

Suggestions on Women's Empowerment for Election Manifestos of Political Parties

Naheed Aziz & Tahira Abdullah


Aurat Foundation



Legislative Watch Programme for
Women's Empowerment (LWP-WE)

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We dedicate this handbook to:

- The voiceless groups and individuals striving for recognition as equal citizens in terms of access to basic services and development opportunities, and the realization of their human rights;
- Those brave girls, boys, women and men who continue to stand up and speak out, despite the risks and threats and allegations;
- The women and men who have devoted their lives to bringing about a fair and just deal for all Pakistani citizens, including promoting the empowerment of girls and women;
- The women in political parties who have taken bold initiatives, against all odds, to mainstream gender into party perspectives and enact progressive laws for women;
- Shahla Zia, who initiated the first such handbook in 2002, and who continues to remain a source of inspiration for generations.

“Hum dekhain gay, laazim hai keh hum bhee dekhain gay, woh din jiska waada hai, jo loh-e-azl pe likha hai, hum dekhain gay”

”ہم دیکھیں گے، لازم ہے کہ ہم بھی دیکھیں گے، وہ دن کہ جس کا وعدہ ہے،
جو لوح ازل پہ لکھا ہے، ہم دیکھیں گے“

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ACRONYMS

ADB	Asian Development Bank
ADP	Annual Development Plan
ADR	Alternate Dispute Resolution
APTMA	All Pakistan Textile Manufacturers Association
BHU	Basic Health Unit
CA	Constitutional Amendment
CAT	Convention Against Torture
CDWP	Central Development Working Party
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CNIC	Computerized National Identity Card
CPLC	Citizens-Police Liaison Committee
CPR	Contraceptive Prevalence Rate
CRC	Convention on the Rights of the Child
CSO	Civil Society Organization
DHQs	District Headquarters
DoHR	Department of Human Rights
DoSW	Department of Social Welfare
DoWD	Department of Women's Development
DWE	Directorate of Workers' Education
ECNEC	Executive Committee of the National Economic Council
ECP	Election Commission of Pakistan
EFA	Education for All
EOBI	Employees Old Age Benefit Institution
EPI	Expanded Programme on Immunization
ESSI	Employees Social Security Institution
EVAWG	Ending Violence Against Women and Girls
FATA	Federally Administered Tribal Areas
FSC	Federal Shariat Court
FWC	Family Welfare Centre
FWCW	Fourth World Conference on Women (Beijing, 1995)
GB	Gilgit-Baltistan
GBV	Gender-Based Violence
GDP	Gross Development Product
GII	Gender Inequality Index
GMC	Genetically Modified Crop
GMO	Genetically Modified Organism
GRB	Gender Responsive Budgeting

HBW	Home Based Worker
HDR	Human Development Report
HDI	Human Development Index
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
ICCPR	International Covenant on Civil and Political Rights
ICESR	International Covenant on Economic and Social Rights
ICMR	Infant and Child Mortality Rate
ICT	Information Communication Technology
ICPD	International Conference on Population and Development
IDB	Islamic Development Bank
IDP	Internally Displaced Person
IFI	International Finance Institution
ILO	International Labour Organization
IMF	International Monetary Fund
IMR	Infant Mortality Rate
IRO	Industrial Relations Ordinance
KP	Khyber Pakhtunkhwa
LFS	Labour Force Survey
LG	Local Government
JJSO	Juvenile Justice System Ordinance
MCH	Maternal and Child Health
MCHC	Maternal and Child Health Centre
MDG	Millennium Development Goal
MIS	Management Information System
MPI	Multidimensional Poverty Index
MNC	MultiNational Corporation
MMR	Maternal Mortality Ratio
MoLM	Ministry of Labour and Manpower
NDMA	National Disaster Management Authority
NADRA	National Database Registration Authority
NCCWD	National Commission on Child Welfare and Development
NCSW	National Commission on the Status of Women
NEC	National Economic Council
NFC	National Finance Commission
NGO	Non-Government Organization
NPA	National Plan of Action
NPDEW	National Policy for the Development and Empowerment of Women
PATA	Provincially Administered Tribal Areas
PBC	Pakistan Broadcasting Corporation

PCE	Pakistan Coalition for Education
PCSW	Provincial Commission on the Status of Women
PEMRA	Pakistan Electronic Monitoring and Regulatory Authority
PSC	Public Service Commission
PGR	Population Growth Rate
POPI	Poverty of Opportunity Index
PRSP	Poverty Reduction Strategy Paper
RH	Reproductive Health
RHC	Rural Health Centre
RHR	Reproductive Health Rights
SME	Small and Medium Enterprise
TFR	Total Fertility Rate
THQ	Tehsil Headquarter
UN	United Nations
UNDP	United Nations Development Programme
UNW	United Nations Women
VAW	Violence Against Women
VAWG	Violence Against Women and Girls
WB	World Bank
WHH	Woman-Headed Household
WHO	World Health Organization
WWF	Workers Welfare Fund
WTO	World Trade Organization

FOREWORD

The journey of Pakistani women towards empowerment and attainment of rights has faced many ups and downs. Despite progress achieved on several fronts, many longstanding basic issues remain unaddressed, while new concerns continue to arise because of emerging socio-economic and political developments in the national and regional context.

Prior to the 2002 elections, Aurat Foundation put forth a comprehensive set of recommendations to political parties to guide their manifesto formulation in the interest of empowering women. As the second subsequent political cycle comes to a close and looking ahead to the upcoming elections, Aurat Foundation considers it timely to review and document which of those recommendations still remain valid due to the absence of concrete legislative, social, economic and/or administrative actions taken in the last 10 years.

This is particularly important in view of momentous developments taking place over this period, such as, the passing of a few pro-women laws which still require effective implementation mechanisms, the devolution-oriented 18th Constitutional Amendment, the loss of governance opportunities at the grassroots due to the abrogation of the local government system, the rising incidents of religious extremism, militancy, intolerance and persecution of religious and ethnic minorities. Frequent humanitarian crises have resulted from environmental and conflict-related factors, while the economic downturn has negatively affected livelihoods and access to basic services. The State has also acquired new obligations on becoming a Party to additional international human rights Conventions.

This document is based on the deliberations at meetings which brought together representatives of government, political parties and civil society, besides academics, scholars and technocrats representing various disciplines, through a series of consultative meetings at Lahore, Karachi, Peshawar, Quetta and Islamabad, held under the auspices of the Legislative Watch Programme of Aurat Foundation this year. Most importantly, it brings insights from reports of consultations with women and men from the grassroots, organized by Aurat Foundation's Women Leaders Groups in nearly 30 districts of four provinces in 2010-11.

The document also benefitted from the recommendations which were developed through a consultative process steered by the National Commission on the Status of Women in 2011. It further gained information and insight from the suggestions which were adopted as Declarations and Joint Statements, at a number of conferences and consultation meetings organized by, as well as reports from, the Women's Action Forum/Karachi, HomeNet Pakistan, Hawwa, HRCP, Shirkat Gah, Simorgh, SAP-Pk, AGHS, SPO, SDPI,

Sungi, Rozan, Uks, PODA, the Pakistan Coalition for Education, Idara-e-Taaleem-o-Agahi, Funkor Childart Centre, Ethnomedia, CCE, CPDI, ASF, and several other organizations during the last two years. The focus of these meetings was on raising the visibility of issues pertaining to women and girls, and determining ways and means for political parties to ensure better realization of the rights of all societal groups, thus achieving better outcomes in terms of overall national development.

We join our colleagues in Aurat Foundation to thank and acknowledge the effort made by Naheed Aziz and Tahira Abdullah, the co-authors of this handbook, especially in taking on this challenging assignment at such short notice. They consulted innumerable reports and documents; sifting through them for relevant themes; identifying their past and present status; verifying facts and data; prioritizing sectors, themes and issues; researching, compiling, writing and editing, in consultation with Aurat Foundation and other relevant stakeholders. Both Naheed Aziz and Tahira Abdullah are development practitioners, and committed activists of the women's rights movement in Pakistan over the past three decades.

Shahla Zia had pioneered AF's "Manifesto Suggestions on Women's Empowerment for Political Parties" in 2002, when she worked with Tahira Abdullah, Sabira Qureshi and Shehnaz Ahmed to conceptualize and compile the handbook, co-authored and edited by Shahla and Tahira. These suggestions and recommendations were well received by the senior leadership of almost all the political parties and several of them incorporated many of the suggestions in their party manifestos. In 2008, Naheed Aziz made an insightful critique of several political parties' manifestos from a gender perspective on behalf of Aurat Foundation. Her report was ground-breaking in the sense that several other civil society organizations later conducted similar exercises, critiquing Political Party manifestos from their focused areas of work.

We would like to express our thanks and appreciation to all those, whose efforts have helped in furthering the dialogue on these issues and in providing the reference materials for this handbook. In particular, we are grateful to Aurat Foundation's Mahnaz Rahman, Shabina Ayaz, Nasreen Zehra, Haroon Dawood, Asim Malik, Mumtaz Mughal, Malka Khan, Shireen Aijaz, Shirin Javed, Anjum Rafiq, Shamaila Tanvir, Saima Munir, Nabeela Shaheen, Rubina Brohi, Ishfaq Mengal and Saima Javed for steering the process of dialogue at the grassroots level; Maliha Zia for compiling suggestions received from local communities and; Wasim Wagha for facilitating the work of the authors by providing them the required information, documents and reports, which we think, if put together with the authors' own reference materials, can set up a mini-library. *(Since the Bibliography is quite long, it has been omitted in this Handbook, but is available for those who are interested, in the electronic edition of the Handbook at AF website: www.af.org.pk)*

These recommendations, which relate to the legislative, policy, planning, and administrative aspects, reflect a clear consensus emerging from the various stakeholders' meetings as well as the documents consulted, but with substantive additional inputs by the authors.

These issues merit serious attention by the Political Parties, to ensure that their election manifestos, and their subsequent policies and programmes too, become more fully attuned to the needs, aspirations and rights of their constituents and electorates in general, and of women, girls and other disempowered sections of society in particular.

We hope that this effort will motivate and assist the Political Parties to update and revise their manifestos, and will serve as a guide for Civil Society to track the commitment of the Parties towards more just, egalitarian, progressive, rights-oriented, gender-balanced, and pro-poor governance.

Nigar Ahmad
Executive Director

Naeem Mirza
Chief Operating Officer

Aurat Foundation
Islamabad, November 2012

INTRODUCTION

The 1973 Constitution, which was enacted with remarkable consensus, declares, under the Fundamental Rights and Principles of Policy, the equality of all citizens, specifically stating under 25(2): “There shall be no discrimination on the basis of sex.” This is further elaborated in Article 26(1) which states that: “...there shall be no discrimination against any citizen on the ground only of race, religion, caste, sex, residence or place of birth.”

Both Articles also declare the principle of affirmative action thus: 25(3): “Nothing in this Article shall prevent the State from making special provision for the protection of women and children”; and 26(2): “Nothing in clause (1) shall prevent the State from making any special provision for women and children”; thereby reinforcing the principle.

However, these fundamental principles of equality and affirmative action have been negated by other Articles, clauses and retrogressive laws introduced over the succeeding years. As such, in practice the ability to enjoy human rights and access basic services differs among population groups, as per their sex, age, class, economic and educational status, occupation, ethnicity, religious and sectarian affiliation, and urban or rural place of residence.

National data provide clear evidence of significant gender disparities with respect to socio-economic-political indicators, with women and girls scoring lower than men and boys in human development indicators and gender empowerment measures, while the situation at sub-national levels is a cause for greater concern. Also, despite inadequate sex- and age-based disaggregation in data about the especially disadvantaged groups e.g., religious, sectarian, linguistic and ethnic minorities, the indigent, those living with disabilities, the internally displaced persons, bonded labourers, peasants, home-based workers, and those living in remote, underdeveloped, environmentally challenged or disaster prone areas, yet clear indications exist that among all such groups, women and girls are particularly disempowered, vulnerable and marginalized.

These disparities have contributed to globally placing Pakistan in the Low Human Development category. According to the 2011 Human Development Report, Pakistan’s Human Development Index (HDI) ranking was 145 out of 187 countries for which information was available, while its Gender Inequality Index (GII) ranking was 115 out of 146 countries for which relevant information was available. In the same year, according to the Multidimensional Poverty Index (MPI), 49.4% of Pakistanis suffered multiple deprivations while another 11% were at risk or vulnerable to multiple deprivations.

Rights-based, just and egalitarian national development requires that all citizens are provided the opportunities for self-development, to enable them to participate in the fruits of development and also to contribute optimally to national development goals. To ensure balanced and equitable development there is a need for special attention to the rights and needs of all societal groups, particularly the marginalized. Partially due to data deficiencies, but mostly due to the absence of political commitment and will, and also because of powerful vested interests, national development plans neither focus adequate attention on the needs of women and girls, nor do they include elements which can capitalize on their substantial unexplored human resource potential. This results not only in the violation of human rights of the vast majority of Pakistani women and girls, but also in under-achievement of national goals and objectives.

In order to create a supportive environment for the fulfilment of the rights of all citizens, and in adherence of Pakistan's binding commitment as a State Party to the Human Rights and other Conventions, all aspects of future Political Party manifestos need to be mindful of, and explicitly responsive to, the gender perspective. It is essential that Party manifestos build in a highlighted focus on gender-related concerns in the articulation of their Vision Statement; Goals; Objectives; and in the sections dealing with Human Rights; structural issues, such as Governance, the Economy, Poverty Reduction, Environmental Sustainability, Disaster Management, among others; and not simply focus on the social sectors such as Education, Health, Population and Social Welfare, to which girls' and women's concerns have traditionally been relegated almost exclusively, though often only on an incomplete, piecemeal basis.

At the same time as we recommend the demonstrated need to focus on special measures for gender justice and equality, and women's and girls' empowerment, we also see a need for all Political Parties' Election Manifestos to acknowledge a national imperative for far-reaching and wide-ranging structural change. Without this, neither can Pakistani women and girls be empowered, nor can the national development goals be met, nor can the economy be helped to regain its lost momentum, or the public infrastructure and institutions to shed their dysfunctionality, nor indeed can we rectify the shameful gaps between the haves and the have-nots, the feudal lords, tribal chieftains and their serfs, the religious lords and their devotees, the remunerated employed vs. the unpaid "family helpers" vs. bonded and forced labour.

