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COUNTRY DEVELOPMENT COOPERATION STRATEGY (CDCS) GENDER ANALYSIS

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COUNTRY DEVELOPMENT COOPERATION STRATEGY (CDCS) GENDER ANALYSIS

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ACRONYMS

ADB	Asian Development Bank
ADS	Automated Directives System
AKRSP	Aga Khan Rural Support Program
AWP	Assignment Work Plan
BISP	Benazir Income Support Program
CAS	Centers for Advanced Studies
CDCS	Country Development Cooperation Strategy
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CERP	Center for Economic Research in Pakistan
CNFA	Cultivating New Frontiers in Agriculture
CNIC	Computerized National Identity Card
CSO	Civil Society Organization
CVE	Countering Violent Extremism
DISCO	Distribution Company
DO	Development Objective
EGA	Economic Growth and Agriculture
FAO	Food and Agriculture Organization
FATA	Federally Administered Tribal Areas
FGD	Focus Group Discussion
GBV	Gender-Based Violence
GEP	Gender Equity Program
GIZ	Gesellschaft für Internationale Zusammenarbeit (German Society for International Cooperation)
GMIS	Gender Management Information System
GOP	Government of Pakistan
HIV	Human Immunodeficiency Virus
HRCPP	Human Rights Commission of Pakistan
ICT	Islamabad Capital Territory
IDEAS	Institute of Development and Economic Alternatives
IDP	Internally Displaced Person
IDSP	Institute for Development Studies and Practices
INGO	International Non-Governmental Organization
IP	Implementing Partner

IUD	Intrauterine Device
KII	Key Informant Interview
KP	Khyber Pakhtunkhwa
LHW	Lady Health Worker
LUMS	Lahore University of Management Sciences
NAP-WPS	National Action Plan on Women, Peace, and Security
NCSW	National Commission on the Status of Women
NGO	Non-Governmental Organization
OAA	Office of Acquisition and Assistance
OPM	Office of Program Management
OTI	Office of Transition Initiatives
PAD	Project Appraisal Document
PCSW	Punjab Commission on the Status of Women
PDHS	Pakistan Demographic and Health Survey
PSLM	Pakistan Social and Living Standard Measurement
SAP-PK	South Asia Partnership Pakistan
SDG	Sustainable Development Goal
SEBCON	Social Economic and Business Consultants
SMEDA	Small and Medium Enterprises Development Authority
TV	Television
UN	United Nations
UNDP	United Nations Development Program
USAID	United States Agency for International Development
USIP	United States Institute of Peace
WDD	Women Development Department

EXECUTIVE SUMMARY

Purpose of the Analysis

The gender analysis meets the Automated Directives System (ADS) 201 “Program Cycle Operational Policy,” 203 “Assessing and Learning,” and 205 “Integrating Gender Equality and Female Empowerment in USAID’s Program Cycle” requirement that USAID/Pakistan conduct a gender analysis to support the development of its Country Development Cooperation Strategy (CDCS). The assignment work plan (AWP) refers to conducting the gender analysis to “inform the CDCS planning for future programming in all (current) five Development Objectives under USAID Pakistan’s portfolio.”¹ In addition to meeting these requirements, the Mission asked that the analysis focus on “connecting the dots” between gender and both countering violent extremism (CVE) and private sector partnerships. The analysis draws on secondary data, including statistics, legislation, assessments, studies, and a variety of reports on development projects. The team also collected primary data through individual interviews and group discussions with Mission staff, implementing partners (IPs), international non-governmental organization (INGO) and civil society organization (CSO) staff, government representatives, and gender specialists in Islamabad, Lahore, Karachi, Quetta, and Peshawar.

Key Conclusions

The simple answer to why Pakistan’s gender equality² has not improved despite an enormous influx of donor funding³ is that gender equality has not been a priority for the government or non-governmental development sector. Rather than understanding gender as a social construct describing roles and relationships, a number of national and international organizations working on gender understand it as doing things “for women” or to help women to the exclusion of men. To improve gender equality, the notion of “gender” needs to be repositioned away from “doing something for women” and refocused on gender-specific roles, relationships, social norms, attitudes, behavior, and balance of power. Affecting gender equality necessarily requires engaging both women and men. Excluding men while attempting to increase gender equality is not and will not be successful.

Social change is a slow process and takes time to be internalized. It cannot be measured in quarterly increments, and is not reflected in output or process indicators. It requires observing changes in social behavior such as media (mass and social); who is doing what, where, with whom, and why; who is earning income, how, and how much; what income earners spend their money on; and patterns in civic engagement and crime. It also requires long-term commitment, local implementers who have presence to build trust, and approaches that are palatable in local contexts at the community level.

Since most development implementers focus on counting outputs rather than on measuring social change, the analysis found little evidence of the effectiveness of various development project approaches to increasing gender equality. Anecdotal evidence from experienced development partners suggests that employing locally contextualized implementation approaches, taking the time to thoroughly understand a community and develop relationships, staffing that includes both men and women with contextually

¹ Assignment Work Plan (see [Annex I](#)).

² The USAID Gender Equality and Female Empowerment Policy of 2012 describes gender equality as equal access for men and women to education, health care, and technology; equal control of resources, lands, and markets; and equal rights and equal opportunities as breadwinners, peace builders, and leaders.

³ “Pakistan Donor Profile and Mapping Report”, United Nations Pakistan, accessed July 28, 2017, <http://www.un.org.pk/wp-content/uploads/2014/04/Pakistan-Donor-Profile-and-Mapping-by-UN.pdf>.

appropriate gender expertise, and having internalized the value of gender equality as part of their organizational culture contribute to their effectiveness in achieving gender equality outcomes.

Power inequality—including gender-based inequality reflected in gender-based violence (GBV)—is one of the strong predictors of violent extremism (see the “Gender Equality and Violent Extremism” section of this report). The team’s fieldwork suggests that programming to empower women economically affects power dynamics within the family and may reduce GBV⁴—although research on this topic suggests that the influence of economic empowerment on GBV is contextual and nuanced. The link from economic empowerment to reduced violent extremism is more tenuous but may stem from research that finds that children raised in homes with domestic violence (e.g., GBV) have a greater propensity to engage in violent extremism. The religious and cultural aspects of violent extremism in Pakistan, however, may render invalid conclusions drawn from research in other areas.

To empower women economically, gender relations need to be equalized by introducing alternative attitudes and behavior, e.g., by bringing men and women together through/people-to-people development initiatives to work together to improve their quality of life or facilitating equality in men’s and women’s public presence (e.g., in the workplace, in public, or in public office). Implementation of existing and development of new legislation is also necessary to reduce workplace harassment and improve women’s physical safety and conditions of work. Interventions should be based on principles of human rights and conform with Pakistan’s commitments on the United Nations (UN) Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and other international ratifications that encourage women’s participation in both the private and public spheres.

Private sector actors are willing to engage in partnerships with development initiatives that will contribute to gender equality, particularly when initiatives contribute to firms’ business goals. However, identifying opportunities and operationalizing them typically requires extensive consultation and highly tailored approaches to fit each organization’s situation.

Key Recommendations

1. Establish gender equality as a programming priority; demonstrate USAID’s commitment through activity design, targets, management, and implementation; and reinforce it through leadership and accountability. Addressing the underlying causes of gender inequality will be essential for Pakistan to address the high rate of fertility and to make progress on Sustainable Development Goals overall.
2. Work through local IPs, universities, *madrassas*, mosques, and religious and other opinion leaders who have a presence in and the trust of communities to identify opportunities to change attitudes and social norms and to increase gender equality through their activities. Recognize that such activities cannot produce results in the immediate short term and give partners time to build the level of trust required for communities to change behaviors.
3. Engage in programming that offers alternatives to the existing patterns of patriarchal practices for both men and women to shift social norms on gender. Find ways to have women and men work together; make women more visible in public places, and promote public discourse among men and women to explore masculinity and femininity in compassionate ways.

⁴ FGD on Economic Growth, Agriculture, and Energy, Quetta; interview with the Society for Community Strengthening and Promotion of Education, Quetta; FGD on Education, Karachi; interview with SMEDA, Quetta; interview with Karvaan, Lahore; FGD on Services and CVE, Lahore.

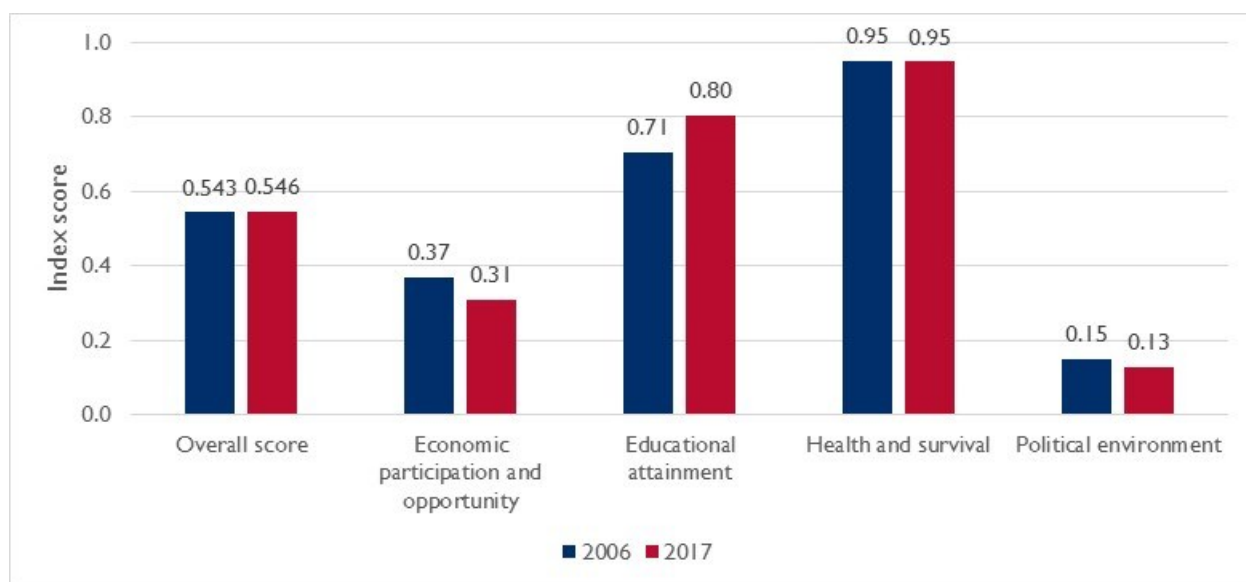
4. Collaborate with multilateral institutions (e.g., United Nations Development Program [UNDP] and UN Women) and other donors to leverage their experience, connections, and programming in gender equality and their work with/through the government and broader civil society, including *madrassas*, mosques, and religious leaders.
5. USAID's limited engagement with the Government of Pakistan (GOP) on gender equality at the federal level is a missed opportunity. Generate support in religious communities to facilitate the government in implementing existing legislation. Focus on one strong partner (e.g., Punjab Commission on the Status of Women [PCSW]) and one area of legislation (e.g., anti-harassment) that can show concrete results, be a model for others to follow, and substantively contribute to women's independent income and public visibility.
6. Work with stakeholders, including *imams* and other opinion leaders, to increase support for initiatives that normalize women's visibility and mobility in public spaces, and shift the burden of preserving family honor away from women.
7. Recognize that both women and men participate in and are affected by issues of peace and security, and that they both have a legitimate role in dialogue on the topic. Support initiatives that provide women with the same opportunities as men to engage in dialogue and planning for peace and security at the local, provincial, and national levels.
8. Support programming to build a grassroots to provincial- and national-level, inclusive, progressive counter-narrative to the gender inequalities and violent extremism that are part of the same ideological continuum.
9. Engage with the private sector to understand its business challenges and priorities, and explore areas of mutual interest through initiatives that contribute to increasing gender equality and meet the private sector's bottom line.

ANALYSIS BACKGROUND

“Part of the reason that policymakers fail to consider gender may be that ‘gender’ is often misunderstood as a synonym for women, when it actually describes men, women, and the dynamic between them. It creates the first political order within a society, one that influences how we relate to others, and how we govern ourselves. That means that the people fighting for gender equity aren’t advocating for some special interest group that will only affect a sliver of the population. The male/female relationship is created and sustained by all within the society. And yet, the more that the development community and policymakers define gender as ‘women’s stuff’, the more they miss the real implications of a hierarchical gender order [particularly as it relates to security]... The situation of women is a key marker of whether a society is descending into chaos, morphing into a breeding ground for extremist organizations. To give one recent example, ignoring what would happen to women in the wake of US and allied intervention was more than an oversight—it was a missed opportunity to counter the rise of ISIS in countries like Libya and Iraq.”⁵

The first World Economic Forum Global Gender Gap Report published in 2006 ranked Pakistan 112 of 115 countries for gender inequality. Ten years and billions of dollars in international donor funding later, Pakistan’s score on the index has remained virtually unchanged (Figure 1) and its rank has fallen to 143 of 144 countries; the only country with a higher level of gender inequality is Yemen. The index considers indicators across four key areas: health, education, economy, and politics, and Pakistan’s score has fallen in each category except educational attainment since 2006 (Figure 1). Factors contributing to the persistent and worsening gender inequality are widely recognized and include restricted mobility of women and girls, prevalent GBV, low levels of education, limited awareness of rights, and women and girls’ limited access to social services.

FIGURE 1: CHANGE IN PAKISTAN’S GLOBAL GENDER GAP SUBINDEX SCORES



Source: World Economic Forum Global Gender Gap reports, 2006 and 2017.

⁵ Elizabeth Weingarten and Valerie Hudson, “Gender as a Second Language,” *New America Weekly*, December 8, 2018, <https://www.newamerica.org/weekly/edition-145/gender-second-language/>.

USAID has three gender policies specifically recognizing the equal rights of men and women, boys and girls, through foreign assistance:

1. *National Action Plan on Women, Peace, and Security (NAP-WPS)*:⁶ Empower half the world's population to act as equal partners in preventing conflict and building peace in countries threatened and affected by war, violence, and insecurity.
2. *Gender Equality and Female Empowerment Policy*:⁷ Reduce gender disparities in benefit from resources; reduce GBV; and increase the capability of women and girls to realize their rights, determine their life outcomes, and influence decision-making at all levels.
3. *United States Strategy to Prevent and Respond to Gender-Based Violence Globally*:⁸ Marshal the United States' expertise and capacity to prevent and respond to GBV globally.

