stakeholders include Women Development Department, Provincial Government Departments, Punjab Commission on Status of Women, Local Governments, International Development Partners, Politicians, Media, Gender CSOs/NGOs and Common Citizens especially girls and women.

⁸ Punjab Government Rules of Business, 2011

Monitoring and Evaluation (M&E):

M&E of Punjab Women Development Policy will be collective responsibility of each institution/department/organization as shown against each sector strategy. Government has already notified "Departmental Focal Persons" in major Provincial Government Departments for acting as link with Women Development Department. WDD shall facilitate in developing a reporting format for each of the sector, covering all sector-specific strategies/interventions under the policy. Departmental Focal Person in collaboration with WDD will be responsible for collection and sharing of "Policy Adherence" information at periodic intervals (quarterly basis) which shall be compiled by WDD. These quarterly compliance and stock-take reports will be used to develop concise and evidence-based annual progress reports covering all aspects of Punjab Women Development Policy. Feedback will also be elicited by WDD from P&D and Finance departments for assessing the level of resource mobilization/utilization against laid down gender-related investments in various sectors. Annual Reports based on M&E system shall be shared with all stakeholders including civil society, NGOs and International Development Partners for sharing progress updates on Punjab Women Development Policy for awareness, advocacy and constant improvement as per national and international commitments.

Data Collection on Progress/Compliance of Punjab Women Development Policy:

Putting in place a robust, reliable and transparent data collection and reporting system will be the key to successful adherence to Punjab Women Development Policy. For this purpose, devising improved data collection strategies alongside plugging existing gender reporting gaps will be crucial. To achieve this objective, WDD will need to play lead role through mutual collaboration and enlisting support of leading academic institutions. Priority data collection focus shall cover women's political participation, governance, poverty reduction, gender-based violence, health & education etc. with a view to provide evidence of progress and an impetus to policy development.

Following steps are proposed for strengthening gender-based data collection in Punjab.

- i. Tweaking MICS and other socio-economic survey instruments for provision of women-focused quantitative data.

- ii. Agreement between WDD, sector departments and P&D for defining monitoring indicators for each of the strategic area interventions as per the Women Development Policy Implementation Action Plan; such indicators will be time-bound and qualitative as well as quantitative.
- iii. Re-designing provincial ADP/Budgetary reporting templates for collection of "gender-disaggregated data.
- iv. Recourse to "Gender-Responsive Budgeting and Planning Regime.
- v. Developing methodologies and benchmarks for assessing access and quality of social sector services for women and girls in the province.
- vi. Provision of resources for undertaking periodic and sector-specific gender audit and assessments for informing sector policy discourse.
- vii. Holding of periodic evidence collection and dissemination sessions with NGOs, CSOs, International Development Partners and Academics for seeking validation of results from gender-related data collection and reporting systems.

Institutional Architecture: The Institutional framework below outlines broad and generic roles and responsibilities of various institutions in the province towards meaningful implementation of the **Punjab Women Development Policy**. Each of the responsible institution will be tasked with performing sector-specific **monitoring and reporting roles** across various thematic areas of the policy and the Sector Action Plan which will be developed following approval of the Punjab Women Development Policy.

INSTITUTIONAL RESPONSIBILITIES FOR POLICY IMPLEMENTATION

Sr. No.	Implementing Institutions	Roles and Responsibilities
1.	The Punjab Women Development Department	<ul style="list-style-type: none"> • Developing a detailed Strategic Action Plan and establishing relevant structures for the implementation of the policy in consultation with the sector departments; • Developing a detailed Monitoring and Evaluation Framework and establishing targets and guidelines for achievement of desired results under the policy in consultation with all related departments; • Coordinating regular collection of gender disaggregated data on all aspects of the policy including implementation and impact evaluation; • Mobilizing resources and skills necessary for the successful implementation and dissemination of the policy; • Providing technical guidance and supporting all implementing departments, international development partners, sector NGOs/CSOs for smooth implementation and monitoring of the provisions of the policy; • Undertake coordination and reporting functions with respect to provisions of the policy at the national level including national, regional and international treaties, conventions and protocols to which Pakistan is a signatory; and • Oversee implementation of international commitments
2.	The Punjab Commission on the Status of Women	<ul style="list-style-type: none"> • Assist WDD in the implementation of Women Development provisions in the policy. • Investigating possible violations of rights relating to gender and recommending appropriate redress where rights relating to gender have been violated. • Conducting research into issues relating to gender and social justice, and