The envisaged measures towards structural change include – for a start – land reform and egalitarian redistribution of land and agriculture policies; addressing the crying needs in basic infrastructure, including roads and bridges; energy; power; communications; water stresses in both agriculture and hydro-electric energy; climate change management and environmentally sustainable development policies. The technical expertise of rights-based civil society organizations, coalitions and individuals needs to be called upon by the election manifesto drafters, e.g. green economics and globalization initiatives for

organic farming, green cooperatives, water and climate change experts and anti-land grabbing coalitions.

In the energy and power sector, it has been amply demonstrated that numerous small dams are more environmentally sound, cause less human displacement and hefty compensation and resettlement issues, and also are economically preferable to one large dam (such as the hugely controversial Kalabagh Dam). Thus, we need to learn from the best practices and lessons learned in our neighbouring countries and worldwide. The Political Parties need to undertake stakeholder consultations, not just with provincial representatives, but also with major rights-based civil society coalitions, such as the people's network against large dams.

The absence of re-enactment and reactivation of the Local Government laws in all the provinces for over five years has dealt a heavy blow to local self-governance; women's opportunities for localized political participation and training; distribution and use of development funds at the local level; and increased accountability and transparency with good governance. Thus, the Political Parties need to ensure that their Manifestos seek to rectify these issues.

At the provincial and national legislative tiers, the Political Parties need to enunciate measures to strengthen the representation of the people's will through open, improved and effective Parliamentary Committees, public hearings and testimonies, research and evidence-based inputs, and comprehensive, informed debates on draft Bills before their enactment, irrespective of the strength of the treasury benches or the opposition. Women's inclusion and participation in each and every Committee must be made mandatory.

For the practical implementation of the Constitutional guarantee of the rule of law and access to justice, it is imperative that all illegal, un-Constitutional, inequitable and undemocratic informal or formal systems of dispensation of "justice" must be abolished, including those set up by military dictators to perpetuate their *de facto* not *de jure* regimes.

The unsustainably heavy price the people continue to pay for disproportionately high debt servicing and military expenditures needs to be revisited, rationalized and reduced, with a corresponding increase in longer term poverty reduction measures and social sector expenditures, especially in health, education and job creation.

The demerits of indiscriminate privatization, globalization, liberalization, deregulation, and corporatization are abundantly manifest, thus, the relevant recommendations in the following sections need close attention to be paid in the Parties' election Manifestos – not just because of the need to campaign for electoral votes, but more because it makes good economic and environmental sense, and most importantly, for the welfare of the people.

Likewise, it is high time for the Political Parties to take a courageous position and stand against the country's huge external debt and debt servicing to the International Financial Institutions (IFIs) and the unsustainable reliance on donor funds, presence and operations in the country, which come tied with anti-poor stringent conditionalities and anti-people structural adjustment policies imposed upon us.

In short, the system needs to be radically changed if the Will of the People is to prevail, not that of a tiny but powerful male elite, which has for too long captured for its own vested interests the State institutions, national resources and human strengths, at the cost of the supremacy of law and its uniform enforcement. We are supremely confident and optimistic that our vision for a just, egalitarian, democratic, tolerant, pluralist, diverse and progressive Pakistan for all its citizens – women, men, girls and boys – irrespective of sex, religion, ethnicity or geography, is not only possible, but is also attainable. All that is required is political will, intent and *bona fide* commitment.

Naheed Aziz and Tahira Abdullah

November 2012

The State and Governance

Recognizing that:

- The State has the ultimate responsibility to ensure good governance in the exercise of political, economic, fiscal and administrative authority at all levels; protect the rights of all citizens – women and men, girls and boys, particularly the less advantaged; and provide them access to basic services, a safe and secure environment, and maximum development opportunities.
- Good governance implies progressive and egalitarian laws and policies, honest administration, transparency, accountability, efficiency and responsiveness to the concerns and voices of all federating units, sub-national geographical, and diverse societal segments, while encouraging the voice and participation of the people, including the poorest and most vulnerable, in formulating decisions affecting them.

This requires:

- An over-arching and consistent commitment articulated in the Constitution to the realization of the equality of rights of all citizens without discrimination on grounds of religious, ethnic, gender, or parochial differences, notwithstanding the need to accord priority to affirmative action to bring marginalized groups at par with the more advantaged ones;
- Laws, policies, adequate resources, implementation measures formulated on the basis of credible data; monitoring mechanisms; ensuring that Constitutional Amendments and subsequent legislation do not negate the fundamental principles of justice, equality and non-discrimination;
- An unbiased maintenance of the rule of law, an enlightened, committed, honest and efficient human workforce, and an educated socially conscious and empowered public.

Overall Vision

The creation of a just and humane society, which shuns the misuse and exploitation of religion, elitism and parochialism, and is based on values and principles of respect for human rights, and equality of all citizens, regardless of their gender, race, religion, class, caste, ethnicity or language, as stated in Article 25 of Pakistan's Constitution.

To urgently address Constitutional, Legal, Political, Administrative and Societal anomalies and distortions, which negate the concepts of equality between citizens, the following measures are to be taken:

- Review and revise the Constitution to ensure that no Article/Clause negates the fundamental principle of equality and non-discrimination stated in Article 25;
- Repeal all laws which discriminate against and lead to the oppression of women, minorities and vulnerable groups living in remote, rural or urban slum areas, which create socio-economic impediments for them, and thus the country's progress and well being as a whole;
- Expedite action on long-delayed legislation e.g., enact the Child Protection and Domestic Violence Acts, enact 18 years as the age of adulthood/majority for girls as it is for boys; and, legislate the citizenship rights of women who have foreign spouses at par with men in similar relationships.
- Extend the ambit of national laws and the superior judiciary to FATA, PATA, G-B, Balochistan "A" and "B" areas, and eradicate the latter categories as being unjust;
- Ensure that the legislative prerogative belongs only to Parliament, the Provincial Assemblies and democratically elected, civilian representatives;
- Ban alternative "judicial" systems such as *jirgas* and *punchayats*; and take strict punitive action in cases where they continue to appropriate the judicial prerogative;
- Institute a Uniform Civil Code to replace several different personal status laws, to ensure the legal and social equality of all Pakistani citizens, regardless of their creed, sex or class;
- Establish systems to ensure the implementation of the positive clauses of recently-enacted laws which address discrimination or violent crimes against women and girls; and review and amend as necessary the remaining lacunae in such laws;
- Revive the Local Government system and give it recognition and protection as the third tier of government to ensure the large-scale participation of grassroots women and men in governance;
- Create conditions and set increased quotas to protect and enhance the right of women and minorities to representation in politics and the public sphere, and increase the number of men/women representatives of minorities, peasants, workers, Balochistan and FATA at all levels of governance;
- Ensure that women's fundamental and autonomous citizenship right to a Computerized National Identity Card (CNIC) is not denied under any circumstances, and take urgent steps to provide CNICs to all women and youth with a special focus on:

- those living in remote areas and denied this right due to cultural as well as practical constraints (cost, access, mobility);
 - girls reaching the eligibility age shortly prior to the elections, and;
 - those displaced due to environmental or conflict-related emergencies.
- Ensure that the legal frameworks, policies and institutional mechanisms are in harmony with the principles and provisions ratified in the international covenants;
 - Ratify other critical international instruments (including Optional Protocols), which have human rights and development-oriented implications; and create wide public awareness about the provisions of such agreements and their implementation;

To foster an environment of tolerance and peace, end the ‘VIP culture’, and check the rising tide of extremism and violence in society, the following measures are to be taken:

- Ensure that laws and policies are devised and governance is exercised without use and/or exploitation of religion, recourse to corruption, or favouring the influential elite;
- Launch sustained mass-awareness campaigns to: address social practices and negative traditional customs which discriminate against girls, women and minorities, oppose girls’ education, deny women’s equal right to vote, or engage in productive work outside the home, or participate in cultural, recreational and sports activities; inculcate values of inter-faith and inter-ethnic harmony, peace and tolerance; and, build these values into educational systems, curricula and textbooks;
- Take urgent steps to restore the rule of law; enforce feasible measures to de-weaponize the entire country; disband and disarm all illegal/private militias - sectarian, religious, political or ethnic; ban the issuance of arms licenses for prohibited bore weapons to civilians; address the urgent issue of missing persons through involuntary or enforced disappearances and extra-judicial killings; institute strict preventive and punitive action against violent protests which result in the loss of life and destruction of private and public property;
- Adopt a zero-tolerance policy towards violence against women, girls, and minorities; and abduction, forced conversion, marriage, migration, prostitution, trafficking and others;
- Urgently address the current conflict-related crises in Balochistan, FATA, PATA, Gilgit-Baltistan and Karachi, which negatively impact on the fundamental human rights of the relevant affected communities, and of women and children in particular; besides the loss of the social fabric and solidarity; as well as causing huge losses to the national, provincial and local economies;

- Resolve national and regional conflicts through dialogue and peaceful means; and ensure that women have an equal voice in all conflict-resolution, peace-building and mediation efforts;
- Strictly screen and take strong punitive action against all nurseries of religious, sectarian, ethnic, and anti-women hatred; and bar all politically motivated groups, individuals and organizations from using religious/sectarian undertones, motivations, appeals in politically oriented campaigns, or running violent campaigns against democratically ratified laws and policies, on religious or sectarian or ethnic or anti-women grounds;
- Institute strict punishment for hate crimes against religious and ethnic minorities, especially where mobs, religious bigots or vigilantes try to appropriate the writ of the judiciary and the official law enforcing institutions of the State;
- Enforce a ban on *fatwas* issued against the rights of women and minorities; and monitor *khutbas* in mosques or on the media with strict necessary action taken if found to include messages likely to instigate hate crimes;
- Curtail, penalize and if necessary terminate those offending private media found to be promoting and inciting increased vigilantism, hate crimes, religious and ethnic intolerance, disinformation; anti-women diatribes, shows and programmes; or promoting retrogressive codes of social conduct for women; and justifying or condoning (or even lauding) gender-based violence.

To ensure the effective use of the nation's financial and material resources for optimum and non-discriminatory socio-economic national human development, the following measures are to be taken:

- Establish a strengthened database, ensuring disaggregation by age, sex and geographical location, and also providing an accurate count of ethnic minorities, by:
 - Taking immediate steps to conduct the overdue Population Census (pending since 2008), hiring and training equal numbers of women and men enumerators;
 - Building the necessary disaggregation into other macro-level surveys, needs assessments, and all official statistics and documents;
 - Cleaning up the anomalies and errors in the Electoral Rolls and contradictions between these and the National Database and Registration Authority (NADRA) data.
- Adapt federal inter-provincial resource allocation formulae based on considerations of the extent of need and not just the provincial population size;

- Raise resource allocations for social sector development with a priority focus on underserved areas and communities;
- Adopt improved and coordinated health and population strategies to provide universal access in rural and urban areas to general and reproductive health services, with the annual health budget allocations increased from the current 0.8 per cent to 5 per cent of the GDP;
- Prioritize universal and quality education for children and youth; raise the education budget from the current less than 2 percent of the GDP to 5 percent of the GDP; and update the 2009 Education Policy in the post-devolution context;
- Adopt gender-responsive and pro-poor economic policies, e.g., through:
 - mandatory Gender Responsive Budgeting (GRB) in all sectors; improved labour laws and supportive monitoring mechanisms to protect women workers and prevent child labour;
 - legislating land reforms imposing a ceiling for land held by a single individual and/or family, distribution of agricultural land to landless farmers with joint women/men ownership, and ownership solely in women's names where they are the household heads (WHHs);
 - replacing indirect Value-Added Taxes/GST by a Direct Taxation system (especially on agricultural income) to reduce the burden of indirect taxation on the poor, and to help redistribute wealth;
 - recognizing non-formal and unorganized workers in official statistics and in the development of supportive legislation and policies.
- Review and restructure all macro-economic policies and programmes, particularly those linked to the policies of international financial institutions (IFIs) and the World Trade Organization (WTO) because of their negative impact on the country's economy; eliminating all such policies and programmes which negatively impact on women, the rural poor or other disadvantaged populations;
- Set standards to ensure transparency, monitoring and accountability in all government institutions and departments, for planning, the rationale of resource allocation and expenditure, making relevant information easily accessible and available to the public.
- Provide universal and affordable public access to basic services, civic amenities and improved physical infrastructure in rural and urban areas, and strengthen and engender backup support institutions through pre- and in-service training;
- Give due attention to environmental conservation using region-specific and gender-responsive strategies; make provision for disaster prevention and reduction in all sectoral plans and budgets, and cater to the specific needs of women and children caught up in humanitarian situations created by environmental and conflict-related emergencies.

POVERTY AND ECONOMY

Adopting a working definition of poverty as the inability to meet minimum basic needs of food, clothing, shelter, livelihood and employment, education, primary and reproductive health care, basic utilities, energy and power;

Recognizing the dire situation of increasing food insecurity, inflation and poverty (all definitions, including: absolute; below Rs.200 per day; and daily calorific intake), across large parts of Pakistan;

Acknowledging the well-documented feminization of poverty, where there is a disproportionately high incidence of poor women, i.e. a female/male ratio of 3:1 (75% of Pakistan's poor are women);

Acknowledging that the Multidimensional Poverty Index (MPI) is alarmingly high and the Poverty of Opportunity Index (POPI) is even higher, as, in addition to a lack of minimum basic needs, it also includes an uneven playing field, structural inequalities, injustices and imbalances;

Agreeing that there can be no poverty eradication without gender equality and social justice; some of the pro-poor measures that will be adopted on a priority basis, in a three-pronged approach to tackle poverty, include, but are not limited to the following:

1. **MACRO-ECONOMIC FRAMEWORK:** Re-align the national macro-economic framework, policy and economic growth strategies to focus on poverty reduction and pro-poor programmes with a special emphasis on women.
2. **POVERTY REDUCTION:** (a) Immediate and short-term: replace politicized charity programmes with focused food security, social safety nets and social protection measures; and transparent eligibility criteria; (b) Medium-term: strengthen technical education, vocational skills training, skill development, job creation, credit programmes and asset-creation-cum-ownership initiatives..
3. **EXTERNAL FINANCIAL RELATIONS:** Review, revamp and re-structure the State's relations with International Financial Institutions (IFIs), in particular the terms of the State's obligations to the IMF, WB, ADB, IDB and other IFI creditors; as well as with the WTO; in order to minimize and eventually eliminate the negative impact on the poor, particularly on women and girls, of the severe conditionalities of structural adjustment programmes and globalization imperatives. Focus on mitigating the adverse effects of prior indiscriminate and undifferentiated privatization, deregulation, liberalization and corporatization policies, along with Foreign Direct Investment (FDI) pre-requisites, which were

carried out without putting in place adequate social safety nets or social protection mechanisms.