ADS 205 provides directives on integrating these policies; a first step in this process is a gender analysis as input for the CDCS, strategic plans, and development objectives (DOs). ADS 205 emphasizes that **gender is not a separate topic to be analyzed and reported on in isolation; as gender roles, relationships, and behaviors are foundational to the cultural context in which USAID operates, it requires an integration into every aspect of USAID operations.**

ANALYSIS PURPOSE AND QUESTIONS

The AWP refers to conducting a country-level gender analysis to inform USAID/Pakistan's CDCS "to guide the mission in promoting gender equality, female empowerment, and inclusion."⁹ The analysis will also inform future programming in USAID Pakistan's (current) five DOs.¹⁰ The AWP ([Annex I](#)) specifies that the analysis will provide an overview of gender dynamics in Pakistan based on five gender domains:

1. Power and decision-making;
2. Knowledge, beliefs, and perceptions;
3. Laws, legal rights, policies, and institutions;
4. Time and space; and
5. Access to resources.

During the team's in-briefing, USAID staff explained that the analysis should focus on "connecting the dots" between gender and both CVE and private sector partnerships.

⁶ The United States National Action Plan on Women, Peace, and Security (USAID, 2016). <https://www.usaid.gov/sites/default/files/documents/1868/National%20Action%20Plan%20on%20Women%2C%20Peace%2C%20and%20Security.pdf>.

⁷ Gender Equality and Female Empowerment Policy (USAID, 2012). <https://www.usaid.gov/sites/default/files/documents/1870/GenderEqualityPolicy.pdf>.

⁸ United States Strategy to Prevent and Respond to Gender-based Violence Globally (USAID, 2012). http://pdf.usaid.gov/pdf_docs/PDACT888.pdf.

⁹ Assignment Work Plan (see [Annex I](#)).

¹⁰ Ibid.

ANALYSIS METHODS AND LIMITATIONS

Data Collection and Analysis

The analysis considers both secondary and primary data. To collect secondary data, the team reviewed statistics, legislation, assessments, studies, and a variety of reports on development projects. The document review helped to identify areas in which gender inequality is manifested and addressed through development initiatives. A full bibliography is contained in [Annex 2](#).

The analysis team conducted primary data collection through individual interviews and focus group discussions (FGDs) with USAID Mission staff, IPs, INGOs, CSOs, government representatives, and gender specialists in Islamabad, Lahore, Karachi, Quetta, and Peshawar. The list of stakeholders to be interviewed contained in the AWP included donors and government representatives.

Interviews and discussions used semi-structured interview guides that allowed stakeholders to focus on areas that were most important to them. Most interviewees, regardless of sex or affiliation, reflected an understanding of the term “gender” to mean women. Most were unable to move beyond a recitation of all the activities they are doing, and the problems and challenges of including women in their development efforts. Despite the best efforts of interviewers, interviewees were rarely able to articulate causal connections between activities and results relative to gender equality. As a result, the analysis considered interviewees’ inability to move beyond problems or connect activities with impact on gender equality as a data point. Interview guides are contained in [Annex 3](#). A total of 187 people were consulted, as illustrated in Table 1. A full list of interviewees is contained in [Annex 4](#). Three Pakistani women and one American woman conducted primary data collection from March 21, 2017, to April 27, 2017. Interviews typically lasted for one hour; group discussions typically lasted one and a half hours.

The team used the following framework for data analysis:

- *What* is the extent of gender inequality as reflected in statistics?
- *Why* does this inequality reflected in statistics exist and persist, as explained through cultural context via gender domains?
- *How* do these inequalities manifest themselves in various sectors of development?
- *How to* decrease gender inequality through programming approaches across thematic areas?

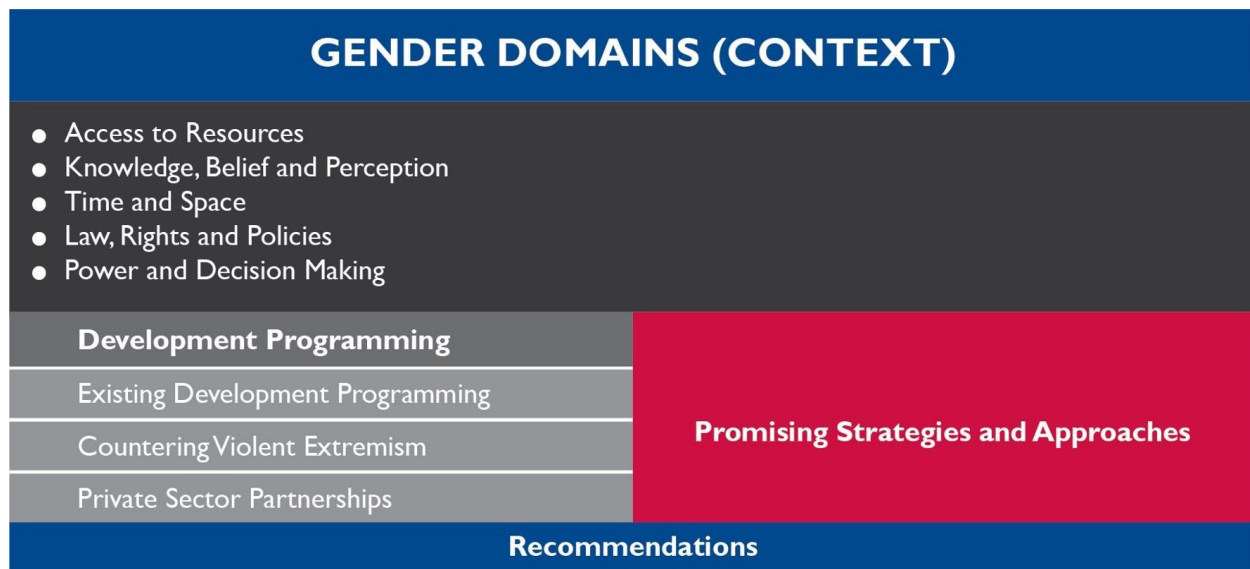
The process of analysis included identifying themes and recognizing frequencies of similar types of responses and patterns of responses across program areas, approaches, strategies, and characteristics of stakeholders. Figure 2 illustrates the analysis approach. A lengthier narrative explanation of the analysis is contained in [Annex 5](#).

TABLE I: NUMBER OF RESPONDENTS BY REGION

Stakeholder Category	Region	Number of Male Interviewees	Number of Female Interviewees
USAID staff	Islamabad	22	15
	Punjab	3	2
	Sindh	2	1
	Balochistan	0	0
	KP/FATA	0	0
USAID IPs	Islamabad	6	8
	Punjab	3	2
	Sindh	3	8
	Balochistan	0	0
	KP/FATA	3	0
Government	Islamabad	0	0
	Punjab	2	5
	Sindh	0	1
	Balochistan	7	1
	KP/FATA	3	1
Donors	Islamabad	0	1
Gender experts	Punjab	0	3
	Sindh	0	3
	Balochistan	0	2
	KP/FATA	0	3
CSOs	Islamabad	4	7
	Punjab	10	13
	Sindh	4	11
	Balochistan	7	5
	KP/FATA	5	7
Other stakeholders^a	Islamabad	0	0
	Punjab	1	3
	Sindh	0	0
	Balochistan	0	0
	KP/FATA	0	0
Total		85	102

a. Includes one key informant interview (KII) with a representative of the Lahore Chamber of Commerce and a group discussion with three representatives of the private corporations including Nestlé, Pepsi, and Service Corporation.

FIGURE 2: GENDER ANALYSIS APPROACH



Data Limitations

While some sex-disaggregated data is available through international sources, a large number of data sets reviewed do not disaggregate by sex. Sex-disaggregated statistics relative to socio-economic status, tribe, ethnicity, and disability, within and among various locales in each province, are virtually nonexistent. In addition, a number of development project reports, including those for projects implemented by USAID, do not reflect sex-disaggregated data. Overwhelmingly, sex-disaggregated data that is available reflects only process indicators, such as numbers of participants, events, and grants. Furthermore, little data is available on the results and impact of development efforts on gender equality. Beyond that, analysis is dependent upon an understanding of the cultural context, stakeholder perceptions, anecdotes, and observations of sometimes subtle changes in gendered behavior over periods of time.

Gender domains are essentially social anthropology, providing a lens through which to describe the cultural context of Pakistan. The assumptions that underlie gender inequality are pieced together from team members' intimate knowledge of their culture, a literature review, and responses from field data.

During some of the initial group discussions and group meetings with USAID staff and IPs, the analysis team was unable to explore the depth of information desired because the nature of projects and activities represented in the meetings was extremely disparate (such as the Gender Equity Program [GEP], political parties, and CVE). As the team discovered the situation, it took action to conduct individual meetings rather than group discussions.

FINDINGS

Gender Domains

This section presents statistics that illustrate extreme gender inequality in Pakistan and provides a narrative of Pakistani culture for context. This social anthropology is intended to provide a basis for understanding the cultural context of Pakistan that contributes to inequality in preparation for the following sections that describe how these inequalities manifest themselves across development sectors. Building this base of understanding is essential to contemplate whether and how men and women have equal opportunity to participate in and benefit from USAID programs. The analysis team pieced together explanations of the gender domains from literature, stakeholder interviews, anecdotes, observation, and team members' own intimate knowledge of their culture. Two seminal documents provide detailed analyses of gender in Pakistan: Women's Economic Empowerment and Participation Status Report 2016 (UN Women) and Pakistan Country Gender Assessment (2015) (Asian Development Bank [ADB]).

As the majority of Pakistan's population is at the lower end of the socio-economic strata, narratives on gender tend to describe the lower socio-economic majority of the population; nonetheless, the same types of gender inequalities are present among higher socio-economic classes, but with different variations. This narrative of domains comes with the caveat that much like any culture, Pakistani culture is not homogenous; in fact, one field researcher observed that "every five kilometers in Balochistan is a different culture, from language to tribes to levels of literacy."

Knowledge, Beliefs, and Perceptions

The story of gender inequality in Pakistan begins with the sex ratio at birth, reported at 104 males for every 100 females.¹¹ A preference for sons is considered typical in Asian cultures, including Pakistan, where the male gender role is that of provider for the family, and a son is therefore considered a more valuable investment. Against this backdrop, the power dynamics of male and female gender roles are established. Bundled in the power dynamics package is the notion that women carry the burden of honor and shame for the entire family. The importance of maintaining honor and preventing anything that will bring shame to the family determines what women are "allowed" to do. A fundamental construct of family and community structure in Pakistan is the notion of maintaining family honor and avoiding shame at all costs. Family honor is considered to rest primarily with the chastity of female family members, an area of decision-making controlled by men. While Pakistani society is not homogeneous in this respect, many men "allow" or prohibit women's movement and activity outside the home based on their assessment of whether activity outside could damage family honor.

In tribal areas, such as the Federally Administered Tribal Areas (FATA), cultural perceptions and beliefs are even more prescriptive. Women do not have an independent, autonomous status as citizens as they do in other regions of Pakistan.¹² Instead, women are considered part of familial and tribal social structures. Social relations in FATA are governed by the *Pakhtunwali* code in which women's lives and chastity are tied to family and tribal honor. In addition, the custom of gendered seclusion (*pardah*) severely restricts women's movement. Reproductive health care is curtailed by cultural norms because women cannot consult male service providers, a vicious circle that begins with women's lower levels of educational attainment caused by the risk to honor, and lower value placed on investing in girls' education rather than boys', resulting in few female health practitioners. Female health practitioners from outside FATA are not eager to live and work in such a restrictive environment. The practice of paying bride money (*vulvar*) and giving girls as a transactional currency to resolve tribal disputes places

¹¹ Pakistan Bureau of Statistics. *Labor Force Survey 2014–2015* (2015).

¹² Zia, Afia, Foqia Khan, and Samar Erum Nadeem. *USAID FATA Project Design DO3/IR I Gender Analysis Draft Report* (MSI, 2016).

even more burden on men to ensure the chastity of female family members in order to maintain their transactional value.

Population movement appears to be shifting perceptions somewhat: Men and women who have experienced life outside FATA, often because of displacement, are more likely to express a desire to change their life circumstances and choices, especially regarding the education of girls. These shifts in perceptions are attributed to access to information through television, social media, and the use of mobile phone technology.¹³

Power and Decision-Making

The disparity in power and decision-making between women and men in Pakistan is enormous. This domain is closely tied to *agency*, the ability to make effective choices and to transform those choices into desired outcomes. Inequality in men's and women's power and decision-making stems from disparities in education, access to and control over resources, and mobility outside the home and access to public spaces, all of which contribute to building individuals' confidence in their decision-making ability, and form a basis for power both individually and within a social network. While gender-based inequalities in power and decision-making in Pakistan vary dramatically based on socio-economic class, geography, and ethnicity, disparity remains pervasive throughout the culture.

Gender roles are generally circumscribed to maintain male power by limiting female agency, i.e., access to and control over resources and decision-making. This is typically done by limiting women's knowledge and education by curtailing their exposure outside the home and their pursuit of education. Sex-disaggregated statistics on net enrollment rates, literacy, and educational attainment illustrate the extent of the disparity in access to education (Figures 3–6). While boys' and girls' net enrollment rates at the primary level are 72 percent and 62 percent, respectively,¹⁴ they decline to 39 percent and 34 percent, respectively, at the secondary level.^{15,16} These, and past, disparities have produced a largely illiterate female population forced to rely on men who are better educated. In 2014, 68 percent of Pakistani men aged 15 and older were literate compared to only 45 percent of women. Disparities in some regions were much greater; 56 percent to 18 percent in Balochistan and 66 percent to 29 percent in Khyber Pakhtunkhwa (KP). Such limitation further curtails women's opportunities to earn income through paid work, control assets, and understand their rights.

¹³ Zia, Khan, and Nadeem, "Gender Analysis Draft Report".