		recommending changes to laws and practices which lead to discrimination based on gender.
3.	Provincial Administrative Departments	<ul style="list-style-type: none"> • Ensuring sector policies and programs are gender responsive and provide technical guidance on integrating gender concerns during planning, sector budgeting, programming, monitoring and evaluation in consultation with WDD. • Monitoring progress towards implementation and achievement of Women Development policy objectives relevant to respective sectors; • Building in-house capacity of HR in respective organizations to ensure systematic integration of gender concerns. • Working closely with Women Development Department for collaboration on adherence to the policy. • Collecting and disseminating relevant information of gender statistics in line with the policy. • Providing progress reports to the relevant forums on the implementation of gender policy in their sectors.
4.	Provincial Finance and P&D Departments	<ul style="list-style-type: none"> • Ensuring that provincial development planning, PFM, budgeting and resource allocation decisions are fully reflective of gender mainstreaming policies of the provincial government.
5.	Provincial and Local Government Legislatures	<ul style="list-style-type: none"> • Ensuring women's political participation across all spheres of provincial legislation and policies.
6.	Civil Society / NGOs / Media	<ul style="list-style-type: none"> • Perform the role of demand side leaders in ensuring mainstreaming of gender concerns in all political and administrative decision-making processes and systems. • Articulating citizen voice and ensuring public participation for adherence to the provisions of Punjab Women Development Policy.

		<ul style="list-style-type: none"> • Provide 'watchdog' role for performing "whistle-blower" functions for gender mainstreaming objectives in Punjab.
7.	International Development Partners	<ul style="list-style-type: none"> • Engage political and administrative leadership in Punjab for collective pursuit of gender mainstreaming and women development through coordinated and consistent provision of donor funding and technical assistance. • Provide and disseminate best practices and evidence to achieve women development in Punjab.

ANNEXURE-I

Roles and Responsibilities of Punjab Women Development Department (Under the Punjab Government Rules of Business, 2011):

- Legislation, policy formulation and sectoral planning for women development.
- Transformation of the government into an organization that actively practices and promotes gender equality and women empowerment.
- Implementation of administrative and institutional reforms and departmental restructuring for promoting gender equality.
- Mainstreaming gender equality perspective across public policies, laws, programs, and projects by departments and agencies of the government with a focus on women empowerment.
- Promotion, coordination and monitoring of execution of national and provincial policies and commitments on gender reforms and women development.
- Provision of technical support and expertise for gender mainstreaming in all departments of the government and its agencies.
- Expansion of investment in women's socio-political and economic development to achieve the goal of gender equity.
- Collection of quantitative and qualitative data and conducting of research on the status of women in the Punjab to highlight issues at appropriate forum.
- Building of partnership with line departments, non-governmental and civil society organizations to deliver on the rights and entitlement of women.
- Pursuance of means and measures to increase participation of women in political process and encouragement of effective representation of women in political and administrative spheres.
- Collaboration with legal, judicial, law enforcement and other relevant governmental and non-government agencies to facilitate women's access to formal legal and justice system.

Roles and Responsibilities of Punjab Commission on the Status of Women (Under the Punjab Commission on the Status Women Act, 2014):

- examine policies, programs and other measures taken by the Government to materialize gender equality;
- review the Punjab laws, rules and regulations affecting the status and rights of women;
- sponsor, steer and encourage research to generate information, analysis and studies and maintain a database relating to women and gender issues;
- develop and maintain interaction and dialogue with NGOs, experts and individuals in society at the national, regional and international level;
- facilitate and monitor implementation of instruments and obligations affecting women and girls to which Pakistan is a signatory; and
- monitor mechanisms and institutional procedures for redress of violations of women's rights and individual grievances. This includes inspecting jails, sub-jails, Darul Amans and Women's Centers or other places of custody, where women and girls are kept.