4. **REMOVING IMBALANCES:** Since the above ill-considered actions have disproportionately affected women and girls; the rural populations; the lowest income quintile; those subsisting in absolute poverty; the unskilled; the unemployed, seasonal or under-employed labour force; informal/contract/home-based/piece-rate workers, and agricultural workers; urgent efforts will be made to focus on these populations and groups in reducing poverty and income disparities, inter-provincial imbalances, intra-provincial and urban/rural imbalances, and the inequitable distribution of resources, goods and services.
5. **LAND REFORMS:** Undertake legislative reforms for land distribution to landless farmers, ensuring mandatory joint women/men ownership; while women-headed households (with a higher incidence and severity of poverty) will be ensured transfer of ownership of land, property, livestock, and all other movable/immovable assets in women's names, rather than permitting their titles to pass on to the next male heir in the extended family.
6. **AGRICULTURAL TAX:** Since the 18th Constitutional Amendment (2010) retains the power of the provinces to legislate Agricultural income tax, strenuous, *bona fide* efforts will be made to achieve province-wise and nationwide consensus on the need to levy this tax, on a *pro rata* progressive basis. Women and men farmers who own land under 3 acres will be income tax exempt. Due weightage and consideration will be given to irrigated vs. un-irrigated land, and to the income earned from agricultural activities.
7. **PROPERTY TAX:** Revise real estate taxation legislation and administrative measures on a progressive *pro rata* basis, and the additional resources mobilized from the wealthy will be directed to special poverty reduction programmes, focusing on women and girls.
8. **FOOD SECURITY:** Take actions to substantially decrease food insecurity from the current estimate of around 52% of the population, and food inflation from an estimated 25% per annum, in order to ensure at least a minimum required calorie intake by the poor, and in particular, girls and women.
9. **CONSUMER PRICE REGULATION:** Ensure the regulation of consumer pricing, particularly basic household items and services pertaining to food security, clothing, shelter, health, education, basic utilities, energy, power and transportation.

10. **DATA ISSUES:** As a pre-requisite for formulating poverty reduction strategies, ensure improved national, provincial and district-level sex-disaggregated data collection on poverty, its analysis and dissemination, in a consistent, unified and transparent manner by the National Bureau of Statistics (NBS), in cooperation with independent economists and development practitioners; since eminent independent Pakistani and international economists agree on the unreliability and lack of credibility of the Government's poverty data, especially over the past eight years.
11. **GENDER RESPONSIVE BUDGETING:** Ensure the institutionalization of Gender Responsive Budgeting (GRB) mechanisms, not just in the federal Ministry and provincial Departments of Finance, but in each federal and provincial Department; further, not just in women-specific or women-focused projects, but also concurrently in all programmes and projects, research and training, monitoring and evaluation activities, to ensure decentralized and sectoral ownership of budgeted resource allocations towards gender equity and equality.
12. **HEALTH SERVICES:** Provide universal access to primary and reproductive health services, with a particular focus on rural and remote areas, girls and women, on a *pro rata* progressive user fee basis, i.e. totally free of cost to the urban and rural poor. Pledge to increase the expenditure on Health from 0.8% to 5% of GDP within the next five years, and start implementing the pledge in year one (please see details in section titled: "*Health and Population*").
13. **EDUCATION:** As the most effective and sustainable poverty reduction measure, take concrete steps to be in compliance with the Constitutional provision of free and compulsory universal education up to age 16, as mandated by Article 25-A (18th CA, 2010). Thus, increase the expenditure on Education from around 1.8% to 5% of GDP within the next five years, starting in year one (please see details in section titled: "*Education*").
14. **TRAINING AND JOB CREATION:** Make pro-poor-focused skills training programmes and job creation, with an emphasis on women, urban slums and the rural areas, a central plank of all future poverty eradication policies and strategies (please see details in section titled: "*Labour and Employment*").
15. **CREDIT AND ASSETS CREATION:** Ensure that women (individually and in groups) are eligible for easy and cheap credit, through various best practices and successful models from the region and within Pakistan, especially through assets creation and ownership.
16. **DEBT REDUCTION:** In order to start reducing Pakistan's unsustainably high debt burden and its debt servicing obligations; take immediate actions to decrease

internal and external borrowing and increase domestic resource mobilization (through *inter alia* revised, improved and increased direct taxation), to be utilized in social protection, poverty reduction and development expenditures.

17. **GENDER DIVIDENDS OF TACKLING CORRUPTION AND WASTE:** Institute immediate executive actions for the elimination of corruption, as well as expenditure cuts in wasteful public sector entities, and utilize the resources thus saved and mobilized for social sector development, with a special focus on increasing women's remunerated employment; girls' access to primary and secondary education; and women's access to reproductive health care, thereby decreasing maternal mortality, morbidity and anaemia.
18. **TOWARDS A PEACE DIVIDEND:** Urgently strive to negotiate an honourable and peaceful resolution of the Kashmir issue through dialogue, as well as signing peace treaties and no-war pacts with all Pakistan's neighbours, in order to first freeze and progressively reduce the current unsustainably high loans and debt servicing for military expenditures; and thus increase the social sector budgets and GRBs.
19. **COUNTING WOMEN'S ECONOMIC PRODUCTIVITY:** Take steps to collect and compile sex-disaggregated data and women's contributions to the GDP, with a particular focus on women's productivity through the informal sector; domestic, home-based and agricultural work, for which they are not recognized and very often not even remunerated, being instead termed "unpaid family helpers" or "domestic workers" or "bonded" peasants and serfs through generations (*please see details in section titled: "Labour and Employment"*).
20. **FIRST WOMEN'S BANK LIMITED (FWBL):** Ensure that the FWBL (set up to reduce the feminization of poverty in 1989) will not be privatized and will retain and enhance its women-focused, pro-poor mandate and remit.

INSTITUTIONAL AND FINANCIAL MECHANISMS

Recognizing the need to effect structural changes to streamline and strengthen institutions and mechanisms for planning, programming, financing and monitoring in general, and in the interest of responsiveness to the felt and expressed concerns of women, as well as underserved groups, especially in view of the devolution process under the 18th Constitutional Amendment (CA), the following measures are to be undertaken:

1. Provide appropriate funds at national, provincial and district levels to review, revise and implement the National Policy for the Development and Empowerment of Women (NPDEW), the National Plan of Action (NPA) and all women, child, and youth development programmes by:
 - increasing budget allocations for social sector and women-oriented interventions and preventing budget cuts to related ADPs;
 - allocating specific budgetary resources to all Line Ministries/Departments for interventions specifically benefiting women;
 - blocking all allocations for women and social sectors to prevent their being diverted for other purposes during the financial year;
2. Mainstream gender responsive budgeting (GRB) and disaster prevention and risk reduction approaches across all macro-economic sectoral policies and plans since the lives of women and girls are affected by all structural plans, and not just the “soft” social sector related ones;
3. Allocate adequate time for a thorough review of the federal and provincial Annual Budgets between their presentation and approval, rather than rushing them through the Assemblies in days; and establish checks and balances and monitoring systems to prevent improper use or leakage of funds, and willful delays in implementation, resulting in escalation of costs.
4. Appoint an autonomous Judicial Review Commission on Pakistani Women’s Legal Rights, with members drawn inter-provincially and comprising women and men of repute from among the legal community, federal and provincial assemblies, women’s rights advocates and practitioners; and including community based organizations, religious and ethnic minorities, and relevant government Ministries and Departments.
5. Undertake legislative reform at national and provincial levels to bring laws in conformity with the principles of the Human Rights Conventions to which the

State is a Party; facilitate the adoption by provincial governments of positive federal level legislation, policies, programmes and implementation procedures for women and minorities, and vice versa; expedite the establishment of Juvenile Courts, and provide age-appropriate gender sensitization training to the relevant officials.

6. As follow up to the recently enacted law pertaining to the National Commission on the Status of Women (NCSW), strengthen and operationalize its powers, autonomous mandate, membership and selection criteria, and take immediate steps for the early appointment of its Chairperson and members, to enable it to effectively fulfill its role in reviewing, recommending, and monitoring the enactment, repeal, formulation and implementation of laws, policies and programmes for the achievement of women's equal rights.
7. Include the NCSW as a permanent member of important policy and decision-making fora, like the National Economic Council (NEC), Executive Committee of the NEC (ECNEC), Central Development Working Party (CDWP), Planning Commission, and all sectoral Committees, and likewise, ensure the membership of Provincial Women's Commissions in the corresponding Committees at the provincial level.
8. Strengthen other national machineries and institutional structures for women's development at the Federal, Provincial and District levels, including the Ministry of Human Rights, and particularly its Women's Rights Unit, on cross-sectoral human rights and gender-responsive advocacy and guidance approaches; through (a) a renewed focus on their advocacy and policy making roles; and (b) enhanced human and financial resources;
9. Establish effective machineries and institutional structures for human rights, especially women's and minorities' rights in FATA and wherever these do not exist in other regions; and, engender and strengthen the National Commission for Minorities and establish its provincial counterparts.
10. Take urgent steps to operationalize the law enacted to set up a National Commission on Human Rights, and enact provincial laws to establish its provincial counterparts; also, ensure that its membership includes committed women's rights activists, legal experts and gender parity in numbers.
11. Institute membership criteria and guidelines for Parliamentary and Provincial Standing Committees to ensure gender balance in their composition; and that the Chairperson and members have the requisite expertise and interest in the subject

of the Committee they are being assigned to; link them to technical research Support Wings and build gender sensitization into the training curricula for all national, provincial and local government legislators.

12. Develop mainstream sector-specific gender sensitivity guidelines; and institutionalize gender sensitivity orientation into pre-service and in-service training curricula of the Civil Service Academies, the Police Academies, law schools, business and public administration schools, universities' Departments of Mass Communications, public and private sector media training institutes, and all sectoral Ministries/Departments.
13. Establish inter-ministerial Coordination Committees on Women's Development, at the federal and provincial levels (with the relevant Commissions on the Status of Women as members), chaired by the Finance Minister and Chief Minister respectively, to review and assess the progress of various programmes undertaken by the line Ministries/ Departments;
14. Establish District Committees for Women's Development, comprising district administration authorities besides representatives of rights-oriented NGOs and community-based organizations to design programmes, and coordinate and monitor their implementation;
15. Ensure women's effective and equitable representation and participation at all tiers of government, in all representative committees, advisory boards, think tanks, and working groups instituted at local, district, provincial and national levels for designing, implementing and monitoring of public welfare, poverty alleviation, physical infrastructure and environmental conservation programmes.
16. Create an enabling environment through positive legislation and supportive administrative structures, to promote corporate social responsibility (CSR) and to facilitate civil society organizations (CSOs) working on advocacy and human rights issues, in order to reinforce public-private partnerships for engendered, rights-based development.
17. Strengthen the office of the Equality Ombudsperson, and other federal and provincial grievance or complaint redressal mechanisms; ensure that they are staffed by both women and men, to address complaints relating to discriminatory practices, including denial of promotions, transfers, training, career development, sexual harassment at the workplace, GBV and other issues.

18. Establish a mechanism for an annual inter-provincial Government-Civil Society review of the implementation of the NPDEW, NPA and CEDAW, and also to update and strengthen these Plans, Policies and Programmes as per the CEDAW and CRC principles, to ensure that they are in compliance with, and are addressing all the current issues raised by, the UN CRC and CEDAW Committees reviewing Government progress reports.
19. Improve sex-disaggregation of data and information in all official documents, statistics and research; initiate a phased induction of gender issues into all academic disciplines and training curricula; and, establish at federal, provincial and further decentralized levels, an updated database on each minority population (both ethnic and religious, including those belonging to scheduled castes) as per age, sex and geographical region.
20. Immediately carry out the much delayed Population Census (pending since 2008); and ensure that it is conducted smoothly with the employment of adequate numbers of trained women enumerators to obtain a current, credible and engendered base for national planning and policy-making.

LEGISLATION, JUDICIARY AND LAW ENFORCEMENT

Recognizing and **adhering** to the Constitutional Fundamental Rights and Principles and safeguards of Gender Equality, Gender Justice; and women's and girls' Equal Right to Life;

Acknowledging that several laws, ordinances, traditional customs and entities, and common usage violate the above Constitutional principles and provisions for equality and justice;

Mindful of Pakistan's obligations as a State Party, to be in compliance with legally binding international Conventions, e.g. *inter alia* CEDAW, CRC, ILO 100, ILO 111, CAT, ICESCR and ICCPR;

A number of urgent and simultaneous steps will be taken aimed towards legal rights, gender equality legislation, repeal of discriminatory legislation against women and girls, access to justice, judicial matters and law enforcement agencies:

Legislation

1. Amend the Constitution to strengthen the absolute equality of women's and men's human rights in the Fundamental Rights section; strengthen provisions on non-discrimination and affirmative action; and interpretation of all parts of the Constitution in accord with the Fundamental Rights safeguards.
2. Expeditiously carry out and complete a comprehensive Review of all laws, as they have a bearing on the Constitutional rights and protections of Pakistani women and girls, and also on international State obligations. These include (a) the entire body of Ordinances promulgated by the unelected military dictator, Gen. Zia-ul-Haq (1977-88), and (b) all the laws, ordinances and Constitutional Amendments enacted before and thereafter (1973-2012).
3. Mandate the Review to make recommendations on, *inter alia*:
 - the definition of 'discrimination';
 - existing discriminatory laws against women and minorities;
 - loopholes and lacunae in the existing 'pro-women legislation';
 - required new or amended legislation to strengthen women's legal rights;
 - institutions and mechanisms for law implementation and access to justice for women and girls.

4. Establish for this urgent Review, an autonomous Judicial Review Commission on Pakistani Women's Legal Rights, with:
 - its Chair to be appointed through wide consultations and a broadly-endorsed consensus;
 - a specific, focused and time-bound mandate ;
 - its recommendations to be formulated through a broad consensus and to be duly implemented;
 - its credibility and transparency to be ensured through its membership, comprising widely respected women and men judges, federal and provincial legislators, women's rights advocates and practitioners, minority women's representatives, women living with disabilities, technical experts, and the relevant Government entities.