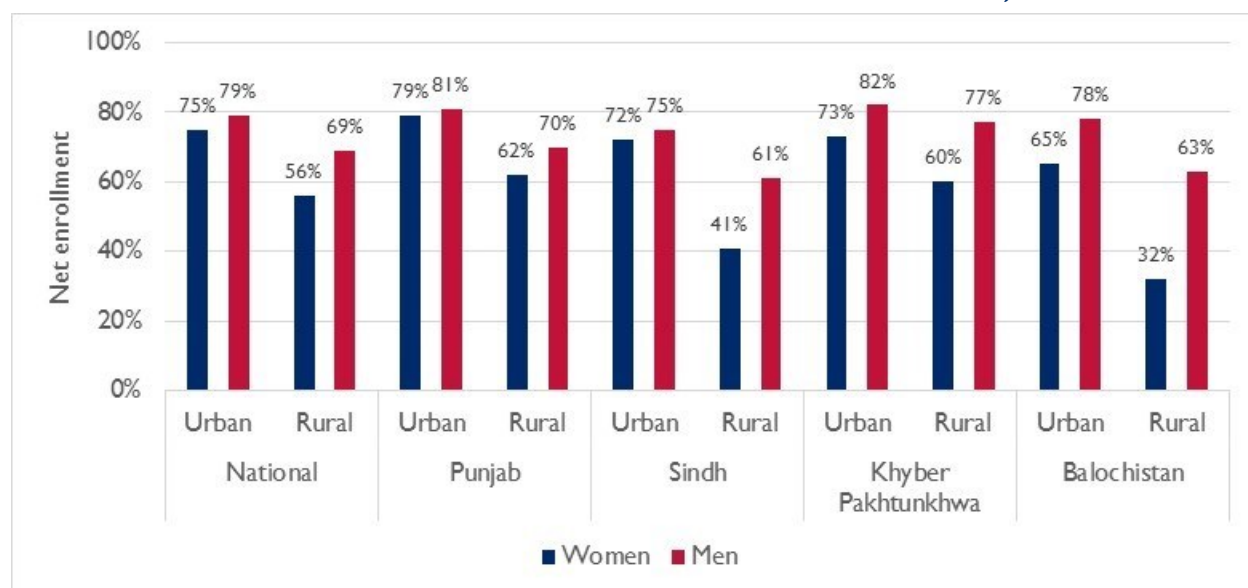
¹⁴ Pakistan Bureau of Statistics. *Pakistan Social & Living Standards Measurement 2014–15* (2015).

The total net enrollment rate at the primary level is 67 percent.

¹⁵ Ibid. The total net enrollment rate at the secondary level is 37 percent.

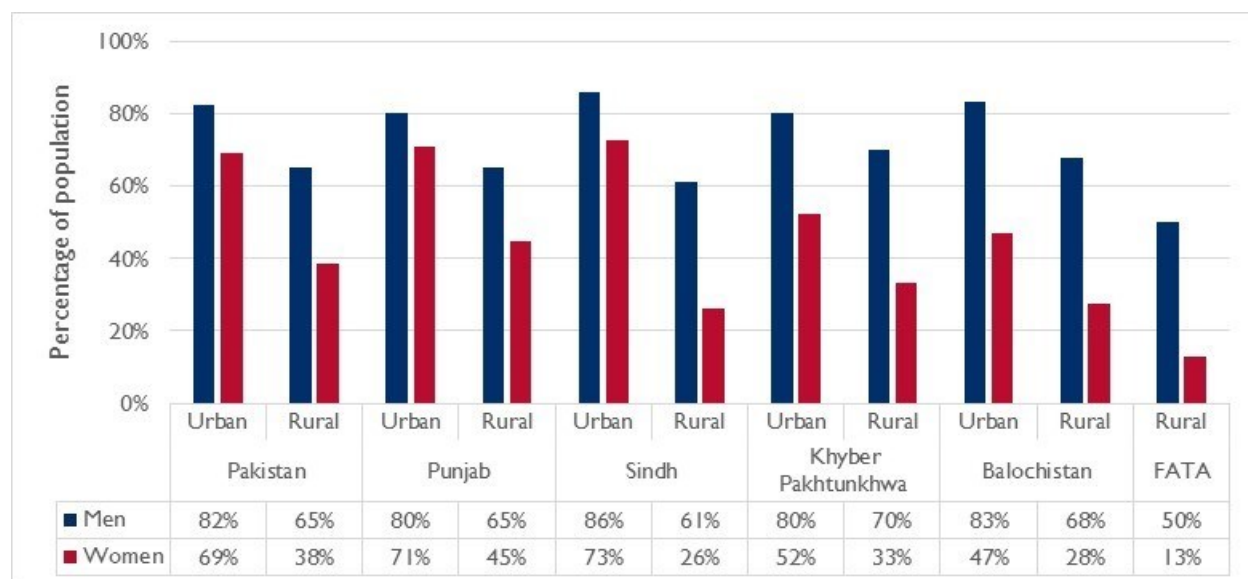
¹⁶ Alif Ailaan. *25 Million Broken Promises Report* (2017).

FIGURE 3: NET ENROLLMENT RATE AT THE PRIMARY LEVEL, AGES 6–10



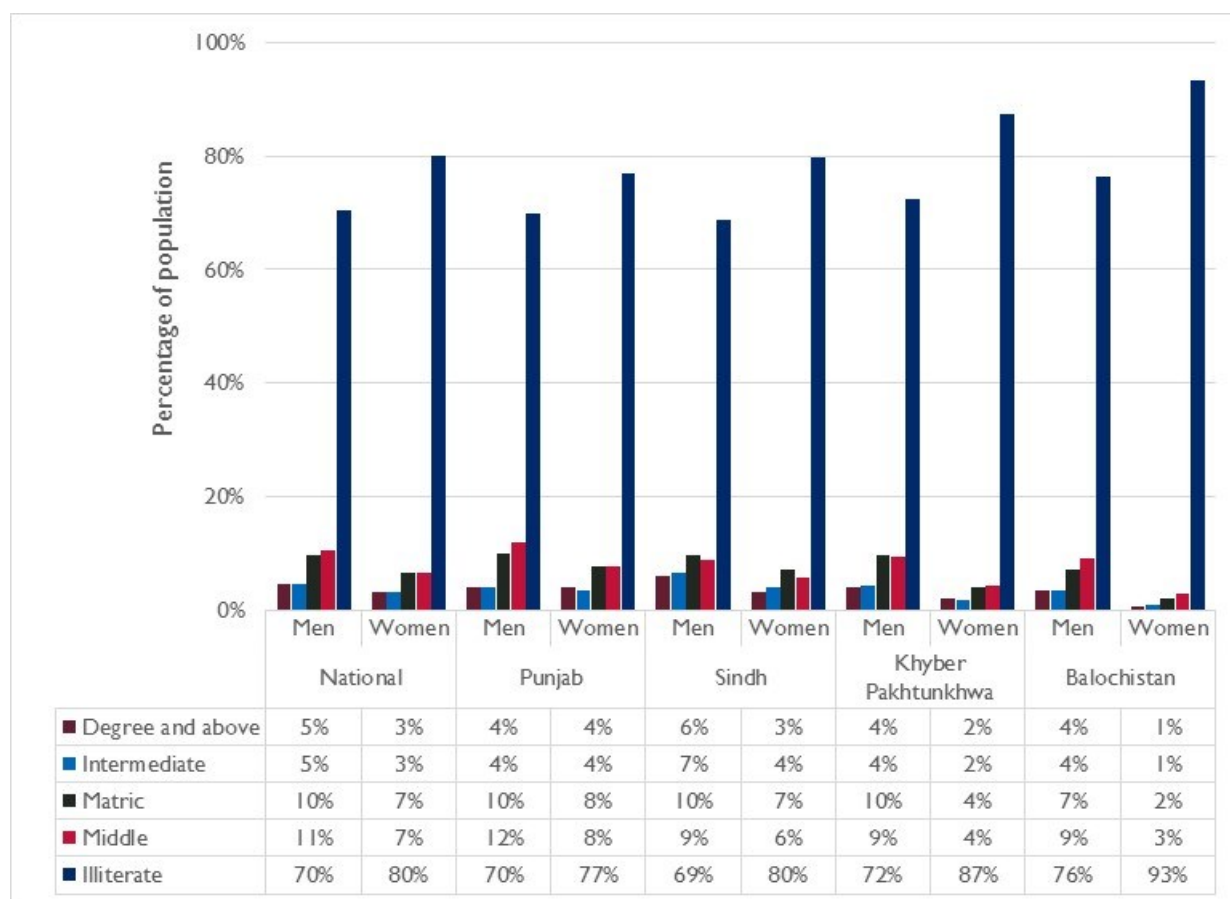
Source: Pakistan Social and Living Standards Measurement, 2014–2015.

FIGURE 4: LITERACY RATES, 10 YEARS AND OVER



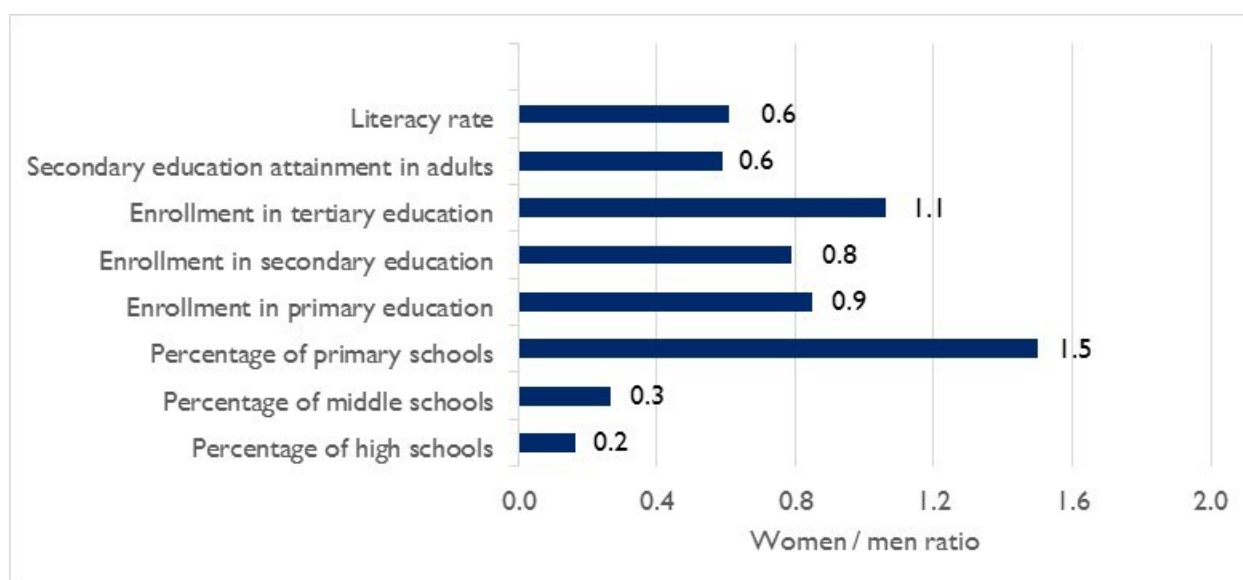
Source: Pakistan Labor Force Survey, 2014–2015.

FIGURE 5: EDUCATIONAL ATTAINMENT OF POPULATION AGE 5+



Source: Labor Force Survey, 2014–2015

FIGURE 6: EDUCATIONAL ATTAINMENT RATIOS



Source: Global Gender Gap Report, 2016, Pakistan Women's Economic Participation and Empowerment 2016 (estimated from PSLM 2013–2014)

GBV reflects the power inequality between men and women.¹⁷ The overwhelming burden that men carry to support their gender role in Pakistan is fertile ground for GBV, as social norms in this context require men to continuously display and reinforce their power. GBV is deeply rooted in Pakistan's patriarchal society with an abundance of anecdotal evidence, research, and stories of violent acts against women that include acid burning, rape/marital rape, forced or child marriages, and honor killings as girls and women are held responsible for dishonoring families by exerting their basic human rights to education, sexual/reproductive health, economic opportunities, mobility outside of the home, and marrying of their own free will. For example, based on media reports, the Human Rights Commission of Pakistan documented 18,984 instances of honor killings or murder of women, 6,601 instances of rape, and 2,369 instances of domestic violence (beatings, attempted murder, setting women on fire, acid attacks, and others) against women between 2004 and 2017.¹⁸ Honor killings and domestic violence were most often provoked by illicit relations and disagreements about marriage choice and most often perpetrated by husbands, siblings, or other relatives which collectively accounted for 52 percent of cases.

Although Pakistani laws declare most forms of GBV illegal, laws are marginally implemented, and those responsible for enforcing the law—police, prosecutors, and the judiciary—have little understanding of the laws and how to implement them, and themselves have internalized attitudes and practices that indirectly promote GBV.¹⁹ As a consequence, a large proportion of ever-married women (39 percent) report having experienced physical and/or emotional violence in their lives.²⁰ The Pakistan Demographic and Health Survey (PDHS) 2012 reported that women in the lowest wealth quintile, living in rural areas, and with no education were 15 percent more likely to report violence compared to their wealthier, urban, and more educated counterparts.²¹

Within the home, men typically maintain power and decision-making over how financial resources are used, and over decisions regarding when, whether, and how family women access education, health care, employment, socialization, and civic life.

Money is a power equalizer. Without exception, stakeholders interviewed claim that when women bring income into the home, power dynamics shift and domestic violence decreases, a phenomenon echoed by literature on GBV. Women who contribute to household income are perceived to have more value, and hence the power balance recalibrates. In fact, stakeholders report that men express a sense of relief from the burden of being the sole income earner, and start feeling like they have a different type of value in the family, as “women stop asking for money all the time.”²² However, the direction and magnitude of the impact of increasing women's economic empowerment depends on contextual factors such as the relative conservatism of gender relations, urban or rural environment, relative education levels between women and men, age at marriage, and number of children.²³ In general, where gender relations are more patriarchal, where GBV is accepted,²⁴ and where conservative cultural contexts limit women's

¹⁷ Aurat Foundation. *Comparative Analysis of Masculinity & Femininity in Pakistan—A Qualitative Study*. SEBCON [Social Economic and Business Consultants], 2016). <http://af.org.pk/gep/images/GEP%20Gender%20Studies/Comparative%20Analysis%20of%20Masculinity%20and%20Femininity%20in%20Pakistan.pdf>.

¹⁸ “Media monitoring of human rights violations and concerns in Pakistan”, Human Rights Commission of Pakistan, accessed January 23, 2018, <http://hrmonitor.org/>.

¹⁹ Khan, Ayesha. *Assessment of Medico-Legal Services from a Gender Perspective: A National Study*, 11 (Trocaire, 2015).

²⁰ National Institute of Population Studies. *Pakistan Demographic and Health Survey 2012–13* (2013).

²¹ Khan, “Assessment of Medico-Legal Services,” 15.

²² All interviewees for the analysis who mentioned GBV relative to women's earning income reported that GBV decreases. Quote from interview with Plan International, April 6, 2017.

²³ For a comprehensive review of relevant research, see Mara Bolis and Christine Hughes, “Women's economic empowerment and domestic violence: links and lessons learned for practitioners working with intersectional approaches,” *Oxfam Intersectionality Series*, https://www.oxfamamerica.org/static/media/files/Womens_Empowerment_and_Domestic_Violence_-_Boris_Hughes_hX7LscW.pdf.

²⁴ The 2012-2014 Pakistan Demographic and Health Survey reports that 42 percent of women nationally believe it is acceptable for a husband to beat his wife.

opportunities outside of marriage, women's economic empowerment is more likely to contribute to GBV. Because many of these conditions apply to Pakistan, a positive relationship between increased women's economic empowerment and reduced GBV is not a given and is likely to depend on the socio-economic and cultural conditions prevailing in a specific area.

Regarding reproductive rights, men hold primary power over the frequency of conception.²⁵ Women's autonomy in decision-making regarding health care is affected by their age, income level, and education,²⁶ with a clear correlation between women's higher education and smaller family size.²⁷ The prevalence of family planning initiatives and outreach by lady health workers (LHWs) is thought to increase women's power and decision-making relative to child birth rates.²⁸ The PDHS also showed that contraceptive use is positively correlated with women's empowerment, including in reducing vulnerability to violence against women.

Inheritance and Assets

With deep roots in the feudal system, families attempt to maintain wealth by ensuring that land ownership remains with male family members. Even when women own land, family members frequently pressure them to relinquish it; even educated women cave in to the pressure, believing that insisting on their ownership rights will damage family relations. It is not uncommon for women to "willingly" assign, formally or informally, power over their assets to male family members in response to coercion, as a show of deference, and to avoid conflict.²⁹ Recent legislation has made depriving women of their inheritance³⁰ a criminal offense,³¹ yet rigorous enforcement of this legislation is lacking. Land grants to women in rural Sindh have been recognized as improving women's "strategic position" within the family, despite decision-making over the land remaining under the control of male family members.³² Overall in Pakistan, only 2.0 percent women own a house alone; 7.4 percent own it jointly; 1.3 percent own multiple homes, some alone and some jointly; and 89.1 percent do not own a house. Similarly, only 2.0 percent of women own land alone, 1.8 percent jointly, 0.1 percent "alone and jointly," and 96 percent do not own land.³³ Women's stake in house (Figure 7) and land (Figure 8) ownership varies by province/region, with higher rates in KP and Gilgit-Baltistan than in other provinces/regions.

²⁵ Hardee, Karen, and Elizabeth Leahy. "Population, Fertility and Family Planning in Pakistan: A Program in Stagnation." *Population Action International* 3, no. 3 (2008). <http://gsdl.ewubd.edu/greenstone/collect/admin-mprhgdc/index/assoc/HASH01e9.dir/P0071.pdf>

²⁶ Osamor, Pauline E., and Christine Grady. "Women's Autonomy in Health Care Decision-Making in Developing Countries: A Synthesis of the Literature." *International Journal of Women's Health*, no. 8 (2016): 191-202.

²⁷ Hardee, Karen, and Leahy, "Population, Fertility and Family Planning".

²⁸ Mysbah Balagamwala, "Shifting Norms," Collective Blog, last modified October 31, 2014, <http://researchcollective.blogspot.com/2014/10/shifting-norms.html>.

²⁹ Nazish Brohi, "Gender and Land Reforms in Pakistan," *Sustainable Development Policy Institute Working Paper Series* no. 17 (2010), <https://sdpi.org/publications/files/Microsoft%20Word%20-%20A117.pdf>.

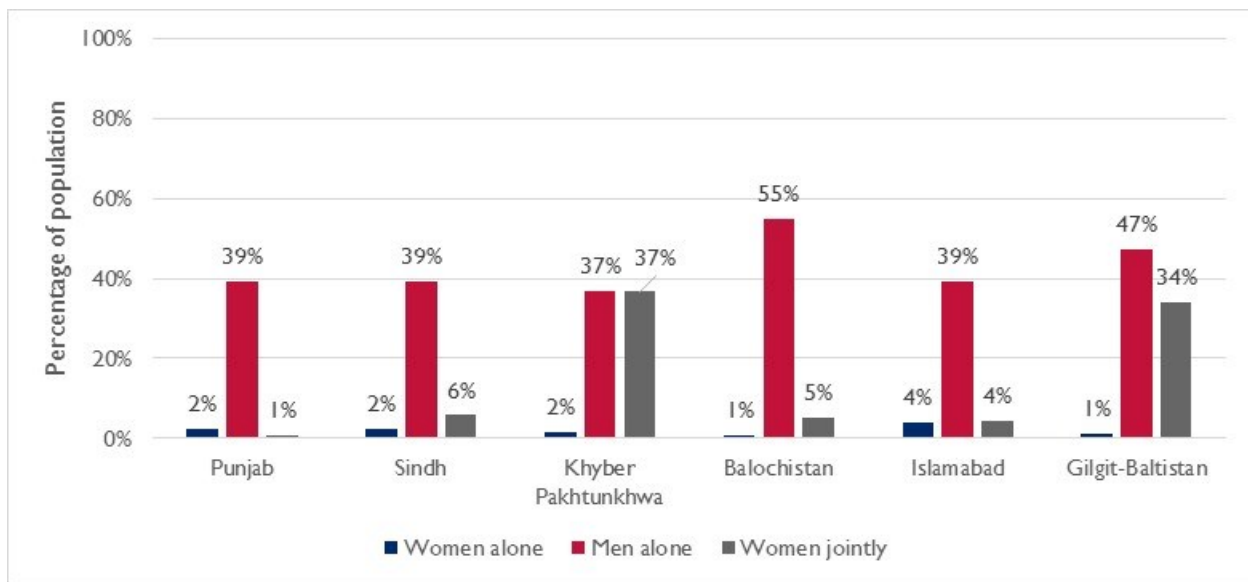
³⁰ Criminal Law Act (Third Amendment 2011), referred to as Prevention of Anti-Women Practices.

³¹ Government of Pakistan, *Criminal Law Third Amendment Act, Section 310A*, Islamabad: Pakistan, 2011, accessed April 21, 2017, http://www.na.gov.pk/uploads/documents/1329729400_262.pdf.

³² Mysbah Balagamwala, Haris Gazdar, and Hussain Bux Mallah, "Women's Agricultural Work and Nutrition in Pakistan: Findings from Qualitative Research," *LANSA Working Paper* no. 2 (2015): 39, <https://www.gov.uk/dfid-research-outputs/women-s-agricultural-work-and-nutrition-in-pakistan-findings-from-qualitative-research>.

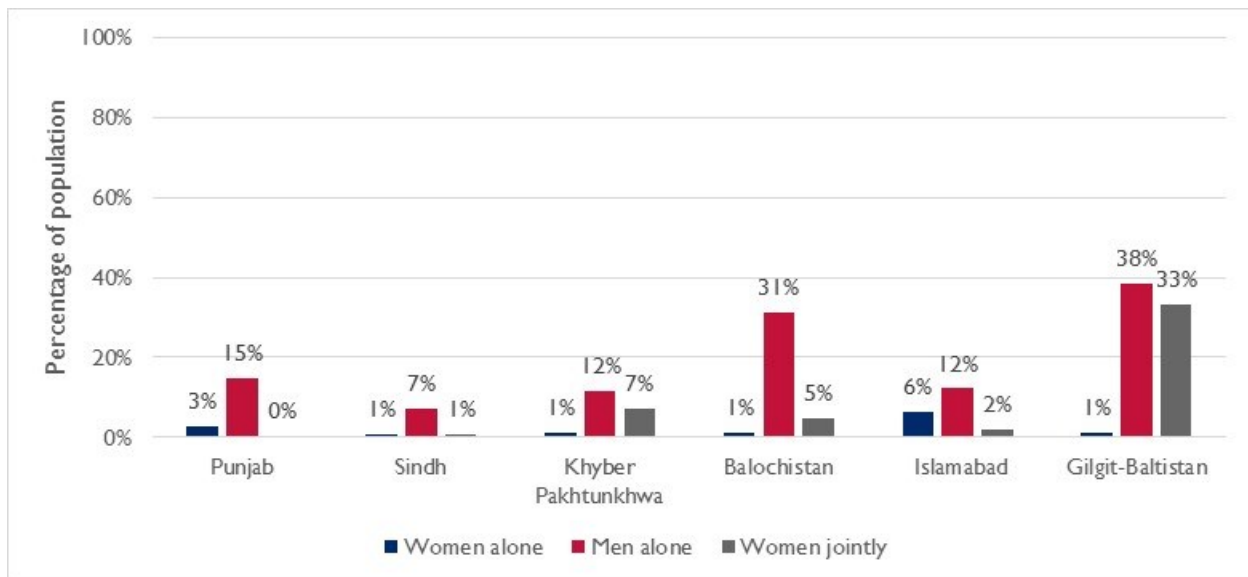
³³ NIPS (National Institute of Population Studies). *Pakistan Demographic and Health Survey 2012—13* (2013).

FIGURE 7: HOUSE OWNERSHIP



Source: PDHS, 2012–2013.

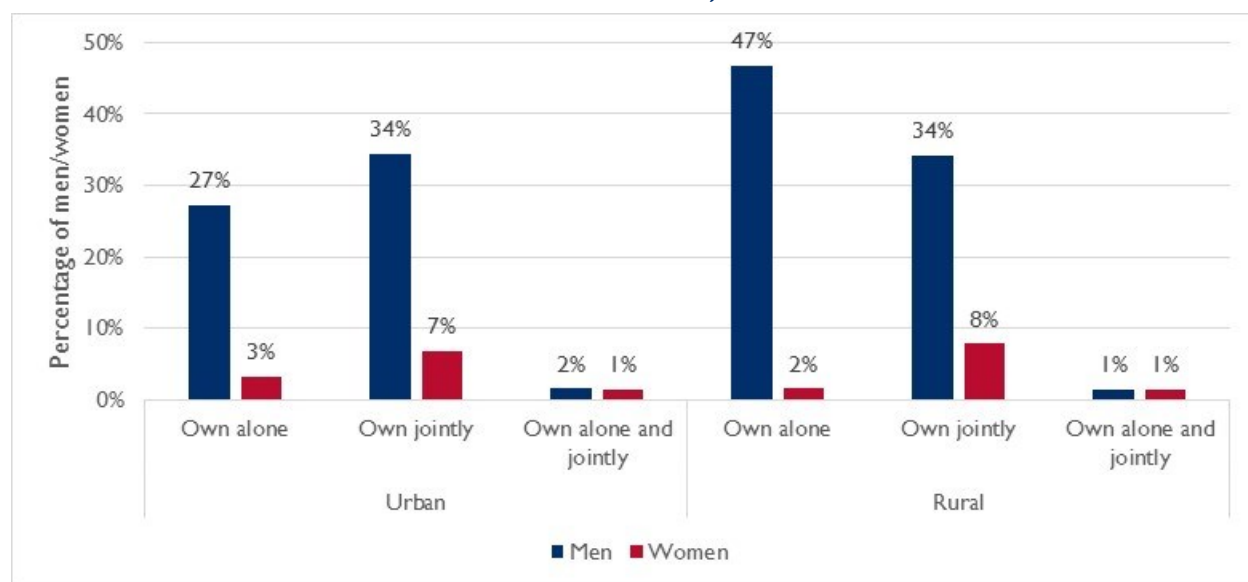
FIGURE 8: LAND OWNERSHIP



Source: PDHS, 2012–2013.

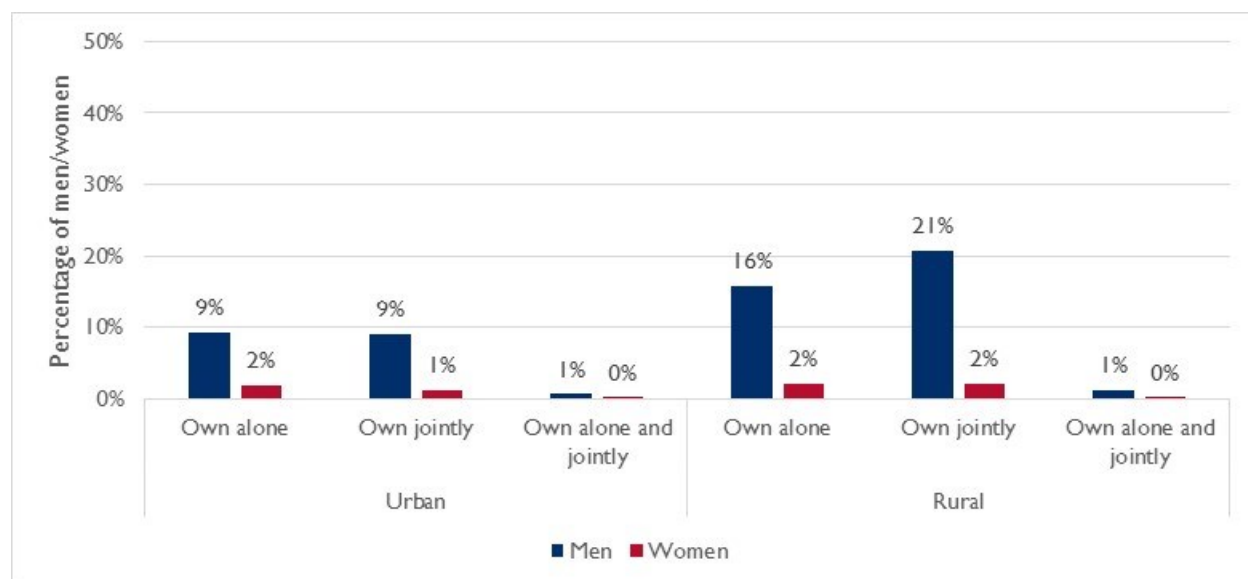
While men are more likely to own land in rural than in urban areas (Figures 7 and 8, respectively), there is no significant difference between women's ownership patterns across rural and urban environments. Furthermore, the pattern observed across provinces repeats itself in the urban/rural disaggregation: Women are far less likely than men to own either a house or land.