5. Carry out expeditiously (i) a review of all the existing recommendations regarding Pakistani Muslim women and non-Muslim women's Family and Personal Laws, including, *inter alia*, the various differing laws on inheritance, marriage, divorce, custody, maintenance, polygamy, citizenship rights, vital data registration of women and girls, marriage contract (*nikahnama*), child marriage, age of majority, dowry eradication; and next, (ii) enact an integrated Uniform Civil Code to replace several different personal status laws, to ensure the legal and social equality of all Pakistani citizens, regardless of their sex, creed or class.

6. Take the following measures to address the discriminations and legal hardships of children in general and the Girl Child in particular:
 - a comprehensive review and revision of the existing Juvenile Justice System Ordinance (JJSO) and subsequent legislation to strengthen it;
 - elimination of contradictory provisions regarding the definition of the legal age of childhood and the discrimination between the legal ages of boys and girls attaining majority/adulthood;
 - separation of juvenile prisoners from adult jails and adult courts;
 - establishment of borstals, parole systems, education, vocational skills training and apprenticeships, and other innovative rehabilitation and reintegration measures for juvenile offenders;
 - review, strengthening and enactment of the long-pending Children's Protection draft Bills through the national and provincial legislatures;
 - legislation to strengthen efforts for reduction/eradication of child labour (see details in sections on (a) *Poverty* and (b) *Labour and Employment*);
 - addressing the issues of children in especially difficult circumstances (e.g. child domestic labour, bonded labour, street children, kidnapped and trafficked children, and child sexual abuse, amongst others);

- establishing and/or strengthening (where they already exist) the federal and provincial Women and Children’s Ombudspersons and Children’s Complaint Centres; reactivating and strengthening the National Commission for Child Welfare and Development (NCCWD) and enacting the establishment of empowered provincial Commissions.
7. Enact new laws and strengthen the existing laws to address women’s and girls’ specific issues and needs, including *inter alia*: domestic violence; “honour” killings; girls’ age at marriage; giving away of women and girls in compensation to resolve disputes, in accordance with the landmark reports of the Pakistan Commission of Inquiry on Women (COIW) and the National Commission on the Status of Women (NCSW); and abolish traditional illegal and unjust dispute resolution entities, e.g. *jirgas*, *punchayats* and others (see below for details).
 8. Revise and make required changes in the Pakistan Penal Code (PPC) and the Criminal Procedure Code (CrPC), to (i) remove the existing discriminatory sections; and (ii) provide for the implementation and operationalization of the above-cited legislation.
 9. Undertake legislative measures to ensure that domestic laws are brought into harmony with the State Party’s legally binding commitment to adhere to its ratification of CEDAW, CRC, ILO, UNHRC and other international Conventions.

Access to Justice and the Judiciary

10. Ensure women’s access to justice through a comprehensive review and wide-ranging gender-related judicial reforms.
11. Take administrative measures to engender all echelons of the Judiciary through:
 - gender parity in appointments at all family courts, sessions and civil courts;
 - affirmative action in appointment and elevation of women judges to the High Courts and the Supreme Court of Pakistan;
 - gender-sensitization and gender equality training for all judges at all levels.
12. Institute special measures for girls and women victims or survivors of gender-based violence, including *inter alia*, arrest and trial of killers of girls and women; security of girls and women survivors during the trial; witness protection; sequestration in appearances in courts; hearings in judges’ chambers

in case of threats; mandatory DNA testing and special medico-legal procedures for rape/gangrape cases.

13. Take concrete steps to undo all discriminatory Amendments and laws theocratizing the 1973 consensus Constitution, e.g. (i) the 8th Constitutional Amendment promulgated by Gen. Zia-ul-Haq (indemnifying and perpetuating his legislative acts), including *inter alia* the creation of the Federal Shariat Court (FSC) and the Shariat Appellate Bench of the Supreme Court; as the FSC has pronounced judgements in violation of and contrary to the Constitutional safeguards and provisions for Gender Equality and Gender Justice; (ii) the Shariah Nizam-e-Adl Regulation (2009) enacted in Malakand (Khyber Pukhtunkhwa province), which includes the establishment of Qazi Courts, in violation of the 1973 Constitution.
14. Illegal ‘judicial’ systems: Take expeditious legislative, judicial and administrative measures to abolish all parallel, quasi-legal and illegal systems of informal ‘justice’, e.g. *jirgas*, *punchayats* and others. This will be done in compliance with the judgements and orders of the Sindh High Court (2004) and the Supreme Court of Pakistan (2006-2012, re: Constitutional Petitions by Samar Minallah, Mukhtaran Mai, Salman Raja, Tahira Abdullah, NCSW, and others).
15. Alternate Dispute Resolution Mechanisms: Establish a Judicial Committee to review and make urgent recommendations to both the federal and provincial governments, to remove the unjust and discriminatory practices towards girls and women by some of the various Alternate Dispute Resolution (ADR) mechanisms and entities, e.g. Union/Tehsil/Taluka/District Council Arbitration Committees, federal and provincial Public Safety Commissions, CPLCs, *Masalehati Anjumans*, and others. Members of civil society, rights activists, legal experts, legislators, police, Law Enforcement Agencies (LEAs) and the relevant government entities will be included as full/regular members of this Committee. It will also call upon members of the public to provide their recommendations and subsequently, expeditious action will be taken.
16. Ombudspersons: Take administrative steps to strengthen and elevate the institution of the federal and provincial Ombudspersons; and ensure that women are appointed as Ombudspersons at each tier and each level. The engendering of the Ombudspersons’ rights-based remit and their pre- and in-service gender training will be made mandatory.

Law Enforcement Agencies (LEAs) – The Police Force

17. Strengthen the police force, with a focus on girls’ and women’s issues, through *inter alia* the following actions, on an urgent priority basis:
- i. Recruit members of the police force only on merit and ensure their posting in a non-politicized manner, with a particular focus on doing away with influence from the feudal, tribal, religio-political mindsets and attitudes.
 - ii. Take effective measures towards redressing the current huge imbalance in gender parity in police recruitments, postings and transfers, promotions, awards, and training courses for career path development.
 - iii. Train and transform the police into a protective, preventive, women-friendly force, respecting human rights and dignity, rather than as a means of control and repression – especially at lower tiers and junior police cadres.
 - iv. Include at all tiers of police training: mandatory gender sensitization; updated information on laws pertaining to women and violence; and approaches for dealing with GBV; investigation and prosecution of GBV; treating girls and women survivors with respect, dignity and honour, rather than pressurizing them to “waive their rights, compromise, reconcile and go back ‘home’ [*sic*]”; expeditious response to distress calls from women and girls; prompt carrying out of medico-legal procedures; provision of psycho-social support, shelter and protection; and sensitivity in protecting the identity (names and photos) of survivors in dealing with the print and electronic media and the opposing party.
 - v. Incorporate into police training: a focus on human rights, Constitutional and international legally binding obligations and universal human ethics.
 - vi. Ensure that there are (i) effective police procedures of investigation, prosecution and witness-protection; (ii) the police provides support, assistance and facilitation to the lower tiers of the judiciary to provide justice to girls and women, rather than the police succumbing to pressure from influential categories in society, e.g. feudal, tribal and religious landlords, political personalities, wealthy businesspersons, government and armed forces personnel, biradari/clan/caste-based pressure, and others.
 - vii. Adopt a zero-tolerance policy for violence/GBV in police custody (e.g. rape/gang rape of suspects or Under Trial Prisoners (UTPs), with no impunity for the police force; carry out stringent measures and strongly deterrent punishments to deal with police torture or violence, including legal action, criminal prosecution and dismissal (not temporary suspension).

- viii. Enact legislation for sufficient funding and effective implementation of GBV laws, e.g. *inter alia*, through separate women’s sections at all police stations, to be staffed by women police, including women investigating and prosecuting officers; special GBV units to promptly respond to GBV cases; and GBV forensics, technological and logistics support.
- ix. Conduct a review and formulate recommendations leading to revised terms and conditions of police recruitment, service, salary scales, benefits, allowances, pensions, health care, and other facilities, to minimize incentives and motivations to succumb to corruption, pressure and influence.
- x. Make all laws and procedures re: LEAs/police applicable all over Pakistan, without any exception, including FATA, PATA, G-B, Balochistan “A” and “B” areas (and eliminate the last-cited area differentiation in Balochistan).
- xi. Set up Gender Units and Gender Focal Points at the national, provincial and district level police headquarters; strengthen the Gender Crime Centre at the National Police Bureau and extend this facility to the provinces.
- xii. Establish collaboration between the police force and civil society, NGOs, academics and women’s rights activists to enhance the GBV-related capacity and skills of the police, and to promote police-CSO linkages for community policing, citizens’ inputs, critiques and feedback.
- xiii. Promote the culture of transparency, accountability and answerability throughout the police force at all levels, both internally and externally.
- xiv. Update regularly police rules and regulations, standing orders, standard operating procedures, protocols, and training manuals to incorporate new laws, schedules and rules, especially on GBV.
- xv. Put in place affirmative action for women in the police force at all tiers, to provide them the start of a level playing field with men in the police force.
- xvi. Introduce outreach mechanisms through mobile teams of policewomen and policemen, to reach inaccessible and remote communities, where GBV is documented at alarmingly high levels.
- xvii. Sex-disaggregated crimes data will be collected, compiled and publicly disseminated by the police force at all tiers, with a special focus on GBV/VAWG data.
- xviii. GBV training and gender sensitization of police force cadres will be integrated and mainstreamed to demonstrate high level political and administrative ownership and commitment to gender justice and the dignity and respect of women and girls.
- xix. Instruct the police to cooperate and collaborate with the media in building up positive public opinion on women’s legal issues in a gender-sensitive and respectful manner when projecting GBV cases.

- xx. Ensure gender-sensitive, non-sensationalized language and portrayal of women and girls in the media as a whole, through longer term attitudinal change, to foster respect for women in the LEAs and in society.

POLITICAL PARTICIPATION AND REPRESENTATION IN THE PUBLIC SPHERE

To reinforce the foundation for enhanced political participation options for women and other under-represented communities, the following measures are to be taken:

1. Restore the Local Government system in all provinces, providing for 33% reserved seats for women, besides provisions for adequate gender balanced representation of minorities, peasants, workers and women from FATA and Balochistan;
2. Preserve existing quotas for women's reserved seats in the National and Provincial Assemblies and the Senate, and further increase their proportion from 17% to 33%, ensuring that the reservation includes all categories, e.g., minorities, peasants, workers, technocrats, women of tribal areas etc;
3. Fill the women's reserved seats in the National and Provincial Assemblies and Local Government through the constituency-based direct election modality (Shahla Zia 2002);
4. Demarcate roles and authorities of different tiers of government - development functions being reserved for the local government and policy and legislative functions for provincial and federal governments;
5. Empower elected women with training on parliamentary/local government rules and procedures and communication/media interface skills;
6. Orient all elected representatives on women's concerns and those of other underserved segments of the population.

To strengthen women's position within political parties, the following measures are to be taken:

7. Revise and amend the Political Parties Order, 2002, making it mandatory for all Political Parties to:
 - hold regular intra-Party elections for all positions;

- ensure 33% representation of women in the Party membership and all decision-making bodies, e.g. central and provincial executive committees, parliamentary boards, budget and manifesto committees;
- adopt a progressively increased number of directly elected women within the Party's ranks;
- award at least 15% tickets to women on winnable general seats in elections for Provincial and National Assemblies; strengthen and empower women's wings and establish women's wings where they do not exist;

To engender the electoral processes, the following measures are to be taken:

8. Facilitate the National Database Registration Authority (NADRA) to ensure that CNICs are issued to all potential women voters as a priority, especially in remote, rural and tribal areas, and take immediate action in collaboration with the Election Commission of Pakistan (ECP) to update electoral rolls systematically to ensure the registration of all eligible women;
9. Associate women field-based workers, District and Union Council administrations, and Civil Society Organizations (CSOs) working at the grassroots, with efforts to inform and motivate hard to reach communities to register women (including those who have recently attained the electoral eligibility age) and guide women about voting procedures and venues;
10. Develop systems to facilitate all women candidates contesting general seats, including but not restricted to, the creation of a financial pool to support women candidates and reduction of election sureties;
11. Design a Code of Conduct barring Political Party representatives and their supporters from the show or use of weapons at political rallies and at polling stations during elections, besides derogatory recourse to religious and sectarian sentiment/props for their political ends; and character assassination of women candidates; and establish and enforce strict punitive measures for related offences;
12. Establish rules and mechanisms to ensure strict and prompt action against all Parties, groups, bodies, candidates and individuals who seek, either individually or through signed and stamped agreements with other Parties and groups, to restrain or disallow women from exercising their right of franchise or contesting elections;

13. Enact and empower the ECP to immediately declare elections null and void in constituencies where a predetermined percentage and number of women have been prevented from freely exercising their right of franchise or contesting elections, or there is large-scale non-participation of women in voting;
14. Establish effective monitoring mechanisms to ensure the implementation of election related laws; and a system for collection and compilation of constituency-specific sex-disaggregated data with respect to voter turnout in all elections;
15. Improve the female/male ratio among ECP staff including at senior levels, and provide gender sensitization guidelines to women and men ECP election staff;
16. Place adequate numbers of trained women staff at polling booths set up for women, and establish male/female polling booths at common premises to facilitate ease of access to families and groups of men and women travelling together from distant locations, and provide effective transport facilities during elections;

To enhance the ratio of women in decision-making positions in the public sphere, the following measures are to be taken:

17. Remove male/female disparities in key policy/decision-making bodies and forums, including the Election Commission, Law Commission, economic/planning bodies, superior judiciary, advisory task forces, diplomatic postings and public sector media services;
18. Implement the existing quotas of women in the civil services and subordinate judiciary as a first step; and establish and ensure a minimum quota of 10% for women in the civil services in all sectors and grades, including all government, semi-government and autonomous bodies; 15% women in National Pay-Scale 20 and above, and in public sector organizations and institutions;
19. Stipulate mandatory equitable representation of women in all advisory committees and commissions established at local, district, provincial and federal levels for the design and monitoring of public sector physical infrastructure, poverty reduction, environmental conservation, social development and disaster prevention and risk reduction programmes.