FIGURE 9: HOUSE OWNERSHIP, URBAN AND RURAL



Source: PDHS, 2012–2013.

FIGURE 10: LAND OWNERSHIP, URBAN AND RURAL



Source: PDHS, 2012–2013.

Even when women maintain land and assets in their own name, it is common for male family members to make decisions over how those assets are used. Among women earning an income, approximately 52 percent have primary control and decision-making rights over their earnings.³⁴

In FATA, male tribal elders hold land through a mix of collective and private ownership. Women generally lack access to and control over land in FATA. A sizeable number of women-headed

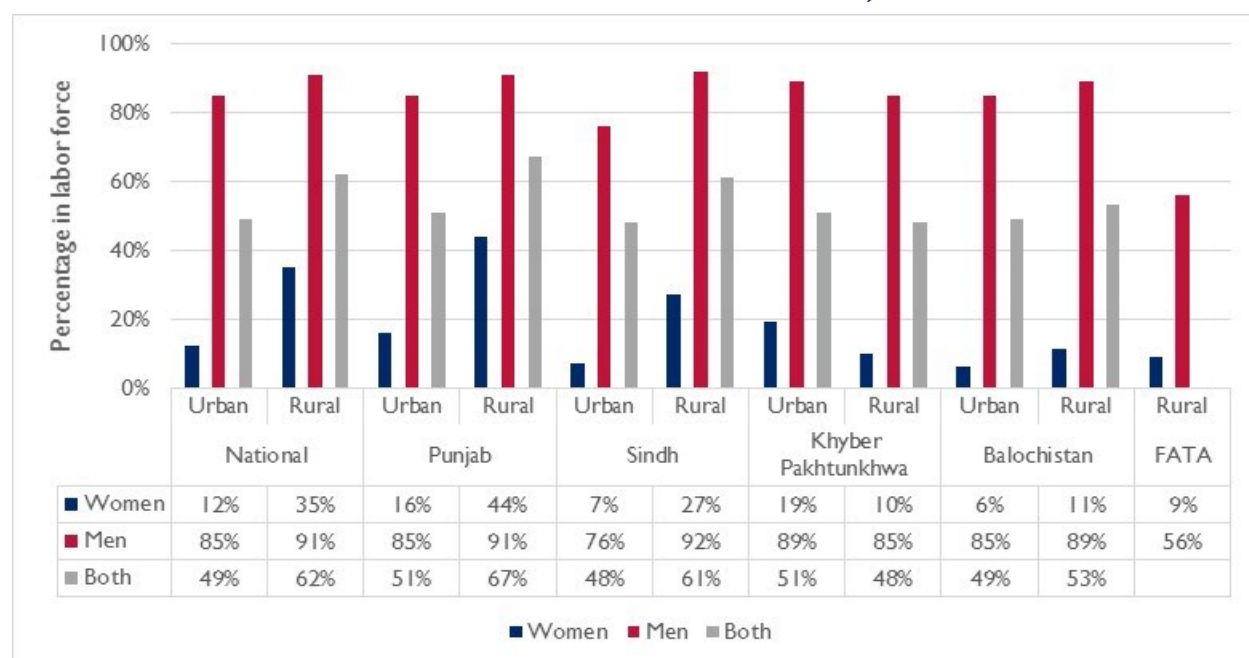
³⁴ Donaldson, Dayl. 2015. *PAK: Country Gender Assessment Report*. Asian Development Bank. <https://www.adb.org/sites/default/files/project-document/173420/44067-012-tacr-24a.pdf>.

households do not own agricultural land, and if they do, it is a smaller share than households headed by men.³⁵

Workforce and Political Spheres

In the labor force, women hold only 2 percent of decision-making positions in management and leadership.³⁶ Many workplaces do not have security guards, designated restrooms for women, or options for flexible schedules, which women often cite as factors for feeling secure. Given the dearth of female-friendly workplaces in Pakistan, a significant percentage of educated women (who have financial choice and freedom) opt out of the workforce (Figures 11 and 12). Within industrialist family businesses, women are often given a token position as a director, but have little real power, decision-making ability, or substantive involvement.³⁷

FIGURE 11: LABOR FORCE PARTICIPATION, AGES 15–64



Source: Estimated from Labor Force Survey, 2013–2014; FATA Development Indicators Household Survey, 2013–2014.

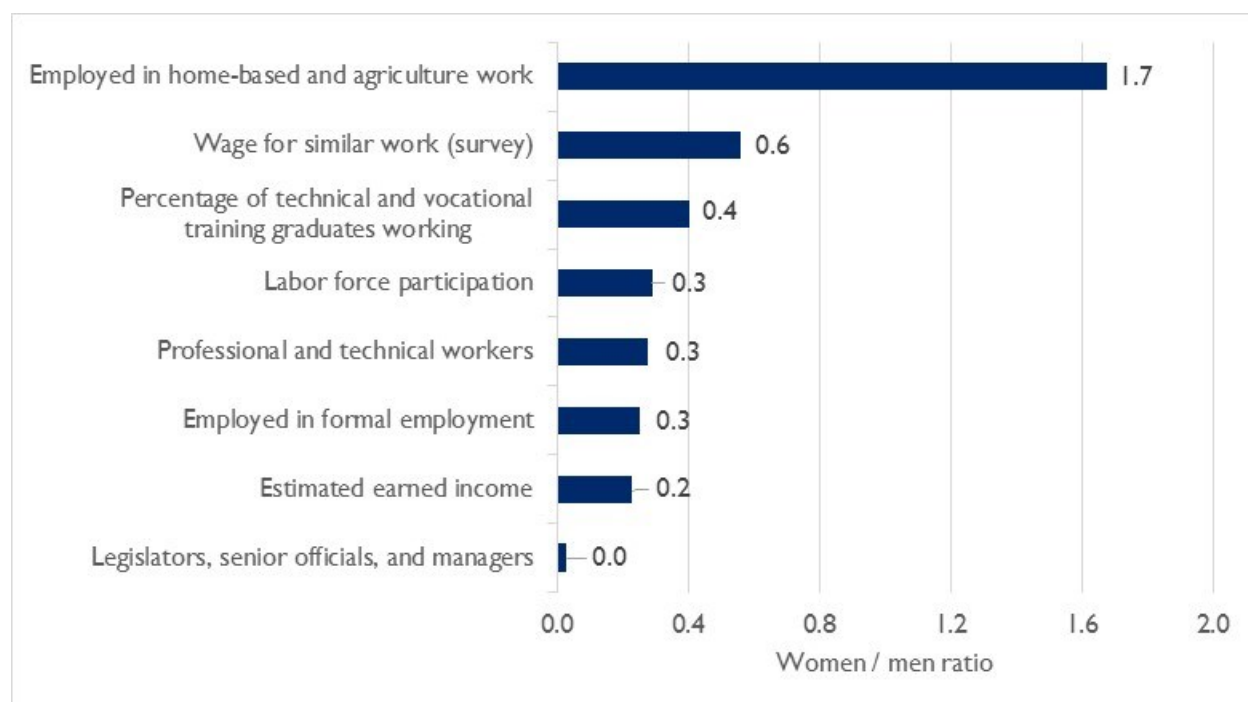
Women are far less likely than men to participate in the workforce in all provinces (Figure 11). Women's workforce participation is higher in rural than in urban areas across all provinces except KP, perhaps due to their participation in agriculture; the Labor Force Survey reports that women's participation in the agriculture sector is higher than in nonagriculture sectors.

³⁵ MSI, "Gender Analysis Draft Report".

³⁶ Zaidi, Y et al. *Women's Economic Participation and Empowerment in Pakistan - Status Report 2016* (UN Women Pakistan, 2016). <http://www2.unwomen.org/-/media/field%20office%20eseasia/docs/publications/2016/05/pk-wee-status-report-lowres.pdf?vs=5731>.

³⁷ There are very few women in the Chambers of Commerce and Industry. However, there are a few women representatives in the separate Women's Chambers of Commerce and Industry. <http://fpcci.org.pk>.

FIGURE 12: ECONOMIC PARTICIPATION AND OPPORTUNITY RATIOS



Source: Global Gender Gap Report, 2016; Labor Force Survey, 2013–2014; Pakistan Women’s Economic Participation and Empowerment, 2016 (estimated from PSLM, 2013–2014).

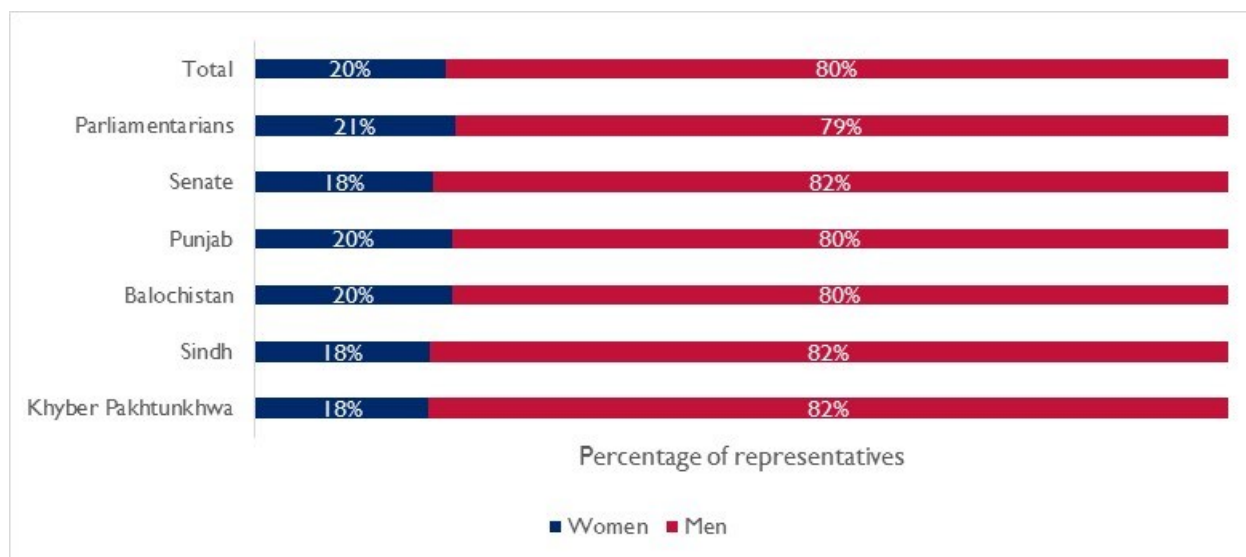
Power and decision-making in government are predominantly controlled by men due to sheer numbers, as women hold a small percentage of elected and appointed positions—about 20 percent in most types of legislative bodies in each province (Figure 13). However, this is slowly changing. While many female lawmakers and members of political parties were selected through the quota system, stakeholders observe that these women have embraced their formalized positions of power. Development projects that work in this area observe that once women gain knowledge and exposure to civic processes, their confidence visibly increases, they become more active, and they begin to gain the respect of their male peers.³⁸ In a culture that reveres structure, position, and title, women have come into their own in politics, minimizing gender inequality in terms of individual power and decision-making. Nonetheless, female candidates who are not liked may face harassment, violence, and threats, unlike male candidates who simply face intellectual debate. Female politicians have been credited with initiating and leading the passage of a disproportionately high percentage of legislation in recent years, particularly pro-women legislation, such as anti-harassment laws and legislation against honor killings, and invalidating election results when ballots reflect less than 10 percent of registered women voters. (In some parts of the country, such as Dir, local elders barred women from exercising their right to vote. To deter such practices, the Election Commission of Pakistan has decided to call elections null and void if less than 10 percent of registered women voters participate in the election.)³⁹ Pakistan reserves 10 percent of civil

³⁸ Interview with National Democratic Institute, Islamabad.

³⁹ Iftikhar A. Khan, “Pakistan Senate Committee Passes Bill on Female Voters.” *Dawn News*, October 25, 2016, <https://www.dawn.com/news/1292112>.
Editor Investigations. “Less than 10pc women votes will nullify any election.” *The News*, December 20, 2016, <https://www.thenews.com.pk/print/173191-Less-than-10pc-women-votes-will-nullify-any-election>.

service positions for women,⁴⁰ and the provinces of Sindh and Punjab have set higher quotas.⁴¹ However, the civil service, police, prosecutors, and judiciary continue to employ a low percentage of women; power and decision-making to implement and enforce legislation remains with men.

FIGURE 13: REPRESENTATION IN LEGISLATIVE BODIES



Source: Election Pakistan, <http://electionpakistan.org/electionpakistan>

Laws, Legal Rights, Policies, and Institutions

The Constitution of Pakistan states:

- All citizens are entitled to equal protection and “there shall be no discrimination on the basis of sex alone” (Article 25);⁴²
- Steps will be taken to “ensure full participation of women in all spheres of national life” (Article 34); and
- The right is reserved to make “special provision for the protection of women and children” (Article 25.3) as part of affirmative action,⁴³ as well as other provisions that protect the rights of women.⁴⁴

Among the 25 international conventions, agreements, and laws in Pakistan regarding the rights of women is CEDAW. Nonetheless, Pakistan has not defined “discrimination against women” as per

⁴⁰ Pakistan. Government of Pakistan, “Recruitment/Appointment/Seniority and Promotion,” in *Civil Servants (Appointment, Promotion and Transfer) Rules*. Islamabad: Pakistan, 2015.

[http://www.establishment.gov.pk/estab/userfiles/1/file/Establishment/publication/ESTA%20CODE%20\(Edition%202015\)/Chapter%202.pdf](http://www.establishment.gov.pk/estab/userfiles/1/file/Establishment/publication/ESTA%20CODE%20(Edition%202015)/Chapter%202.pdf).

⁴¹ Pervez Jabri. “Government created 25,000 post for women in public sector,” *Business Recorder*, June 9, 2017.

<https://www.brecorder.com/2017/06/09/353500/government-created-25000-post-for-women-in-public-sector/>

⁴² Pakistan. National Assembly. *Constitution of the Islamic Republic of Pakistan, Section 25, 25.3 & 34*. Islamabad: Pakistan, 2012. Accessed April 21, 2017. http://na.gov.pk/uploads/documents/1333523681_951.pdf.