LABOUR AND EMPLOYMENT

Recognizing:

- the absence of accurate sex-disaggregated employment data and discriminatory definitions of women in the formal vs. non-formal labour force;
- the exploitative, unhealthy and inhuman conditions pertaining to women's work;
- the predominantly female face of the unacceptably high national poverty levels, Poverty of Opportunity Index (POPI), and Multi-Dimensional Poverty Index in Pakistan;
- Pakistan's legally binding international commitments as a State Party to CEDAW, CRC and several ILO Conventions;

To ensure equality of opportunity and equality of outcome for women and girls, through labour and employment laws, policies and programmes, the following measures are to be undertaken:

Labour Policy, Labour Laws and International Commitments

1. Improve sex-disaggregated data collection on Labour and Employment through revision, re-definition and revamping of the method of calculating women's work in the annual Labour Force Surveys (LFS), to include the currently left out majority of women who work as unpaid agricultural labour ("family helpers"), domestic workers and home-based workers (HBWs) in the non-formal and non-unionized labour sector; hence, leading to the inclusion of women's productivity and economic contribution to the GDP, which currently remains invisible in national databases, and thus impacts negatively on women's status.
2. Review and revise the national and provincial Employment and Labour Policies, including the Labour Inspection Policy, Labour Protection Policy; as well as of existing labour laws, e.g. *inter alia*, the Employment and Services Condition Act (2007), Industrial Relations legislation (IROs/IRAs), through the tripartite mechanism, ensuring the active participation of women from each of the stakeholders, especially HBWs.
3. Ensure free and mandatory registration of all labour (women and men) in all the non-formal sectors of the economy, including, most importantly, the HBWs and the agricultural labour force, which alone contributes over 25% of the GDP [see details below].

4. Ensure mandatory regular re-assessment, modification and enforcement of a decent minimum living wage, pegged to food inflation rates, particularly for all women and men in non-formal sectors (e.g. HBWs), cottage industries and small/medium enterprises (SMEs).
5. Ensure the harmonization of domestic legislation with the binding provisions of ILO Conventions to which Pakistan is a State Party, especially C-100 and C-111, guaranteeing equal wages for equal work.
6. Improve and engender grievance reporting and redressal mechanisms, e.g. Labour Courts, federal and provincial Service Tribunals and Ombudspersons, Industrial Relations Boards and relevant provisions of the IROs/IRAs; also the appointment of an Equality Ombudsperson in each province, to address gender discrimination and harassment at work.
7. Engender all labour welfare provisions, such as the Workers Welfare Fund (WWF), Employees Old Age Benefits Institution (EOBI), Occupational Safety Health and Accident Insurance, and Employees Social Security Institutions (ESSIs); including appropriate, flexible working hours, mandatory health/RH services, maternity/paternity leave, and retained seniority without penalty for childbearing women.
8. Ensure adherence to labour education needs through: **(a)** the operationalization requirements of Article 25-A under the 18th Constitutional Amendment, pertaining to compulsory and free education for workers' children, i.e. ALL girls and boys up to age 16; and **(b)** provision of literacy, numeracy and continuing adult education courses for all women and men workers, patterned on the education courses formerly conducted for organized sector workers by the ex-Ministry of Labour and Manpower's Directorate of Workers' Education (MoLM/DWE).
9. Ensure adherence to the ban on Child Labour, as per Pakistan's CRC ratification, through harmonization of domestic laws and streamlining and accelerating both Education and Poverty Reduction programmes.
10. Review, strengthen and strictly adhere to the law banning Bonded Labour: (a) urban, e.g. street beggars, brick kiln workers; (b) rural, e.g. agricultural workers/peasants/haaris/mazaaras, etc; and (c) common everywhere: generational forced domestic labour.

11. Institutionalize Gender Responsive Budgeting (GRB) mechanisms in the Annual Development Plan (ADP) budgets of the provincial Labour Departments and all tiers of the Local Governments; and ensure widespread training in the GRB concept and application.
12. Ensure affirmative action through additional funds to achieve gender parity in the recruitment, training, posting/transfer and promotion of staff in the provincial Departments of Labour and Agriculture, particularly in hiring women as Agricultural, Livestock and Forestry Extension Workers (Agriculture Depts.) and Training Officers (Labour Depts.).

Employment Policy

13. Revise the Employment Policy to include mandatory sex-disaggregated data collection, compilation and public dissemination, and a national database on women's employment statistics.
14. Facilitate tripartite agreements, as per ILO mechanisms, and ensure adherence to just, decent, living wages, and regular revisions pegged to food inflation, for women and men workers in all sectors of the economy.
15. Initiate a number of steps for affirmative action to empower low-income women working in industry, trade, commerce and production, in tripartite cooperation with the for-profit private sector, Chambers of Commerce and Industry, professional associations (e.g. the All-Pakistan Textile Mills Association - APTMA), non-government organizations, trade unions and technical experts.
16. Engender the national Trade and Commerce policies, and ensure that women do not disproportionately suffer the demerits of globalization, e.g. WTO regime.
17. Ensure inclusion, in the legal framework, of all women working in the non-formal sectors of the economy, through mandatory registration and national identity cards, to enable women to access the workers' benefits from which they are currently excluded (see details above).
18. Increase Social Protection measures, e.g. unemployment compensation and Social Safety Nets, carefully tailored to prevent politicized charity handouts, to address the alarming increase in women's poverty.

19. Take urgent steps to combat the disproportionate 3:1 ratio of the feminization of poverty, Multidimensional Poverty Index (MPI) and Poverty of Opportunity Index (POPI), as well as the increasing food insecurity and mal/under-nutrition of women and girls, along with rising unemployment/under-employment.
20. Ensure the active mainstreaming, integration and participation of women as stakeholders in all poverty reduction policies and programmes, e.g. engender the Government's Poverty Reduction Strategy Paper (PRSP) to address women in poverty with respect and dignity, not as objects of pity and charity, lumped together with "other vulnerable groups" (e.g. see State Party reports to the UNHRC/UPR).
21. Ensure funding for women's vocational and technological skills training; entrepreneurship facilitation; job creation; and access to information communication technology, rather than relying on huge programmes of IFI-loan-funded monthly cash handouts as charity or social safety nets. Institute (a) short-term interim relief measures, e.g. food stamps/ration cards with strict eligibility criteria; and (b) longer-term development incentives, such as food-for-work and food-for-girls'-education.
22. Initiate or replicate nationwide a set of innovative, successful asset-creation and cheap-credit-access models to lift the poorest women out of absolute poverty; divert funding from unsuccessful existing programmes.
23. **QUOTAS:** continue and increase the reserved quotas for women, minorities and persons living with special abilities/disabilities in public sector employment, and also encourage the private for-profit sector to follow suit, through the Chambers of Commerce and Industry, Employers' Federations, Trade Unions, and other channels; while recognizing the huge debate on the merits and demerits of quotas in general and employment policies in particular; translating the principles of justice and equality into the provision of a level playing field for all women and men; i.e. affirmative action for girls and women through interim measures such as quotas, until the goal of equality of opportunity and equality of outcome is attained..

Home-Based Workers

24. Ensure expeditious adoption by the federal and provincial Governments, of the draft Policy on Home-Based Workers (HBWs), (pending since 2008); attain agreement on the definitions and categories of workers to be included in this

Policy in line with the ILO Convention 177 (C-177); recognizing that in Pakistan 65% of all Home-Based Workers (HBWs) are women (compared to only 4% men); and are heavily exploited by employers, contractors and “middlemen”.

25. Ensure State ratification of ILO Convention 177 on Home-Based Workers (C-177) and adopt the related ILO Recommendation on the Employment Relationship (ILO/R-198 of 2006), which together define HBWs, prescribe mandatory registration, fair and equal treatment of HBWs, extend to HBWs the same rights and benefits as workers in the formal organized labour sector, including the right to form and join trade unions (as per Constitution Article 17).
26. Ensure the protection of HBWs from the demerits of globalization through affirmative action measures to rectify, *inter alia*, exploitative categories of the feminization and ghettoization of labour, wage differentials, wage reductions, insecurity of contracts, and disallowing unionization, collective bargaining agents, and so on.

Women working in Agriculture

27. Expedite legislation for the mandatory registration and identification of ALL women agricultural workers as a basic right, in recognition that unregistered and uncounted women workers in agriculture, livestock, forestry, fisheries, and related occupations are the worst exploited and vulnerable, as they are unpaid (“family helpers”), or under-paid, or their male household head is paid, and they do not have access to, or control over their meagre wages.
28. Recognize through federal and provincial legislation, the right of women agricultural workers to be registered as independent Women Heads of Households (WHHs) where indicated, especially women who are single, divorced, separated or widowed; institute special measures and affirmative action for widows.
29. Enact legislation to ensure the right of agricultural women to land and property ownership title deeds, either in an individual capacity, or jointly with their spouse.
30. Build consensus and carry out land reforms and land distribution jointly to landless women and men farmers, peasants, tenant farming labour, generational bonded labour (e.g. *haarees* and *mazaaraas*), through national and provincial legislatures, Parliamentary Committees, Council of Common Interests, National Finance Commission and other mechanisms.

31. Ensure legislation to safeguard the right of all agricultural workers, women and men, to a fair, just, decent, minimum wage.
32. Ensure legislation to levy Agricultural income tax on a *pro-rata* basis, with up to 3 acres of land ownership free of income tax for both women and men household heads.
33. Discontinue the practice of (a) selling or leasing out prime agricultural or irrigated land to foreign potentates and to multinationals (MNCs) for luxury corporate farming; and (b) the use of Genetically Modified Crops/Organisms (GMCs/GMOs), such as seeds.
34. Encourage small farmers to form joint cooperatives (e.g. dairy farming coops), using organic, environmentally sustainable farming techniques and procedures, e.g. biomass fuels, organic seeds and fertilizers.
35. Ban the presence in Pakistan of harmful MNC entities such as Monsanto (promoting GMCs/GMOs), and protect and promote agricultural women's revitalization of traditional seeds, herbs, fertilizers and sustainable farming techniques.
36. Work with the Provincial Governments to hire and train more women Agricultural Extension Workers to improve women farmers' agricultural knowledge and practices.
37. Ensure that Agricultural Irrigation Water Users' Associations enlist women farmers as full members, and that they participate in all meetings and activities.
38. Encourage and facilitate women small farmers (peasants) to contest and vote in all elections (national, provincial, local government) through especially reserved seats for them.

Rural Women

39. Ensure that all rural girls and women are counted in the decennial census; all girls over 18 are provided computerized national identity cards (CNICs), and ensure mandatory registration for all rural women, including agricultural workers.
40. Give priority attention to rural girls' education through (a) a second shift in boys' schools for girls; (b) constructing or renting premises for girls' schools with

- boundary walls and security arrangements; (c) upgrading girls' primary to secondary schools; (d) recruiting locally resident women teachers as far as possible; and (e) providing low income parents with incentives such as food-rations-for-girls-in-schools, school meals or nutritional supplements, school uniforms, textbooks, stationery and secondary school scholarships for girls who are high achievers.
41. Accord highest priority to (a) the provision of preventive, primary and reproductive health services in rural areas, through integrated service provision at all BHUs, RHCs, FWCs, THQs and DHQs; and (b) transportation to enable mobility for girls and women to access them.
 42. Ensure that Women-Headed Households (WHHs) are recognized, counted, and benefit equally from land reform and re-distribution laws and Social Security benefits.
 43. Ensure that rural women, especially home-based workers, receive a decent, living wage, as well as exercise control over their wages; ensure the provision of cheap credit, especially for rural women who are micro-level or small entrepreneurs.
 44. Work towards improved access to credit by encouraging all banks, particularly the First Women's Bank, to introduce special procedures for lending to rural women by simplifying the loan application and sanctioning procedures; hiring women as field staff to extend the rural outreach of financial institutions; introducing successful South Asian regional innovative alternatives to replace the traditional land- and asset-based collateral requirements; providing loans on lower mark-ups and relaxed conditionalities for rural, agricultural and urban low income women and WHHs.
 45. Ensure back-up services and programmes for retaining rural women's credit-worthiness, such as training in market demand-driven products, quality control, marketing procedures and channels, small and micro-business guidance centres for rural women.
 46. Facilitate the setting up of agricultural and rural women's Cooperatives and Community Centres, for promotion of integrated empowerment activities, e.g. education, health/RH, vocational skills and enterprise training, accounting, entrepreneurship; along with promoting links with urban-based marketing channels, rights-based development NGOs and civil society networks.

47. Address the major problems of rural populations, particularly women, with regard to Water, Sewerage, Hygiene and Sanitation. Water issues include the absence of clean drinking water as well as water for domestic use and livestock, exclusive of the irrigation water needs in agriculture.
48. Promote alternative environment-friendly cheaper fuels and energy sources, such as bio-energy; air, water and solar energy; renewable wood social forestry; and others, in recognition of the need to alleviate rural women's long hours spent in fetching water and gathering fuel-wood and fodder.

Urban women

49. Address the needs of a rapidly increasing urban population (due mainly to rural-to-urban migration) living in poverty, with a special focus on urban girls' and women's concerns as a matter of priority.
50. Ensure that the Municipalities focus on the extension of Urban Basic Services to urban slums and squatter settlements (*Katchi Abaadis*), especially water, gas, electricity, sewerage and sanitation utilities.
51. Ensure that the Municipalities set up girls' primary schools where there are none, and upgrade the primary schools to secondary or college level; along with recruiting women teachers in the Education Departments.
52. Set up fully-equipped primary/RH outlets in all urban slums (*Katchi Abaadis*), staffed by trained women medical and paramedical professionals of the Health Departments.
53. Motivate the public and private sectors to set up hostels for working women at affordable rates, situated in safe and secure locations, near public transport facilities.
54. Work with the Municipalities to provide affordable public and private sector transport for girl students and women working outside their homes.
55. Work with the urban police and law enforcement agencies to enhance security efforts and police presence, in order to curb the rising incidents of VAWG and sexual harassment of girls and women, both in public and private spheres, particularly in low income localities. Institute anti-sexual harassment policies and rules, as mandated by the law.

Entrepreneurship

56. Promote entrepreneurship, especially for low income women, and work towards improved:
- 1) Skills training as per market demands;
 - 2) Quality control and supervision;
 - 3) Credit provision;
 - 4) Assets ownership;
 - 5) Marketing outlets and linkages.