⁴³ Ibid.

⁴⁴ Other relevant sections of the constitution that protect and promote women’s rights are Articles 26 and 27, which focus on equitable access to public places and employment in the public and private sectors. Article 32 focuses on making provisions for women’s representation in local government. The 18th Constitutional Amendment affirms the fundamental human right of provision of free compulsory basic education to both boys and girls between the ages of 5 and 16 years.

CEDAW clauses,⁴⁵ and CEDAW and other international protocols have not been turned into “implementing acts”; Pakistan’s accession to these protocols is procedural rather than substantive.⁴⁶

Discrimination against women in Pakistan has been addressed through the passage of pro-women laws, including quotas for women in the national, provincial, and local legislatures, and in public sector jobs. Legislation has been passed regarding harassment in the workplace, prevention of domestic violence, women’s access to inheritance, protection against early marriage, prevention from acid crimes, custodial rights, rape and honor killings, family courts for marital disputes, and the establishment of the National Commission on the Status of Women (NCSW).⁴⁷ A full list of the recent legislation that promotes gender equality is contained in [Annex 6](#).

Yet legislation remains largely unimplemented and unenforced. While stakeholders generally consider the government “more open” to gender equality than in the past, the enormity of change required, financial resources prioritized elsewhere, and lack of genuine commitment hinder real progress. The public display of lip service for legislation further reinforces gender norms of discrimination and limited human rights for women. As a result, quotas for women in government positions remain unfilled, and women are underrepresented in workplaces due to unabated harassment, unfriendly environments, and physical threats both outside and inside the home. To illustrate, the Human Rights Commission of Pakistan (HRCP) reported 16,498 cases of honor crimes, 2,246 cases of domestic violence, 6,558 cases of women kidnapped, and 6,179 cases of sexual violence from January 2004 to January 31, 2017.⁴⁸ Despite this massive number of crimes against women, it is believed that crimes are significantly underreported.⁴⁹ Factors contributing to underreporting include lack of sensitization and training of judges, police officers, lawyers, and non-governmental organizations (NGOs),⁵⁰ in addition to “alternative dispute” processes (such as *jirgas*) that exclude women from decision-making (at best) and sometimes offer women and girls in the settlement of disputes. International organizations and women’s advocates question government commitment to legislation that addresses gender inequality.⁵¹

The Frontier Crimes Regulations applicable to FATA and the Federal *Shariat* Court embody parallel justice mechanisms that contribute to institutionalizing gender discriminatory practices in Pakistan by failing to provide access to justice for women due to their lack of incorporation of gender diversity and sensitivity.⁵²

Traditional dispute resolution through *jirga*, *panchayat*, and *wadero* is conducted by male elders; women are excluded from decision-making, although decisions are often made about their lives, and women belonging to minority communities face even more challenges than the majority Muslim women due to limited codification of their personal laws.⁵³

⁴⁵ Zia, Maleeha and Riffat Butt. *Pakistan NGO Alternative Report for CEDAW* (Aurat Foundation, 2012). http://www.af.org.pk/pub_files/1358697993.pdf.

⁴⁶ Khan, Rabia. *Situational Analysis and Mapping of Women’s Human Rights in Pakistan Report*. (CIDA Pakistan Program, 2009). http://www.researchcollective.org/Documents/Final%20Report_on_Women.pdf.

⁴⁷ FAFEN (Free and Fair Election Network). *Inter-Parliamentary Union’s Framework: Performance of the 13th National Assembly* (TDEA [Trust for Democratic Education and Accountability], 2014). <http://openparliament.pk/wp-content/uploads/2013/05/Performance-of-the-13th-National-Assembly.pdf>.

⁴⁸ “Media monitoring of human rights violations and concerns in Pakistan”, Human Rights Commission of Pakistan. Accessed May 09, 2017. <http://hrcpmonitor.org/>.

⁴⁹ Khan, Foqia Sadiq, and Shahrulkh Rafi Khan. *A Benchmark Study on Law-and-Order and the Dispensation of Justice in the Context of Power Devolution* (Sustainable Development Policy Institute, 2003).

⁵⁰ Butt, Riffat. *Lacunae in Pro-Women Legislation in Pakistan* (Norwegian Church Aid, 2013).

⁵¹ Donaldson, “Country Gender Assessment”.

⁵² MSI. *USAID Pakistan Gender Analysis & Assessment of Stabilization Programming* (2012).

⁵³ Butt, , “Lacunae in Pro-Women Legislation”.

Overall, there is a perception that space for civil society, women's rights groups, and NGOs in Pakistan is decreasing due to pressures from state and nonstate actors.⁵⁴ The cybercrime bill of 2016 is just one example of legislation that has limited online civil liberties and freedom of expression.⁵⁵

National and Provincial Government Institutional Structures on Gender Equality and Women's Development

The NCSW⁵⁶ was established in 2000 to examine the efficacy and relevance of government programs and policies to promote gender equality, safeguard the interests of women, and monitor Pakistan's compliance with relevant international conventions on human and women's rights.⁵⁷ However, the 18th Amendment⁵⁸ devolved the powers of seven federal ministries, including the Ministry of Women Development, to the provincial level in 2010.⁵⁹ Women's development departments and other associated departments, such as social welfare departments, plan, coordinate, and implement policies at the provincial level to increase gender equality (Figure 14). Devolution of gender-related departments took place without the much-needed prior build-up of institutional capacity at the provincial level. The provincial departments revised their mandate and now run their programs within the available budgetary allocations.⁶⁰ At the federal level, the NCSW engages on gender policy, and the Ministry of Human Rights has the mandate to implement gender policies and regulations.

FIGURE 14: PROVINCIAL GENDER MACHINERY IN PAKISTAN



Source: Gender analysis team.

In **Punjab**, the Women Development Department (WDD)⁶¹ is primarily responsible for ensuring the implementation of national and provincial gender policies in the province. The WDD is also tasked with

⁵⁴ Zulfiqar Shah, "Shrinking Civic Space in Pakistan", *Heinrich Böll Foundation*, September 13, 2016. <https://www.boell.de/en/2016/09/13/shrinking-civic-space-pakistan>.

⁵⁵ Raza Khan, "Cyber Crime Bill Passed by NA: 13 Reasons Pakistanis Should Be Worried", *Dawn*, August 11, 2016. <https://www.dawn.com/news/1276662>.

⁵⁶ "National Commission on the Status of Women", Government of Pakistan, accessed May 11, 2017, <http://www.ncsw.gov.pk/>.

⁵⁷ Donaldson, "Country Gender Assessment".

⁵⁸ The 18th Amendment to the Constitution of Pakistan was passed by the National Assembly of Pakistan on April 8, 2010.

⁵⁹ "Cabinet Approves Devolution of Seven Ministries", *Dawn*, June 28, 2011, accessed May 11, 2017, <https://www.dawn.com/news/640139>.

⁶⁰ Donaldson, "Country Gender Assessment".

⁶¹ "Women Development Department", Government of Punjab, accessed May 10, 2017, <https://wdd.punjab.gov.pk/>.

the responsibility of gender mainstreaming; collecting relevant data; and formulating meaningful partnerships with government, NGOs, and CSOs to promote women's rights and empowerment. In addition to the WDD, the PCSW is a statutory, autonomous body formed by the government of Punjab and is actively working to reduce gender discrimination and inequality. PCSW ensures that the government institutions and their respective policies are not discriminatory toward women. Similarly, the PCSW works to reduce gender inequality in the province through advocacy, research, and a helpline to register complaints and seek redressal.

The government machinery on gender in **KP** is similar to Punjab's. However, KP does not have a specific women's development department, and gender programs are managed by the Social Welfare, Special Education, and Women's Empowerment Department. KP also has an active provincial Commission on the Status of Women.⁶² In **Sindh**, the WDD is the only government institution that primarily works on women's rights and empowerment. An act for the formulation of the Sindh Commission on the Status of Women was passed in 2015. However, the commission has yet to be formed.⁶³ Similarly, **Balochistan** also has a WDD that works to implement gender programs in the province.⁶⁴

In **FATA**, the government implements its policies through the FATA Secretariat. However, the FATA Women Empowerment and Protection Policy 2014 focuses mainly on protection and does not effectively address women's rights.⁶⁵ The FATA Secretariat created a Women Empowerment Wing under the Directorate of Social Welfare and staffed it with support from UN Women and later also from GIZ. Not much technical or financial support is available to the Women Empowerment Wing since the UN Women and GIZ projects closed.⁶⁶

The federal and provincial⁶⁷ Ombudsmen Secretariats for Protection against Harassment of Women at Work Place act as government authorities to address grievances while implementing the federal and provincial⁶⁸ laws regarding protection against harassment of women in the workplace.⁶⁹

Time and Space

The disparities between men's and women's use of time and cultural limitations on women's physical surroundings dictate the extent to which women can participate in life. In Pakistan, men's use of time and space is predominantly outside the home; in addition to earning income, they are frequently solely responsible for handling all the tasks outside that are required to maintain the home and family: shopping, interacting with government offices, paying bills, and a host of administrative activities. In the course of their outside activities, men are exposed to current issues, socialize, gain knowledge, and build networks. Unlike men, most women in Pakistan do not have the luxury of time or venues that are welcoming for casual socializing. With the primary responsibility for home and caring for the family, restricted mobility, and sometimes a dual burden of paid or unpaid "productive" work in agriculture, as a home-based worker, or in the labor force, women have less time than men for building social capital, discussing news and politics, and exchanging valuable information on education, jobs, training, grants, and other opportunities to participate in life outside the home.

⁶² Interview with secretary of Social Welfare, Special Education, and Women's Empowerment Department in Peshawar.

⁶³ Interview with the gender expert Supreme Court justice in Karachi.

⁶⁴ Interview with secretary of WDD in Balochistan.

⁶⁵ Zia, Khan, and Nadeem, "Gender Analysis Draft Report".

⁶⁶ Ibid.

⁶⁷ Provincial ombudsmen are established so far only in Punjab and Sindh.

⁶⁸ Provincial laws regarding protection against harassment of women at the workplace have been passed by Sindh, Punjab, and Balochistan. (See [Annex 6](#).)

⁶⁹ "Definition of Harassment", Federal Ombudsman Secretariat for Protection Against Harassment of Women at Workplace," accessed July 31, 2017, <http://www.fospah.gov.pk/>.

The 2007 time use survey conducted by the Pakistan Federal Bureau of Statistics illustrates the stark disparities between how men and women use time.⁷⁰ Nationally, 66 percent of men, but only 37 percent of women, participate in productive activities that take place largely outside the home.⁷¹ Conversely, only 30 percent of men participate in a set of activities that take place largely inside the home, compared to 88 percent of women. Even among those who participate in these activities, there are large disparities in the average number of minutes men and women spend in these activities. Men spend, on average, 22 percent of their time each day working, largely outside the home. On average, women spend five percent of their time in these activities. Women, on the other hand, spend 20 percent of their time largely inside maintaining the household, caring for children and others, and in community services, activities on which men spend only 2 percent of their time.

Although differing dramatically across socio-economic class, regionally, and between urban and rural environments, issues of seclusion, privacy, and protection for women are recognized as primary determinants of gendered norms. Women's roles mainly revolve around the care and reproductive spheres within the households, and men take care of the affairs outside the household and most often financially support their families. Women's freedom to go out of the home varies considerably by the purpose of the trip, a situation that is reflected in sharp disparities in labor force participation, i.e., 22 percent for women and 68 percent for men.⁷²

The notion that a woman carries a family's honor and shame circumscribe how and where she spends time. The cultural burden of honor/shame affects both men and women: Women's activities are deeply limited as a measure to prevent anything shameful from happening, and men are burdened with controlling women's activities.⁷³

Physical Movement and Transportation

Limited reliable and safe transportation options are a major impediment restricting women's mobility. Venturing outside the home, whether for economic or social purposes, or even to meet basic physical needs for health and nourishment, requires transportation. The public transport system in Pakistan is typically unreliable for all, but for women, it may also be unsafe to be in public. In a 2017 Women Safety Audit report of public transportation in Lahore conducted by the Aurat Foundation and UN Women, 82 percent of surveyed women reported facing sexual harassment on public transportation. They most commonly reported sexual comments, staring, pushing, and inappropriate touching.⁷⁴ Conditions in the urban areas, especially in the major cities, are relatively better, with a greater variety and number of public and private transport facilities available. Restrictions on women's movement outside the home, mostly in rural areas, limit them to activities near home, such as getting water, working in fields, or watching over animals.⁷⁵

At the most basic level, issues with women's movement outside the home, mostly in rural and conflict-prone areas in Pakistan, prevent girls and women from attending school, accessing health care,

⁷⁰ Federal Bureau of Statistics. 2007. *Time Use Survey*. Government of Pakistan.

<http://www.pbs.gov.pk/sites/default/files/other/tus2007/tus2007.pdf>

⁷¹ This analysis is based on the categories of activities reported in the time use survey, which does not report data by location (i.e., inside or outside the home). It classifies employment in establishments; primary production activities in farming, livestock, fishing, forestry, processing and storage, and mining and quarrying; and employment in construction, manufacturing, trade, business, and services as taking place largely outside the home. It classifies activities such as maintaining the household; caring for children, the sick, and the elderly; and community services as largely indoor activities.

⁷² Labor Force Survey (2014-15), Government of Pakistan.

⁷³ Saba Khattak. "Women's Concerns in International Relations: The Crossroads of Political and Peace in South Asia." *Pakistan Horizon*, July 2008.

⁷⁴ Faizan Ali Warraich. "90pc women face harassment in public transport: study," *The Nation*, December 19, 2017, <https://nation.com.pk/19-Dec-2017/90-percent-women-face-harassment-in-public-transport-study>.