Especially disadvantaged girls and women

57. Work to address the specific needs and concerns of especially disadvantaged girls, women and transgender persons, including (but not limited to) persons with special abilities/disabilities, migrants, IDPs, refugees, kidnapped and/or trafficked persons, street beggars, commercial sex workers, drug addicts, domestic workers, bonded or captive labour, homeless or destitute persons.
58. Work with the provincial, district and municipal Governments, along with civil society and the relevant NGOs to address the root causes of the problems and concerns of especially disadvantaged persons, with a particular focus on, *inter alia*, poverty, destitution, homelessness, kidnapping, trafficking, abandonment and VAWG/GBV.
59. Acknowledge and address the status and special needs of widows and single women in our society, who are in a particularly disadvantaged situation, facing social and cultural stigma, discriminatory gendered codes of conduct, disrespect, restricted mobility, coercion, and denial of their right to inheritance or coercive giving up of their ownership of land and property; denial of their ownership rights, and disproportionately high levels of poverty and malnutrition.
60. Acknowledge widows as heads of households in official records and provide them financial support, especially those with minor children; those who are left destitute, abandoned, or shelterless, are at higher risk of trafficking or forced migration; ensure that support is provided to all widows in need – irrespective of religious affiliation; ensure that widows receive their rightful pension funds, educational scholarships for their children and free health care. Ensure that widows are empowered to become self-reliant and key change agents, playing effective roles in their family, community and society.

HEALTH, REPRODUCTIVE RIGHTS AND POPULATION

Recognizing:

- The unacceptably high national Infant and Child Mortality Rates (ICMR) and Maternal Mortality Ratios (MMR) and the wide inter-provincial variations;
- The rapid and unsustainably high population growth rate and the alarming documented decrease in funding for population programmes and services;
- The merits of devolution of the Health and Population sectors of Social Sector economic development under the 18th Constitutional Amendment (2010);
- The widely forecast inability of Pakistan to achieve its Health and Population commitments to the Millennium Development Goals (MDGs) by 2015;

Reaffirming strong political will and commitment to the universal provision of preventive, primary and reproductive health care; and to focus on serious population growth concerns; the following measures are to be undertaken:

1. Ensure higher allocations in the national and provincial budgets to the Health and Population sectors, increasing from around 0.8% to 5% of the GDP; and, in light of the National Finance Commission award, the allocations will be rights-based and needs-based, rather than simply calculated on the basis of provincial population density.
2. Work with the provincial Governments to formulate laws, policies and programmes in health, reproductive health rights (RHR) and population concerns, to achieve universal primary health and RHR for all, if not by the 2015 MDGs deadline, then by a more realistically and consensually set date thereafter, optimally by 2020.
3. Enact federal and provincial legislation to ensure adherence and compliance with the legally binding commitments in health/RH, since Pakistan is a State Party to both CRC and CEDAW.
4. Ensure the active participation of women at all stages – in the decision-making or policy-formulation process in Health and Population, as well as in related programme development and its implementation, monitoring and evaluation.
5. Seek to mobilize domestic resources for universal and free access to preventive and primary health care and RH services by establishing a National Health Insurance Policy, with progressively imposed user-fee charges above a fixed

- ceiling, for those who can afford them, for highly-specialized tertiary curative health services. Ensure free and quality health/RH services at basic health units for women, children, adolescents, women household heads, widows and the elderly.
6. Work with the federal and provincial Governments to agree on revising the paramedical and medical education curricula and higher education examination/specialization/certification procedures, to raise the standard and quality of all cadres of health care providers.
 7. Revise, improve, standardize the terms and conditions of service of paramedical/medical health care providers at all tiers and cadres, as per the WHO's international guidelines.

Primary Health Care

8. Focus on unserved and underserved rural areas, urban slums and low income urban localities for the location of all new primary and reproductive health (RH) facilities.
9. Ensure local recruitment and training of women paramedical staff (e.g. nurses, lady health workers, family welfare workers) and posting in their villages/towns/cities.
10. Eliminate duplication/overlap between Health and Population facilities (e.g. BHUs, RHCs, FWCs, MCHCs) by relocation and integration of basic health and RH services; fund, staff, equip and reactivate the current non-functional health/RH outlets.
11. Formulate policies to place all health and population service outlets under the administration of the provincial Health Departments, ensuring provision of integrated services.
12. Decentralize, expand and strengthen the national Health and Family Planning Programme to cover the entire country, with back up support from Mobile Service Units to reach the remote inaccessible areas and conservative populations.
13. Focus on mental health care and enact a Mental Health law, along with training for mental health care providers; revise the curriculum towards more age and gender sensitive and caring mental health services, ensuring respect and dignity for all.

Reproductive Health and Rights

14. Take steps to count women's work in the GDP; enact legislation to ensure women's job security; retain women's seniority; provide both maternity and paternity leave and infant crèches at work; flexi-time for lactating mothers; and other benefits; thereby not allowing women's reproductive functions to result in loss of their employment, seniority or wages.
15. Seek to establish integrated, uniform, standardized health/RHR laws, policies and programmes, along with affirmative action measures for women, girls, adolescents and those with special abilities/disabilities; make efforts to involve Men as Partners (MaP) in planned and responsible parenthood, and thus steer the focus away from women being made the "targets" of traditional FP/RH programmes aimed at achieving numeric "targets" in reduction of the Total Fertility Rate (TFR) and Population Growth Rate (PGR); and increase in the Contraceptive Prevalence Rate (CPR).
16. Enact federal/provincial laws to raise adolescent girls' age at marriage from 16 to 18 (same as for boys), promoting gender equality and girls' post-secondary education opportunities.
17. Offer a wide variety of high quality, tested and safe contraceptives under RH services, along with information, guidance and counseling on their possible side-effects; ban the "dumping" by pharmaceutical companies of contraceptives which have been disallowed in technologically advanced countries.

Nutrition

18. Carry out a fresh National Nutrition Survey, and, based on its findings, start focused nutrition interventions, in collaboration with the relevant UN agencies, e.g. WFP, WHO, ILO, UNW, UNICEF and others; linking programmes such as food-for-work and food-for-girls-education to poverty reduction and education interventions.
19. Focus particularly on girls and women with special abilities/disabilities for nutrition interventions.
20. Provide free iron and vitamin supplements from all health service outlets, to combat anaemia in pregnant and lactating women and adolescent girls.

21. Set up compulsory health and nutrition screening and monitoring programmes in all public sector primary and secondary schools for both girls and boys.

Population, Demography and National Development

22. Hold the long-pending decennial census (which was due in 2008), in a credible and transparent manner, with the cooperation of the federal and provincial Governments.
23. Make the Population Census Organization a completely autonomous organization, mandated to publish the raw census data on its website for access and analysis by all demographers, academics and researchers in the public and private sectors.
24. Ensure that all health and demographic data collected will be disaggregated by sex, age and location. For this purpose, recruit an equal number of women, and train all men and women enumerators through a mandatory course on gender-sensitive data collection techniques and tools.
25. Maintain and accelerate the current demographic transition from high fertility and mortality towards lower fertility and mortality rates.
26. Harness the current demographic dividend of a large number of young people by ensuring investments for children, adolescents and youth (estimated at about 64% of the population), in outcome-based education, vocational skills and technological training, support for credit and entrepreneurship, and promoting the spirit of volunteerism and nation-building.
27. Incorporate the following vital components into the provincial high school curricula: Demography, Population and Development linkages with the Economy, Poverty, Employment, Environment and Life Skills Education.
28. Support and encourage operational, action-oriented research projects in health/RH, nutrition, population and development linkages, to build a national research capacity, with a particular focus on women, girls, adolescents, youth and those living with physical or mental disabilities and challenges.

EDUCATION AND TRAINING

Recognizing that the multi-dimensional impact of education makes it the key determinant of sustainable development, and the critical importance of meeting the education rights of our children – both boys and girls, to prepare them to take over future leadership of the country, and to empower women through improved and expanded education and training options, the following measures are to be undertaken:

1. Increase the inter-provincial public sector Education Budgets each year to reach five per cent overall of the GDP by 2015; and make adequate provision in regular budgets for educational activities in emergency situations to ensure the continuation of educational activities for both girls and boys during such situations;
2. Protect ADP education budget allocations from being diverted for other purposes, ensure their timely release and establish systems to monitor their proper utilization; take effective steps to ensure that funds allocated for non-salary current expenditure and development projects are effectively and responsibly utilized by investing in required capacity building of all stakeholders; and, ensure transparency of information about education spending, and ease of access to relevant information including by making such information available on websites;
3. Legislate at both national and provincial levels against the initiation of new and wasteful pilot projects which benefit only a few advantaged children and youth;
4. Enact legislation in all provinces to initially provide free and compulsory education for children aged 5 to 16 years, as done at the Federal level, increase the number of secondary schools and colleges, and enact follow-up legislation to extend free and mandatory education to federal and provincial secondary schools;
5. Develop a *phased*, forward-looking operational plan to accelerate progress towards Education for All Goals and the Objectives of the 2009 Education Policy, through urgent federal-interprovincial dialogue in the light of the post 18th Constitutional Amendment devolution, involving parliamentarians and education and gender experts, and based on a comprehensive mapping and audit of the existing schools;
6. Adopt non-discriminatory education policies, which provide qualitative and gender-responsive learning environments, extend outreach and access to children

of disadvantaged rural and urban poor communities, and abolish conditions which deprive non-Muslim boys and girls of equal educational opportunities;

7. Develop a comprehensive Education Policy for Girls, encompassing primary, secondary and tertiary levels, to enhance their access to quality and continuing education, and improve their access to other opportunities, including improved learning facilities and scholarships, with a 25% quota to be set for women's nomination in PhD programmes;
8. Initiate a phased move to bridge the gap between the private and public sector education by setting and maintaining minimum quality standards in public schools, since poor quality education for the less advantaged perpetuates class differences, and leads to the enrolment in *madrassas*, of students from low income families, primarily boys;
9. Establish government, NGO and private sector partnership and linkages in the management and gender sensitization of the education system, and extending the delivery of services especially for girls; making it mandatory for large corporations running chains of elite private education institutions to contribute five percent of their profits for public sector schools;
10. Establish criteria for the selection of members of Provincial Assemblies to Standing Committees on Education, based on relevant expertise and interest rather than political considerations, and establish advisory support structures for them through reputed public sector and civil society education and gender experts;
11. Develop a rational education-related Recruitment Policy, which establishes clear service cadres and rules for appointments, transfers and promotions for teachers and educational managers; takes into account the needs of the school, carries out recruitment locally, hires only women teachers at the primary level, appoints teachers near their homes, provides for incentives for women teachers in remote areas, and bases recruitment on qualifications and experience and not on political considerations;
12. Decentralize the education administration, management and training structures, improve and modernize the quality of teacher training institutions, curricula, methodology and teaching aids; and launch extensive programmes to provide high quality teacher and management training to women teachers and managers,

- including in-service provision of inclusive education and counseling, and promoting creative thinking among the students;
13. Improve the existing infrastructure of all schools and training facilities in rural and low income urban areas areas, ensuring the continuity of programmes already initiated, according priority to providing missing facilities in girls' schools, and steps to enhance security and safety of girl students and teachers by adopting urgent measures to effectively counter attacks on girls' education, burning of schools, threatening girl students and teachers in vulnerable conflict prone areas;
 14. Provide facilities and support for girls, boys and youth living with special abilities/disabilities, for ease of access to inclusive education through appropriate building designs, and provision of their specific requirements for furniture, learning, mobility and extra-and co-curricular activities;
 15. Enrich all educational levels by incorporating life skills education, creative extra-and co-curricular activities and community service into the curriculum, for personality development, and inculcation of responsible citizenship values;
 16. Develop a relevant indigenized curriculum especially for secondary and tertiary levels, suited to present needs, including current development issues relating to economic, social and political rights and responsibilities of women and youth; promotion of civic sense, good health, hygiene, nutrition, sanitation, environmental practices and risks related to drugs, HIV/AIDS, and other issues;
 17. Revise and improve textbooks and curricula in consultation with women parliamentarians, Gender Studies Departments at universities, human rights activists and rights based organizations to remove gender-biased stereotypes and derogatory messages about any societal group, to promote a positive image of women, and introduce concepts of inter-faith harmony, tolerance, respect for diversity, pluralism, peace, and tolerance;
 18. Improve and extend distance learning through the Allama Iqbal Open University, maximizing the use of its facilities; develop age-appropriate web-based self-learning packages, and encourage the development and use of age-specific support reading material and libraries, for male and female children, adolescents and youth;
 19. Develop and initiate programmes for technical and vocational skills training for girl students and out of school/drop outs – girls and boys, and adult women

- learners, linking formal and non-formal education systems with vocational/technical education and small-scale industry, restructuring the current gender-specific trades project introduced in secondary schools to make it more area-specific, and to ensure that it does not marginalize women in stereotyped vocations;
20. Provide special education, training and transport facilities for disadvantaged children who cannot be immediately accommodated in mainstream schools, and design follow-up mechanisms to integrate them into mainstream education and vocational skills training programmes;
 21. Incorporate gender issues in mainstream academic disciplines and revive and strengthen University-based Gender and Women's Studies Centres as Centres of Excellence;
 22. Develop media programmes, especially electronic, to:
 - project the positive aspects of educating both girls and boys;
 - highlight the negative impact of traditional gender biased cultural norms and practices;
 - disseminate life skills information and education e.g., to improve awareness and knowledge of – nutrition, hygiene, sanitation, age appropriate health requirements - physical and psychological besides legal and political rights of both women and men, and procedures to access these rights.

VIOLENCE AGAINST WOMEN AND GIRLS

Acknowledging that the independent, credible national data shows an alarmingly high and rising incidence of various forms of Violence Against Women and Girls (VAWG) in Pakistan; recognizing and adhering to the Constitutional Fundamental Principles of women's and girls' Right to Life and Right to Dignity as human beings; and recognizing the Constitutional provision of Gender Equality and Gender Justice;

Reaffirming strong commitment and political will to eradicate Violence Against Women and Girls (VAWG) in all its forms and manifestations, a number of urgent steps will be taken:

1. Work to strengthen existing legislation against Gender-Based Violence (GBV), repeal discriminatory legislation against women, and proactively enact new legislation; as well as strengthen measures for women's and girls' access to justice.
2. Enact the long-pending legislation on Domestic Violence in national and provincial legislatures, after revising and strengthening it in consultation and cooperation with women's rights activists, CSOs and progressive legal experts.
3. Collect data on GBV, disaggregated by sex, age and geography; compile, analyze and publicly disseminate it through the Government channels, working in cooperation with civil society, particularly NGOs with a track record in this area, and the media.
4. Strengthen the mandate and autonomy of the National Commission on the Status of Women (NCSW) and the provincial CSWs to deal with individual cases of VAWG, as well as on a broader level, through laws, policies and programmes to combat VAWG.
5. Empower and mandate the NCSW/PCSWs to formally monitor and deal with cases of violations of existing GBV laws, as well as violations of laws against polygamy, child marriage, dowry, family laws, giving away girls as compensation to settle male feuds (*swara, vanni, irjai, sang chatti*, amongst others).
6. Take legal action to address violations of the Sindh High Court and Supreme Court bans on *Jirgas, Panchayats* and other similar illegal tribal, spiritual or

feudal “courts” rendering unjust “judgements” [*see details in section on Legislation, Judiciary and Law Enforcement*].