⁷⁵ AASA Consulting. *Gender Sector Assessment for the Office of Economic Growth and Agriculture (EGA)* (2015).

participating in learning activities, and going to markets to purchase food or to sell products.⁷⁶ They additionally may prevent women from working outside the home and participating in the wider world to socialize and engage in civic activities. As a result, women are forced to rely on men, placing time burdens on men to take care of all activities outside the home—purchasing food, paying bills, and other legal and administrative tasks. Not only does this preclude women from contributing materially to the household, but also reduces women to being people who need to be cared for and a burden on the family. Most female political candidates do not enjoy the same freedom as men to canvass for votes, which results in less recognition and public awareness of their positions on issues, and hence fewer votes in elections.⁷⁷

Working in Seclusion

Under these circumstances, working from home is often the best alternative for women. The distribution of employed workers (ages 15–64) shows that over 80 percent of women work in relative seclusion as part of the informal sector, either as home-based workers producing mostly embroidery and handicrafts on a piece rate, or near home, tending to livestock and agriculture. This is in stark contrast to the 34 percent of men who work in the same types of spaces.⁷⁸ The major implications of working in seclusion in the informal sector are below-market wages and the absence of employment-related benefits, including lack of representation, lack of insurance (health or life), lack of social assistance, and hazardous work and/or poor working conditions (e.g., congested spaces with poor lighting and lack of sufficient ventilation).⁷⁹

The very nature of home-based work, when combined with limited mobility outside the home, results in a lack of knowledge about market demand and efficient production techniques. As a result, remuneration for these activities may be far lower than it could be.

Working Outside the Home

In addition to Pakistani women's reproductive and caregiving responsibilities, the sensitivity to women's honor and the notion of its possibly being compromised by proximity to men mean that work outside the home is not an option for many women. Many workplaces are physically cramped and lack even the most basic "female-friendly" facilities such as separate toilets for women. Workplaces are frequently perceived as spaces that are unsafe—or, at the very least, unpleasant—for women. Women cite having a safe work environment (54 percent) and having job flexibility to manage the dual demands of work and family (51 percent) as important when accepting outside employment, but few have these.⁸⁰ Women interpret a secure environment as a place with guards to prevent the entry of unauthorized men into the workplace, polite behavior of male colleagues, and freedom from sexual harassment.⁸¹ Of the approximately 1 million university students in Pakistan, 47 percent are women; however, 62 percent of women graduates do not join the workforce.⁸² Working mothers are even rarer, as child care is not readily available.

Globally, fewer women than men are involved in the trading business, a situation that is amplified in Pakistan, as building a business based on trading requires developing close, long-term relationships with

⁷⁶ Interview with, Oxfam, Islamabad; FGD on education, Karachi; interview with SMEDA, Quetta; FGD with selected USAID IPs on projects within EGA; interview with CNFA, Lahore; FGD on services and CVE, Lahore.

⁷⁷ Jon Boone, "Women barred from voting in parts of Pakistan", *The Guardian*, May 29, 2015, <https://www.theguardian.com/world/2015/may/29/women-barred-voting-pakistan-khyber-pakhtunkh>.

⁷⁸ "Status Report on Women's Economic Participation and Empowerment in Pakistan", UN Women, accessed April 21, 2017, <http://asiapacific.unwomen.org/en/digital-library/publications/2016/05/status-report-on-womens-economic-participation-and-empowerment>.

⁷⁹ SEBCON. *Searching the Invisibles A Study of Home Based Workers in Pakistan* (HomeNet Pakistan, 2009). http://www.academia.edu/12229378/Home_Based_Workers_in_Pakistan_The_Invisibles_A_Review.

⁸⁰ Donaldson, "Country Gender Assessment".

⁸¹ AASA Consulting, "Gender Sector Assessment for EGA", 6.

⁸² UN Women, "Status Report on Women's Economic Participation".

trading partners, and the closeness of such a relationship between a man and woman in Pakistan is culturally less acceptable. Women who are engaged in trade in Pakistan primarily export designed clothes, costume jewelry, and herbal cosmetics.⁸³ More broadly, women's entrepreneurship in Pakistan is well below global norms. Women entrepreneurs in Pakistan suffer from limited access to land, capital, technology, information, capacity building, mobility, and social capital.⁸⁴ Globally, women own about 8 percent of formal enterprises; in Pakistan, they own only 1 percent.⁸⁵

Transgender Persons

Pakistan's transgender community suffers from marginalization, invisibility,⁸⁶ and multiple social, political, and economic deprivations. They often do not have computerized national identity cards (CNICs), own property, or have access to familial support and suffer physical health problems (such as hepatitis and HIV) and psychological issues.⁸⁷ Sex work is their main occupation, in addition to begging.⁸⁸ Transgender people are the "fringe of a fringe." In addition to other problems, they also face harassment and intimidation by state authorities.⁸⁹ For example, in Balochistan, transgender people often have to hide their identity due to lack of social acceptance. The compulsion to hide identity leads to their exploitation.⁹⁰ In other areas of Pakistan, there are efforts to assist the transgender community. In Lahore, *Akhuwat*, a local CSO, is working with 600 transgender people, providing them loans to help them earn their livelihoods.⁹¹ Similarly, KP's chief minister has set up a committee for transgender people and established a quota for them in the municipal corporations.⁹²

Stakeholders have identified the need for proper data collection on transgender people and mapping their communities prior to initiation of any programming.⁹³ The higher courts in Pakistan have recognized and guaranteed transgender people the right to have CNICs and exercise their right to vote. While these are positive developments, the implementation of the legal status of the transgender community is challenging.

Persons with Disabilities

Persons with disabilities face several challenges, which contribute to fewer opportunities in their lives and limited access to services and facilities.⁹⁴ There is a 2 percent quota for the disabled in public sector employment,⁹⁵ but limited awareness of the quota among groups that represent the disabled prevents them from taking advantage of these opportunities. The disabled may also find it difficult to participate in elections, and often receive little assistance to help them cast their votes.⁹⁶ KP has a large number of persons with disabilities due to the war on terror, but has few effective programs to facilitate the disabled. While the Social Welfare Department in KP distributes wheelchairs on The United Nations'

⁸³ AASA Consulting, "Gender Sector Assessment for EGA".

⁸⁴ Muhammad Azam Roomi and Guy Parrott, "Barriers to Development and Progression of Women Entrepreneurs in Pakistan," *The Journal of Entrepreneurship* 17, no. 1 (May 2008): 59-72, <https://doi.org/10.1177/097135570701700105>.

⁸⁵ Yaseen, Fayyaz, and Vaqar Ahmed. 2016. *Trade Winds of Change—Women Entrepreneurs on the Rise in South Asia—Background Country Study – Pakistan*. <http://www.asia-pacific.undp.org/content/dam/rbap/docs/Research%20&%20Publications/poverty/RBAP-IG-2016-TWoC-Pakistan-Country-Study.pdf>.

⁸⁶ Interview with Human Rights Watch, Lahore; interview with Simorgh, Lahore.

⁸⁷ Interview with Akhuwat, Lahore.

⁸⁸ Interview with Simorgh, Lahore.

⁸⁹ Interview with Human Rights Watch, Lahore; interview with gender expert, Peshawar.

⁹⁰ Interview with IDSP, Quetta.

⁹¹ Interview with Akhuwat, Lahore.

⁹² Interview with gender expert, Peshawar.

⁹³ Interview with IDSP, Quetta.

⁹⁴ Interview with IDSP, Quetta; Interview with gender expert, Peshawar.

⁹⁵ "Recruitment/Appointment/Seniority and Promotion," in *Civil Servants (Appointment, Promotion and Transfer) Rules*.

⁹⁶ Interview with HRCP, Lahore.

International Day of Persons with Disabilities, stakeholders have identified a need for centers for the disabled,⁹⁷ as well as provision of educational and skills development opportunities to facilitate them.⁹⁸

There is little information specific to the challenges women with disabilities may face. A report from the Institute for Social Justice concludes that Pakistan's legislation on persons with disabilities is largely silent on gender issues.⁹⁹ One empirical study notes that "[disabled] [w]omen, who are seen as caretakers of the household [and may have trouble performing these tasks], face a more difficult time in finding a [marriage] partner."¹⁰⁰

Minorities

"Anything that affects everyone affects the minorities the most. Impunity that the government department feels when it comes to religious minorities is qualitatively different. There are institutional discriminations, violence, and persecution that are specific to religious minorities and specific to gender. Whenever the general dysfunction of the state happens people are affected at different levels. For instance, an IDP [internally displaced person] woman or Christian is worse off [than others].... This happens when access to health, education, and municipal services is limited."¹⁰¹

The Constitution of Pakistan, which establishes Islam as the state religion and requires its laws be consistent with Islam, institutionalizes biases against religious minorities—including Christians, Hindus, Sikhs, and Ahmadis—through its blasphemy laws.¹⁰² The 2017 Human Rights Watch report on Pakistan notes, "At least 19 people remained on death row after being convicted under Pakistan's draconian blasphemy law and hundreds awaited trial. Most of those facing blasphemy are members of religious minorities, often victimized by these charges due to personal disputes."¹⁰³ The constitution also imposes restrictions on who can hold public office: "The Constitution bars non-Muslims, which includes minority women, from assuming offices of President and Prime Minister under Article 41 (2) and Article 91, respectively."¹⁰⁴

While women in Pakistan face many barriers as this gender analysis details, women belonging to religious minority groups are often confronted with additional barriers. A study of minority women conducted in Sindh and Punjab suggests that minority women face "double discrimination."¹⁰⁵ For example, matters relating to inheritance, marriage, and divorce are governed by what are known as personal laws, and these differ for each religion. No codified laws of inheritance for Christian and Hindu communities exist, and the Hindu community does not have any law to settle issues of marriage or divorce. Hindus face discrimination in Sindh, and Kohli Hindu women have formed their own organizations to deal with the deprivation of their communities.

In Christian law, there is no concept of unilateral divorce, and "the courts have to be approached for divorce. Adultery is the principal ground for dissolving marriage under Christian law. This became more complex when the Hudood laws made adultery punishable with stoning to death. Following the Women Protection Act 2006, non-Muslims can still be tried under this provision," although the punishment is no

⁹⁷ Interview with gender expert, Peshawar.

⁹⁸ Interview with IDSP, Quetta.

⁹⁹ "Situation of Women, Children and Minorities with Disability in Pakistan," The Institute for Social Justice, accessed February 14, 2018, <http://www.isj.org.pk/situation-of-women-children-and-minorities-with-disability-in-pakistan/>.

¹⁰⁰ The Economist. *Moving from the Margins: Mainstreaming Persons with Disabilities in Pakistan* (British Council, 2014). https://www.britishcouncil.pk/sites/default/files/moving_from_the_margins_final.pdf.

¹⁰¹ Interview with Human Rights Watch, Lahore.

¹⁰² Interview with gender expert, Peshawar.

¹⁰³ "Pakistan (Events of 2016)", Human Rights Watch, <https://www.hrw.org/world-report/2017/country-chapters/pakistan>.

¹⁰⁴ NCJP. *Life on The Margins: Study on the Minority Women in Pakistan* (2012).

¹⁰⁵ Ibid.

longer death by stoning, but imprisonment.¹⁰⁶ Forced conversions are another issue in the minority community, and the National Commission for Justice and Peace recorded over 700 cases of conversion to Islam between 1999 and 2004; several of these cases were of minority women being abducted and converted to Islam through forced marriage with a Muslim man.¹⁰⁷

There are approximately 3 million women belonging to minority groups in Pakistan, yet they are underrepresented politically. In 2014, there were three women belonging to minority groups in the Senate, three in the National Assembly, and three in the Provincial Assembly in Punjab.¹⁰⁸

Members of minority communities, and especially women, have limited economic opportunities, in part due to lower levels of education and discrimination against minorities in general. In 2011, the National Assembly passed the Prevention of Anti-Women Practices Act, which looks to prevent discrimination against women regarding cultural, religious, and social practices, but implementation has been weak.

Support programs for minority groups, and for minority women in particular, need to adopt sensitive approaches to working with religious and sexual minorities. There has been progress. For example, the Digital Rights Foundation works with minorities to protect their digital rights, but is discreet to protect their privacy and avoid jeopardizing their security.¹⁰⁹

USAID's GEP, among other civil society programs, was successful in including minorities in its projects. In KP, non-Muslims have representation in many government-run forums, and the Peshawar High Court has passed an order to include the Sikh religion in the census rather than relegating Sikhs to the "others" category. Akhuwat's loan distribution program uses religious institutions such as mosques, churches, and temples at the community level to target both Muslims and non-Muslims to enable them to earn their livelihoods.

Similarly, the creation of the GOP's National Commission for Human Rights is a positive initiative for minority rights; however, it lacks authority and effective decision-making powers. The Standing Committee on Human Rights and Minority Affairs in Punjab also needs to develop its service rules. Forming multi-stakeholder groups at the community level has proved to be an effective approach to deterring violence against minorities.¹¹⁰

A civil society respondent stated that minority communities need to engage more with the state institutions rather than depending solely on their own congregations and leadership to protect their rights. For example, civil society successfully advocated for the repeal (by the Lahore High Court) of laws restricting Christians' rights to divorce, but the religious institutions of Christian groups in Pakistan still oppose the repeal on the grounds that it makes divorce easier.^{111,112}

Cyberbullying

A civil society respondent stated that online harassment affects the free speech and privacy rights of women. A culture of victim blaming sometimes leads women to blame themselves for the harassment. There is a need to take cyberbullying seriously and create safe spaces for women where they can share their experiences. The Digital Rights Foundation in Lahore has created an anonymous helpline to provide support to women who are subjected to cyberbullying and online harassment and conducts sensitization workshops on cyberbullying. Its approach is first to work with women on their own, and

¹⁰⁶ Butt, "Lacunae in Pro-Women Legislation."

¹⁰⁷ Ibid.

¹⁰⁸ NCJP, "Life on the Margins".

¹⁰⁹ Interview with Digital Rights Foundation, Lahore

¹¹⁰ Interview with National Commission on Peace and Justice, Lahore

¹¹¹ Interview with gender expert, Lahore

¹¹² "Zia-era change to Christian divorce law undone." *Dawn*, May 24, 2016, accessed July 25, 2017. <https://www.dawn.com/news/1260356>.

once women have gained confidence and have a support mechanism, then to include both women and men in the sensitization workshops.¹¹³

There is little information about cyberbullying in Pakistan. Data from the Digital Rights Foundation on the first four months of operation of its online harassment helpline—which launched in December 2016—reported 535 calls, 62 percent of which were from women, although the report notes that a number of men called on behalf of female friends or family members. The report classified 77 cases (14 percent) as gender-based bullying, which it defined as “any actions, statements, and implications that targets a person based on their gender identity or sexual orientation. Evaluations for gender-based bullying take into account the overall connotations attached to actions and verbal communications within the larger system of gendered oppression and patterns of behavior that signify abuse.”