7. Ensure that GBV survivors, particularly young girls and women, are treated promptly and with respect and dignity in police stations for the FIR process, in hospitals for medico-legal examinations and reports, and subsequently in courts; and institute special measures for their safety and security, witness protection, and sequestration while giving evidence, and for cross-examination.
8. Ensure the establishment of Burn Centres in DHQs hospitals of all cities; and that, in accordance with the law, women with burn/acid burn injuries will be accorded highest priority in public sector hospitals and referrals; and the existing law will be supplemented and strengthened to cover the remaining omissions and lacunae in it.
9. Work with the NCSW and provincial CSWs, as well as CSOs to strengthen health/RHR, legal aid and psycho-social counseling mechanisms for survivors of VAWG.
10. Rectify the country-wide shortage of crisis centres, shelters and *dar-ul-amaans* for women in distress and emergency situations, abandoned or destitute girls and women survivors of GBV, working with the provincial Governments to eliminate:
 - the current overlap of facilities between Departments (e.g. Bait-ul-Maal, DoSW, DoWD, DoHR, among others); and
 - the duplication of services and facilities in certain urban locations versus their unavailability in most parts of Pakistan.

Streamline the mandate and operations of the existing and new shelters, in cooperation with public-private Management Committees and with the reputable NGOs running their own crisis centres/shelters; linking them to psycho-social counseling, health/RH, legal aid services and emergency telephone helplines. The provincial Governments will show their commitment and ownership by taking up the recurrent operational expenditure and staff salaries in their regular annual budgets. In disaster and conflict areas, these shelters will be expanded into community centres for other girls and women too, including psycho-social trauma, RHR, health and education needs of the affectees.

11. Revise, amend and re-enact (in cooperation with Civil Society and legal experts) the 2004 legislation pertaining to “honour” killings (*karo kari*, etc.), since it has

- serious loopholes and lacunae, and has failed to curb or even decrease such killings. Initiate serious steps to repeal the *Qisas and Diyat* law, which, through “waiver and compromise” mechanisms, results in *de facto* impunity for the killers and an absence of justice for the women and girls killed. Likewise, revise and strengthen other laws intended to end VAWG including, *inter alia*, the Women’s Protection Act and the Anti-Women Discriminatory Practices Act.
12. Draft and table a Bill in consultation and cooperation with Civil Society and legal experts, to: deal with the growing menace of sexual violence against girls and women; and promote the implementation of the anti-sexual harassment legislation in both public and private sectors.
 13. Draft and table legislation to eliminate forced conversions and forced marriages of non-Muslim (minority) Pakistani girls and women, as this is also a peculiar form of VAWG.
 14. Draft and table legislation to eradicate the evil of dowry from society, as dowry and its related VAWG are offences against the State, and often used as a pretext to deny girls and women their inheritance rights.
 15. Undertake measures to sensitize and train police cadres (playing a frontline role in dealing with VAWG) in GBV theory and practice; strengthen the ongoing police training activities of NGOs and expand them throughout Pakistan; ensure that the NGOs’ training curriculum and manuals will be mainstreamed and integrated into the formal police training curriculum, thereby demonstrating the Federal and Provincial Governments’ ownership and commitment to end VAWG [for details, please see sub-section on Law Enforcement Agencies under the “*Legislation*” section].
 16. Review, revise and overhaul the entire system of Alternate Dispute Resolution (ADR), including the Public Safety Commissions, Arbitration Committees of Local Government Councils, CPLCs and the controversial *Masalehati Anjumans*, and others, in view of the fact that they pressurize girls and women into ‘waiver and compromise’, which, as a large body of data shows, leads to repeat offences, including even the survivor’s violent death.
 17. Ensure zero tolerance for violence against girls and women in police custody (e.g. rape/gang rape of suspects or UTPs) and impunity for the police force; institute stringent criminal prosecution measures and strongly deterrent punishments to deal with police impunity.

18. Ensure that the federal and provincial Governments substantially increase the currently inadequate funds for services for VAWG survivors in the Human Rights and Women's Development Departments, using a needs- and rights-based approach.
19. Take steps to legislate special funds for mechanisms for the effective implementation of laws against GBV, e.g. separate women's sections at all police stations staffed by women police, including women investigating and prosecuting officers, special GBV units to promptly respond to VAWG cases, forensics, technological and logistics support.
20. Set up Gender Units and Gender Focal Points at the national, provincial and district level police headquarters; strengthen the Gender Crime Cell/Centre at the federal National Police Bureau and establish provincial Gender Crime Centres.
21. Initiate actions to bring the relevant domestic laws into harmony with the State's commitments under CRC and CEDAW, particularly the UN General Recommendation 19 (GR19) on VAWG, either by repealing the existing non-conforming and discriminatory legislation, or by enacting new legislation where required; take steps to ratify the Optional Protocols; set up a time-bound Plan of Implementation of CEDAW.
22. Work with the media, eminent personalities and Civil Society, on mass communication campaigns aimed at changing public attitudes, mindsets and behaviour pertaining to VAWG and GBV, while recognizing that attitudinal change usually takes generations.

ENVIRONMENT AND CLIMATE CHANGE IMPACT

To ensure proper, Pakistan-specific environmental conservation, adaptation and mitigation measures; to ensure sustainable economic development policies; to prevent, reduce and manage the impact of natural disasters, and to mainstream gender perspectives into environmental policies and domestic laws in accordance with specific local needs, global and regional agreements, conventions, conferences, declarations and resolutions, the following measures are to be taken:

1. Accord urgent attention to country-specific conservation, adaptation and mitigation measures with greater urgency to institute conservation approaches which would reduce the risks of disasters and also the pressure on the mitigation aspect;
2. Consider environmental issues not just in the scientific and technical contexts but also with respect to their socio-economic impact on men and women; and adopt a “bottom-up” approach when preparing plans and programmes to assess the affected populations’ indigenous and traditional knowledge and concerns, instead of applying top-down planning models;
3. Base all environmental and land use initiatives on a sound knowledge of the specific contexts of area-based cultural and economic situations, as well as gender and pro-poor considerations, and not on generalizations or stereotypical assumptions;
4. Establish a monitoring system to track the value and direction of the country’s natural environmental assets; support area-based gender sensitive environmental impact assessments to identify levels of vulnerability, resilience and autonomy of men and women when confronted with different threats; and the nature of local knowledge on conservation techniques for different environmental sub-sectors;
5. Facilitate integration of gender related indicators in ongoing research being conducted by academia and others on the impact of climate change and its deep-rooted causes;
6. Invest in research in areas such as: specific patterns of sex-differentiated use of resources; vulnerability and risk patterns linked to gender relations; and other under-explored dimensions such as the linkages between poverty, security, migration and environmental disasters; and stipulate that the findings of such research must serve as the basis for planning of preventive, adaptation and mitigations strategies for both women and men;

7. Ensure that a gender dimension is included in all projects proposed for financing mitigation and adaptation financing mechanisms; and ensure that funds allocated for environmental conservation, and climate change adaptation and mitigation take gender considerations into account, and that initiatives are implemented based on the needs of both women and men in the affected communities;
8. Create a permanent multi-stakeholder federal/interprovincial task force on sustainable development and the green economy with sub-committees at sub-national levels; and, introduce fiscal and employment policies to promote a green economy, mobilizing and catalyzing investments at scale in priority sectors, such as food and agriculture, forestry, energy, water and waste management;
9. Establish guidelines for working with and building the leadership and management capacities of existing grassroots level women's and men's groups; and, build the capacities of both men and women at national, provincial and local levels to assist the design of non-discriminatory and gender-equitable policies, strategies and programmes on climate change and other environmental concerns;
10. Create educational and training opportunities in areas related to environment and climate change:
 - train both women and men in methods for increasing their productivity with new forestry-related technologies that may allow for greater productivity in a changing climate, for example in setting up plant nurseries, their site and species selection, land preparation, sowing, weeding, maintenance and marketing;
 - train women how to reduce and prevent fires, since preventing forest fires and controlling agricultural burning are the most effective prevention measures in managing protected areas and wooded zones;
11. Support wage-earning productive activities to improve living conditions for families, and promote women's equal access to land ownership, credit and other resources needed for effective socio-economic participation, such as capital, technical assistance, technology, tools, equipment, markets and time;
12. Create jobs with equitable participation of women and men in environmental projects focusing on physical infrastructure, information dissemination and training, and build capacities of women to take on non-traditional occupations;
13. Recognize the importance of women's household, agriculture and livestock-related work and the knowledge it brings to environmental matters; and, consult with both women and men when introducing environmental alternatives, for

- instance new varieties of plants and fertilizers, to ensure that the new options are organic (not chemical); are helpful to local families' food security; and do not damage their health or the environment;
14. Design appropriate mechanisms for wide dissemination of environmental information including early warnings of impending risks to women, as well as to marginalized members of society, especially those living in ecologically vulnerable areas;
 15. Set mandatory conditions to ensure women's representation in local, provincial, national and international environmental committees and meetings, and for the participation of women's groups and gender experts (both men and women) in the preparation of national and international reports.
 16. Review and revise the relevant domestic laws to bring them into harmony with Pakistan's binding commitments as a State Party to various environment-related Treaties/Conventions, as well as its endorsement of the Declarations of the Rio de Janeiro and Johannesburg World Conferences on Environment and Development.
 17. Reactivate the Environmental Protection Agency (EPA), at both the federal and provincial levels, to strictly deal with all violations of the anti-pollution laws across the board; initiate and strictly enforce the "polluter-pays principle" of dealing with environmental degradation.
 18. Incorporate courses on environmental conservation, green economics and sustainable development in the educational curricula, textbooks and teachers' training of the public school system at primary, secondary and tertiary levels.

WOMEN AND GIRLS IN HUMANITARIAN/CONFLICT-RELATED EMERGENCY SITUATIONS

To mainstream gender perspectives and approaches into all disaster prevention and risk reduction policies and laws; and to operationalize and further improve the National Disaster Management Authority's (NDMA) strategies at the national, provincial and further decentralized levels, the following measure are to be taken:

1. Adhere to the basic principles outlined in the National Disaster Management Strategy:
 - Adopt proactive disaster prevention and preparedness approaches that contribute to better, more cost-effective and sustainable risk mitigation, rather than sole dependence on disaster response;
 - Take appropriate steps to start removing gender-related development disparities, not only for risk mitigation in the face of disasters, but as a development imperative for all situations;
 - Use these situations as opportunities to build better living conditions, social norms, and gender relations;
 - Develop disaster risk reduction and management (DRRM) plans related to the mandate of all Federal and Provincial Ministries and Departments;
 - Use sectoral plans to develop coordinated multi-sectoral policies, protocols and implementation mechanisms;
2. Support gender analysis of the relevant laws, plans, operational systems/guidelines; followed by revisions as per the identified requirements; and annually review the existing plans and systems, based on lessons learned from the most recent experiences of the impact of disasters on both women and men (2005, 2009, 2010 and 2011);
3. Gear macro-level DRRM policies, rehabilitation, and infrastructure reconstruction standards towards positive social, economic, political change, and introduce safeguards to prevent regression in social norms;
4. Establish a larger cadre of trained women and men staff to deal with various aspects of disaster prevention, response, relief, recovery and rehabilitation, besides providing the necessary equipment and emergency funds to district-level risk management structures;

5. Establish a network of well-equipped, decentralized Civil Defence and First Aid Training Centres, and provide First Aid training to female and male youth and adults through educational institutions, youth centres, and community centres;
6. Conduct and maintain updated region-specific hazard and vulnerability analyses; and streamline early warning systems to improve their timeliness, the quality and comprehensiveness of the information and its outreach to affected communities;
7. Establish age- and sex-disaggregated databases of the affected populations immediately after the onset of disasters, and ensure that the identified needs of women and child survivors are addressed on a priority basis, during the initial response and post-disaster relief, recovery and rehabilitation stages;
8. Involve CSOs already focusing on gender-responsive work in affected areas, and develop the capacities of women's organizations in handling disaster risk prevention and management strategies;
9. Raise the awareness of decision-makers, policy-makers, planners, managers and field-based staff about the special vulnerabilities and capacities of women, children and minority groups when faced with emergency situations;
10. Review and update the existing Code of Ethics for Media – in consultation and cooperation with the media representative bodies – to deal effectively with humanitarian situations, to encompass a highlighted projection of the concerns of women and children, using a sensitive approach which protects their dignity, does not intrude into their privacy, and avoids using interview questions and print, video or audio images which aggravate the affectees' feelings of hurt and deprivation;
11. Institutionalize effective monitoring mechanisms to ensure that relief and rehabilitation services reach the most vulnerable and deserving, and that disaster situations are not exploited by powerful vested interests, or for political ends;
12. Establish feedback processes to prevent marginalization, neglect or oppression of the affectees due to class, religious or gender disparities, and establish/reinforce support institutions as per their expressed and identified needs;
13. Ensure adequate and informed participation of women and youth in all relief, early recovery and reconstruction interventions – not just as beneficiaries, but also as stakeholders, i.e. planners, managers and implementers;

14. Associate Women and Gender Resource Centres, as well as gender experts, with the coordinated planning of sectoral and cross-cutting humanitarian initiatives of Government, NGOs, the UN and donors;
15. Promote awareness amongst women, men, youth and children in hazard-prone areas about disaster risks and disaster preparedness, including through improved media (particularly FM radio) information and education programmes, and extension workers;
16. Ensure security of shelter for internally displaced children and women, and put in place measures to avoid the likelihood of their becoming victims of forced labour, physical and sexual abuse within the camps; and to prevent their abduction and trafficking;
17. Equip camps for Internally Displaced Persons (IDPs) with basic services geared to the identified needs of women and children – health (including reproductive), hygiene, nutrition, sanitation, adequate lighting, privacy, psychosocialtrauma counseling, and particularly for children and young girls and boys – safe spaces for education and recreation;
18. Employ resettlement, rehabilitation and resilience-building measures among affected communities in their places of origin, ensuring that developmental processes are sustained and progressively improved from previous levels for women and men, girls and boys, through:
 - help in rebuilding shelters;
 - restoration/provision of basic services;
 - provision of new learning/training opportunities;
 - revival of livelihood sources and provision of new economic options for both men and women survivors, with special attention to those who work mostly in the non-formal sector and whose needs are, therefore, liable to being neglected.

WOMEN AND MEDIA

To realize the immense potential of the media as a tool for consciousness-raising, information dissemination, education and improving social and cultural attitudes, as well as for creating a social environment more conducive to gender justice and equality, as well as women's empowerment; and for projecting the vulnerabilities of deprived sections of society, the following measures will be taken:

1. Address the root causes underlying the overall weak gender responsiveness of the print and electronic media – i.e., deeply ingrained social and cultural values and concepts about women, the absence of implementation of gender-aware policies and codes of ethics within most media houses, and low attention to pre-service and in-service orientation on gender issues for both men and women media practitioners.
2. Develop a Media Policy, along with media reps, which promotes social justice and projects women and members of various underserved groups as equal citizens of Pakistan, instead of projecting stereotyped images of women, or imposing dress-codes or retrogressive ideological norms or values on them, and incorporate the same concepts into the Education Policy;
3. Review and revise, together with the media reps, the Media Code of Ethics (e.g. the Uks Code), to ensure gender-sensitive and nondiscriminatory treatment of women's issues, to incorporate among other things, guidelines and disciplinary measures to check the invasion of privacy and sensationalized reporting on cases of violence against women; and strictly enforce the code against the electronic media's current blatant depiction of physical violence against women;
4. Build into guidelines for media houses the need to allocate an obligatory percentage of time to information and education programmes and public service messages to be developed in collaboration with sectoral and gender experts;
5. Promote an increased presence of women in policy-level decision-making positions of planning and production in the media, through the recruitment of senior women professionals in all private and public media houses and institutions, including the Film Censor Board, PEMRA, PBA and the Arts Councils;
6. Include in a professional manner women's issues and concerns in the curricula of Mass Communication Departments of all universities, and establish inter-

disciplinary collaboration between the Mass Communication Departments and Gender and Women's Studies Centres;

7. Establish mandatory ethical media reporting and gender-sensitization training courses for all media personnel, including print and electronic media journalists, TV and radio drama and comedy scriptwriters, producers, directors, actors, researchers and anchors of programmes;
8. Amend and implement the Indecent Advertisements Prohibition Act; establish media monitoring groups, in collaboration with Civil Society Organizations and women's groups (e.g. Uks), to monitor and report on the commercialization, commodification and exploitation of women as sex objects in advertisements, music videos, some stage performances and films which include content and remarks denigrating and humiliating women; and take punitive action against the offending advertisers, business corporations and media groups;
9. Establish a reporting and monitoring system to check the rising phenomenon of cyber-crimes against girls and women, widely disseminate information about preventive, reporting and recourse procedures, and establish and enforce strict punitive measures;
10. Promote, and where needed commission, media initiatives in collaboration with civil society and women's rights organizations, progressive citizens and experts, researchers and women from different geographical areas and sectors to:
 - inform and educate the public on the real life issues and human rights deprivations of girls, women and other underserved communities;
 - highlight the negative impact of discriminatory laws, policies and retrogressive ideological and social-cultural attitudes, customs and practices; refrain from portrayal of women and girls that promotes/reinforces negative stereotypes;
 - depict the positive aspects of female education and productive work, and the changing role of women in decision-making and public life;
 - educate the public on the importance of political participation of both men and women, and provide them relevant information immediately before national, provincial and local government elections;
 - project women and children's issues from all geographical areas, as well as of minorities, rural grassroots, urban slum dwellers, those living with disabilities and other disadvantaged categories;

- democratize family norms, inculcate responsible citizenship values, and promote peace, tolerance, inter-ethnic, inter-faith and inter-regional harmony;
 - provide life skills education and information geared to enhance the knowledge and ability of women, youth and underserved populations to gain greater control over their lives.
11. Monitor private media and penalize and suspend those offending channels found to be promoting misogyny, vigilantism, hate-crimes, religious intolerance or disinformation about the fundamental, democratic rights of the people;
 12. Take strict preventive and punitive action against the use by non-State actors, of FM radio, internet, cell phone messages, and social media, for intimidation and fear creation to forward their own anti-State, anti-women, sectarian, and anti-minority agendas;
 13. Ban and take strict punitive action against the use of informal media that encourage the violation of basic human rights, such as pamphleteering and picketing against women's education, freedom of movement, engaging in productive work outside the home, or participating in voting;
 14. Take notice of and action against Advertizing companies and/or their clients found to be exploiting or commodifying women to advertize or market their products; strictly enforce the Gender Code of Ethics in the Advertizing industry.
 15. Institute performance awards to encourage print and electronic media professionals working on women, child and minority rights issues.

CREATIVE ARTS AND SPORTS

To nurture the inherent creative potential of all citizens, women and men, to enable them to further enrich the diversity of their cultural heritage, traditional arts and artisanship in different regions of the country, as well as to equally enable women and men to excel in new art forms and individual and team sports, and to enhance the country's positive visibility and performance in related international events, the following measures are to be taken:

1. Pay more focused attention to the promotion of sports and all forms of creative arts – painting, music, dance, poetry, literature, writing (in all Pakistani languages), theatre, public speaking, different electronic media forms, film, information communication technology-based art forms, and others;
2. Regulate the Ministries/Departments of Culture, Education, Information and *Auqaaf* against accepting pressure or influence from ultra-conservative and reactionary groups trying to impose, at national, provincial or local levels, narrow-minded, obscurantist, gender-biased and anti-minority interpretations and notions in the name of ‘our values’, ‘our culture’ and ‘our traditions’;
3. Orient all forms of media towards propagating positive approaches towards the participation of girls and women in sports and creative arts; and incorporate positive messages on these issues into formal and non-formal educational materials;
4. Integrate creative arts and sports activities into public sector educational institutions for girls and boys and women's non-formal adult education and community centre programmes, and sponsor inter-school, inter-college and inter-university competitions at local, district, provincial and federal levels;
5. Encourage and facilitate girls and boys, women and men to participate in competitive sports events – nationally and internationally – through provision of training opportunities, basic sports facilities and other incentives;
6. Organize motivational campaigns through civil society groups and arts and sports-oriented organizations to ensure family and societal support for the participation of girls and women in creative arts and sports activities;
7. Accord special attention to identifying and fostering the talents of girls, boys and women living with special abilities/disabilities, in the fields of music, dance, drama, painting, creative writing, computer technology based creative arts, debating, and sports – both indoor and outdoor;

8. Provide adequate financial allocations at the federal, provincial and district levels for the promotion of sports and cultural activities covering a range of performing arts and artisanship, with equal opportunities and incentives provided to women and men, girls and boys;
9. Expand the scope of the ongoing public-private partnership, which combines product promotion through electronic media-based sponsorship, and the projection of men's sports and occasional cultural events, to also include:
 - support for women's sports and talented female sportspersons, and;
 - a more systematic sponsorship of activities promoting the enhanced participation in creative arts activities, by women and men, girls and boys;
10. Create conditions to encourage the maximum participation of girls and women in cultural festivals and sporting events by ensuring: adequate safety and security, designated changing and rest rooms, as well as segregated and secure board and lodging; as well as transport facilities when they are required to travel and stay in locations away from their homes:
 - as active participants in local, provincial and national training and competitive events;
 - as organizers, performers, artists, artisans, managers and stall-holders;
 - when representing the country in international events as artists, artisans and sportspersons.
11. Encourage the increased participation of girls and women as audiences of cultural shows and spectator sports by maintaining safety and security at the venues, providing them basic facilities, and where indicated, also separate seating.
12. Ensure that girls and women are accorded respect and dignity in all spheres of cultural life, sports, arts and humanities.

PHYSICAL INFRASTRUCTURE AND BASIC SERVICES

Acknowledging the critical importance of the availability of suitable housing and other civic amenities to facilitate women's household related responsibilities; and of ease of access to workplaces and markets; besides educational, health, training and recreational facilities for women and their families, the following measures are to be taken:

1. Adopt an infrastructure development approach geared towards furthering socio-economic development which is mindful of the diverse rights and location-specific needs of women in remote rural and disadvantaged urban areas, and addresses constraints to their advancement;
2. Incorporate women's concerns in the prioritization of small infrastructure projects, such as health centres, schools, community centres, food storage and processing units, small dams, location of feeder roads, local transport systems, low-cost community water, sanitation and energy projects;
3. Promote training facilities for women, particularly technical training to encourage their direct participation and involvement in infrastructure-oriented programmes and projects;
4. Directly involve community women in the designing, planning and implementation of all low-cost housing, community development and service delivery projects, to ensure that their interests and concerns are adequately reflected;
5. Update building regulations to incorporate the special access needs of those living with special abilities/ disabilities, and monitor their compliance;
6. Undertake low-cost housing schemes situated in safe and populated areas with accessible public transport facilities, for lease or sale at subsidized rates, or on easy installments to different levels of lower income working women, especially Women-Headed Households, and their families;
7. Provide basic civic amenities (e.g. water supply, electricity, gas, sewerage, sanitation, garbage removal, immunization and fumigation for insect control) in all slums, *katchi abadis*, peri-urban and rural areas;
8. Facilitate the establishment of modern sanitation systems on a self-help basis, modeled on projects such as the Orangi Pilot Project (OPP), to address the serious

health hazards and difficult living conditions for the residents, especially women and children;

9. Develop options to reduce women's workload to improve their health; support in their reproductive and child-caring functions; and facilitate their involvement in productive and other development activities, for instance by:
 - promoting joint responsibility and redistribution of domestic work in families, to give women free time for productive activities;
 - encouraging the development of alternative technologies that take women's needs into account, and foster the transfer of technology to both women and men;
 - financing projects that place renewable energy technologies within reach of women to facilitate their domestic tasks;
 - including a gendered approach in bio- and solar energy-focused policy-making and planning to ensure equal attention to the concerns and needs of men and women;
10. Establish conveniently located, safe and affordable working women's hostels in major towns and cities, and ensure safe accommodation for women health and education staff sent to work in the rural areas;
11. Locate girls' schools and mother and child health centres within, or in close proximity of, low-income urban settlements and rural localities;
12. Allocate suitable space and funds for construction of women's community centres, recreation facilities and family parks in all housing and physical planning programmes and projects;
13. Establish child care/protection centres in cities and towns, besides shelters for homeless, destitute and low-income women, in addition to crisis centres and shelters for girls and women survivors of violence;
14. Undertake special measures on a priority basis to provide safe and inexpensive public transport facilities for women in both urban and rural areas, recognizing women's mobility as a critical factor in facilitating employment and access to other economic and development opportunities for women in urban areas, and in accessing health, education, extension and marketing facilities for both rural and urban communities;

15. Promote focused government subsidies to finance transport services to link rural communities to market and commercial centres, and to educational and health facilities where these are not available locally.
16. Ensure the participation of women in the formulation of integrated transport and related policies and strategies, and monitoring their effective implementation.

CONCLUSION

It is recognized that Election Manifestos are basically prepared as broad frameworks to reflect each Party's overarching ideology, vision, guiding principles and broad policy directions. Hence, it is not possible for them to include detailed gender-aware action plans for all sectors, which need to be worked out after the elections. However, past experience has shown a fade-away effect, with Manifesto promises not leading to adequate attention to practical follow up with legislation, policymaking, planning and implementation.

While a review of most political party Manifestos prior to the 2008 Elections identified expressions of some fairly strong commitments to women's rights in general terms, there was a lack of consistency through the text, with positive statements in one section diluted, or negated in others. The terminology used was mostly gender-neutral or gender-negative, so it was not clear whether general statements of intent would equally benefit women and men, girls and boys.

In several cases there was no explicit mention of other disadvantaged groups, such as the religious or ethnic minorities, those living with special abilities/disabilities, or men and women of FATA and Balochistan. The extent to which measures were mentioned to translate stated intentions into practical interventions varied, but it was generally inadequate. In several instances it was clear that the feasibility of meeting the stated objectives had not been thought through in terms of available resources or the required timeframe.

Past experience also shows that the priorities of Political Parties change due to political expediency, or whether they actually succeed in forming governments or opposition blocs, with women and minority rights being pushed way down among their priorities, or even being neglected due to the absence of detailed, feasible action plans, or political will.

It is therefore vitally important that the following measures be enunciated and carried out at the earliest:

1. Development of supporting action plans to actualize Manifesto promises be prepared by the Political Parties, in collaboration with women's development and rights experts, including those from the Civil Society;
2. Provision of sector-wise Resource Lists of individual gender experts and sectoral issue-oriented organizations and coalitions by Human Rights (particularly Women's Rights) Resource Centres and CSOs to assist the Political Parties to develop their action plans;

3. Regular monitoring by the Ministry and Provincial Departments of Human Rights, the National and Provincial Commissions on the Status of Women, the Provincial Women's Development Departments, and rights-based NGOs, of the manner in which Manifesto promises are being honoured; along with sustained advocacy activities;
4. Documentation of the performance of Political Parties by the National and Provincial Commissions on the Status of Women; the Commission on Minorities, the Ministry of Human Rights, and CSOs to monitor and track progress on their Manifesto commitments, for instance, by reviewing the following concerns:
 - a. Internal approach towards nominating women as candidates for political forums at different levels; according women due representation in Party decision-making; the priority accorded to women as Party workers, office bearers, candidates for elections; appointment to key decision-making positions within the Party, and as chairpersons or members of statutory Committees;
 - b. Track record with regard to women-oriented legislation, i.e., whether the Party neglected this, or was involved in either proposing, supporting, or opposing the enactment of progressive laws;
 - c. Approach to the signing and ratification of International Human Rights Treaties or Conventions, and taking follow-up steps to ensure their practical implementation and harmonization with domestic legislation;
 - d. Policy-making record i.e., whether the approach was proactive, regressive, or one of neglect of the rights of women; and in addition, the rights of children, minorities, those living with special abilities/disabilities, and other vulnerable population groups;
 - e. Attitude towards Gender Responsive Budgeting (GRB) – and for the Party/Parties in power, the level of funding allocation for women/girl-specific initiatives, and whether these funds were optimally utilized, or instead, diverted for other purposes;
 - f. Approach towards women's role in the media, and media projection of women's issues, i.e., whether the State or private media maintained the status quo, brought about positive changes, or adopted a retrogressive media policy with regard to women, girls and vulnerable groups, such as those living with special abilities/disabilities, religious and ethnic minorities..

It is hoped that this document will be of some assistance in achieving the above objectives and in addressing the multi-dimensional issues facing women and girls, as outlined in its sectoral and over-arching sections. Constructive feedback from the Political Parties and suggestions for its improvement would be welcome.