Access to Resources

Pakistani culture reflects dramatic differences between men’s and women’s access to and control over resources in a variety of spheres, thus shaping the extent of their ability to be full participants in life and benefit from development efforts. These resources include financial assets and services such as education, health care, and transportation.

Education

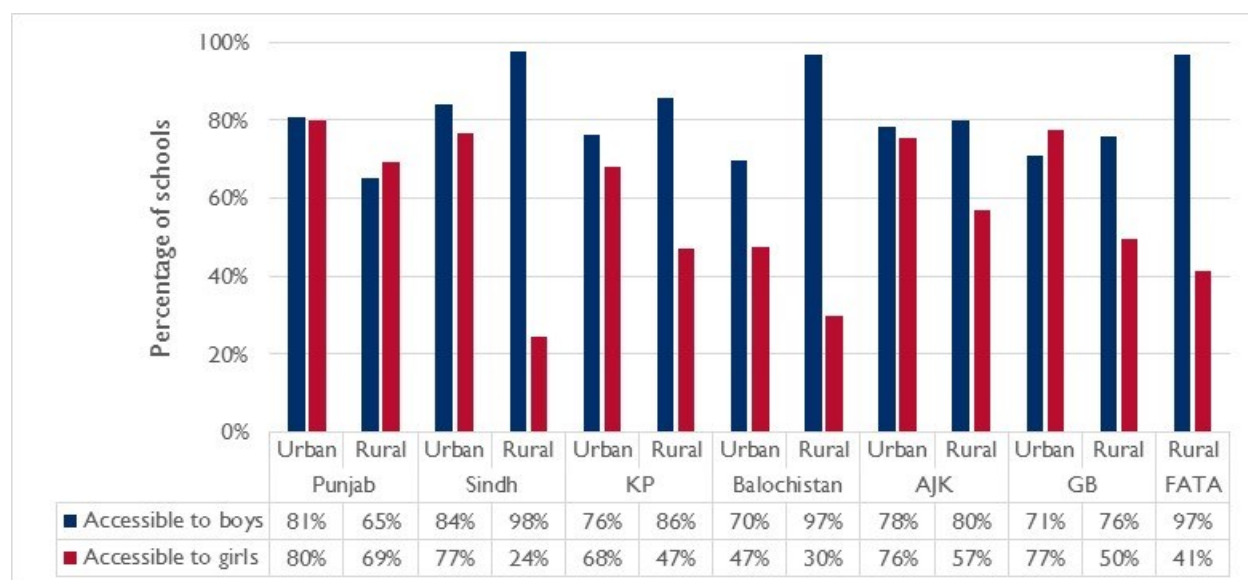
Gender parity at all levels of education is less than par except at the university level. Despite the attention donors have given to primary and secondary education, gender parity in public and private education has changed little since 2001. World Bank statistics state that in terms of school enrollment, the primary and secondary (gross) gender parity index (e.g., the ratio of girls to boys enrolled in public and private primary and secondary level schools) was 0.68 in 2001 and 0.83 in 2015.¹¹⁴ Some schools are sex-segregated, and there are far fewer schools exclusively for girls than exclusively for boys. In 2015–2016, 44 percent of schools were exclusively for boys and 28 percent were exclusively for girls, with particularly large disparities at the primary level (Figure 15).¹¹⁵ When considering that sex-desegregated schools are accessible to girls, the largest disparity, in favor of boys, is at the middle school level with 53 percent of schools accessible to boys and 47 percent accessible to girls. The disparity in favor of boys’ schools exists primarily in rural areas, with only 42 percent of schools accessible to girls. However, these statistics may give a misleading impression of girls’ access to education, especially in conservative areas where parents may object to girls attending a mixed-sex school. These statistics vary greatly by province/region (Figure 15). In the urban areas of all provinces/regions except Balochistan, the percentage of schools accessible to girls is similar to the percentage accessible to boys. In rural areas, however, far fewer schools are accessible to girls than to boys in all provinces/regions except Punjab.

¹¹³ Interview with Digital Rights Foundation, Lahore.

¹¹⁴ “School enrollment, primary and secondary (gross), gender parity index (GPI),” World Bank, accessed July 31, 2017, <http://data.worldbank.org/indicator/SE.ENR.PRSC.FM.ZS?locations=PK>.

¹¹⁵ Khan, Niamatullah et al. *Ministry of Federal Education and Professional Training* (Government of Pakistan, 2018). <http://library.aepam.edu.pk/Books/Pakistan%20Education%20Statistics%202015-16.pdf>.

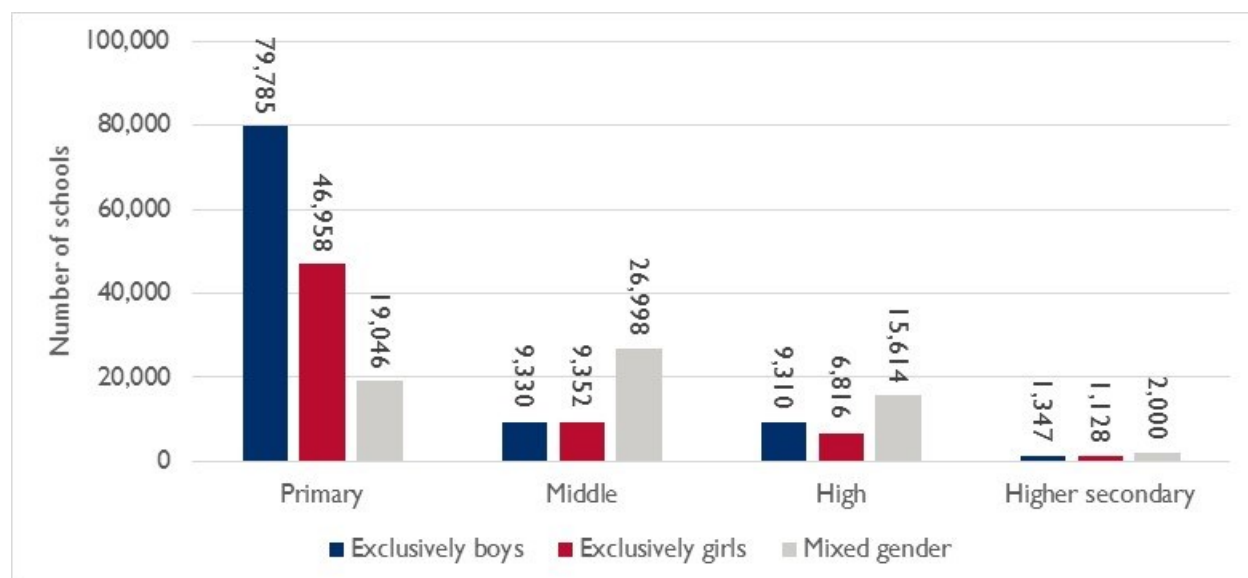
FIGURE 15: PERCENTAGE OF SCHOOLS ACCESSIBLE TO BOYS AND GIRLS



Source: Pakistan Education Statistics, 2015-16.

In addition to fewer schools for girls after the primary level, the significant drop-off in girls' enrollment is attributed to increasing cultural restrictions and social challenges for girls entering puberty, domestic responsibilities for caring for the family, early marriage, and perceived and real personal safety concerns for girls going to and from school.¹¹⁶ These disparities play out in lower net enrollment rates, lower rates of literacy, and lower educational attainment for women than for men (Figures 3–6). Women are at a disadvantage to men in all provinces and in both urban and rural areas, although the disparity is consistently greater in rural than in urban areas.

FIGURE 16: NUMBER OF SCHOOLS BY GENDER ORIENTATION



Source: Pakistan Education Statistics, 2015-16.

¹¹⁶ UN Women, "Status Report on Women's Economic Participation".

Although public schools do not charge tuition, many families are challenged to find financial resources sufficient to cover children's books, clothing, and transportation to attend school. Limited financial resources are typically reserved for boys, who culturally are a better bet to return on the investment and provide financially for the family because they are more likely to enter the workforce. The literature recognizes a significant relationship between the education level of mothers and the completion of education by girls.¹¹⁷

Information

Disparity in literacy reflects the disparity in education: 68 percent of men and 45 percent of adult women (15 years or older) in Pakistan are literate.¹¹⁸ Women are less likely than men to be literate in all provinces, with significant disparities in KP and Balochistan (Figure 4). Residents of rural areas are less likely than their urban counterparts to be literate, and the disparity between men and women is even greater in rural areas (Figure 4). The implication of women's lower literacy is limited access to information across a range of areas: legal rights, voting, civil rights, and inheritance; formal business practices and market demand; employment opportunities and skill attainment to advance in the workplace; technology use; and acquiring knowledge to manage personal and family health.

The primary mass media types used for business are information technology and print, both of which favor men as they require literacy. The most striking disparities in access to mass media are newspaper readership at 21 percent for men and 4 percent for women, and computer use at 9 percent for men and 2 percent for women. As most business information is shared via these two media, women have less access to information on job and business opportunities, markets, business practices, and even the world around them. Further disparity in access to media is apparent in radio listenership at 10 percent for men and 4 percent for women, and TV viewership at 56 percent for men and 48 percent for women.¹¹⁹ Even when they are literate, women access mass media less frequently than men; even when consuming mass media, women frequently do not acknowledge the information as being for them. In 2015, 64 percent of women used mobile technology, compared to 81 percent of men.¹²⁰ While the analysis team could not find data on the gender dimensions of financial inclusion, the disparity in access to mobile technology suggests that women have less access than men to associated financial services.

Access to information is also dictated by exposure to others; exposure is a function of time and space as previously described.

Employment

Men's higher levels of education and literacy, higher levels of access to information technology in the business world, and access to social capital disproportionately favor their employment opportunities in the formal labor market. As evidence, 22 percent of women participate in the labor force compared to 68 percent of men.¹²¹ Women's primary responsibility for taking care of home and family (which may be accompanied by unpaid agricultural work or less often by paid work) significantly limits their access to networks and building social capital, the currency frequently used in securing employment. As noted in

¹¹⁷ Donaldson, "Country Gender Assessment".

¹¹⁸ Pakistan Bureau of Statistics, "Pakistan Living Standards Measurement."

¹¹⁹ AASA Consulting and AERC (Applied Economic Research Center). *Gender Differences: Understanding Perceptions National Baseline Study* (Aurat Foundation, 2012). http://af.org.pk/gep_2/Advertisements/National%20Baseline%20Study/FINAL%20National%20baseline%20study.pdf.

¹²⁰ Ismail Sheikh. "Pakistan has world's highest gender gap in mobile phone usage," *The Express Tribune*, November 23, 2016,

<https://tribune.com.pk/story/1239596/pakistan-worlds-highest-gender-gap-mobile-phone-usage>; and

Imran Khan. "Pakistan's Gender Gap in Financial Inclusion," CGAP, September 13, 2016, <http://www.cgap.org/blog/pakistan%E2%80%99s-gender-gap-financial-inclusion>.

¹²¹ "Labor force participation rate, female (% of female population ages 15–64) (modeled ILO estimate)," World Bank, accessed July 31, 2017, <http://data.worldbank.org/indicator/SL.TLF.CACT.FE.ZS?locations=PK>; and

"Labor force participation rate, male (% of male population ages 15–64) (national estimate)," World Bank, accessed July 31, 2017, <http://data.worldbank.org/indicator/SL.TLF.CACT.MA.NE.ZS?locations=PK>.

the “Power and Decision-Making” section, women are far less likely than men to participate in the labor force in all provinces/regions and in urban as opposed to rural areas. Disparities are particularly stark in urban Sindh, and in urban and rural Balochistan.

Assets

The disparity between men and women with respect to asset ownership is enormous: While 69 percent of men own assets in the form of a home or business, only 3 percent of women own such assets. Similarly, 31 percent of men own land compared to only 4 percent of women,¹²² and 30 percent of men and 9 percent of women own wealth in the form of gold and silver. In Pakistan, women often keep and control income from keeping goats, sheep, and poultry. They are responsible for 60–80 percent of the work in raising cattle, and these activities consume a considerable part of each day.¹²³

Finance

Accessing finance for business expansion through formal channels like banks or microfinance institutions is almost entirely determined by asset ownership. As described, far fewer women than men own tangible assets and hence can access finance. Informal financing is similarly less available to women, as they have far less social capital upon which to draw.

Health Services

Although women generally require more health services than men (primarily due to reproductive health needs), women’s access to health services is generally limited by the availability of female health workers, proximity to health facilities, and safe transportation to the facilities. Fifty-five percent of female medical school graduates never assume practice,¹²⁴ leading to a dearth of skilled practitioners available to treat women, and as a result of proximity and safety concerns, 60 percent of rural births and 32 percent of urban births take place at home.¹²⁵ Figures 17–22 illustrate some of the barriers women face accessing health services and some of consequences of limited access. Women in rural areas are far more likely than those in urban areas to face at least one barrier to accessing health care services (Figure 19) and are more likely in each province to mention each of the five barriers noted in Figure 18.

The ministries of health and population welfare are responsible for providing public sector health care services in Pakistan. The country’s limited investment in the sector, however, has left public sector service providers understaffed, lacking sufficient female providers, providing limited hours of service, and suffering from material shortages, a situation that severely limits access to quality public sector health services. Even though the public sector provides services free of charge, it often levies informal charges, and affordability (money) is a major impediment to accessing services (Figure 18).

Despite the higher cost of private sector services, 71 percent of Pakistanis in both urban and rural settings obtain health services through the private sector. The private health sector offers primarily curative services, largely on a fee-for-service basis. Private maternity facilities offer 24-hour normal and operative delivery services for women and newborns and attract the largest proportion of patients from almost all regions (Figure 22). Of the 55 percent of deliveries that take place in a facility—as opposed to

¹²² NIPS (National Institute of Population Studies) and ICF International. *Pakistan Demographic and Health Survey 2012-13* (2013). http://www.nips.org.pk/abstract_files/PDHS%20Final%20Report%20as%20of%20Jan%2022-2014.pdf. Combines “owns alone,” “owns jointly,” and “owns alone and jointly.”

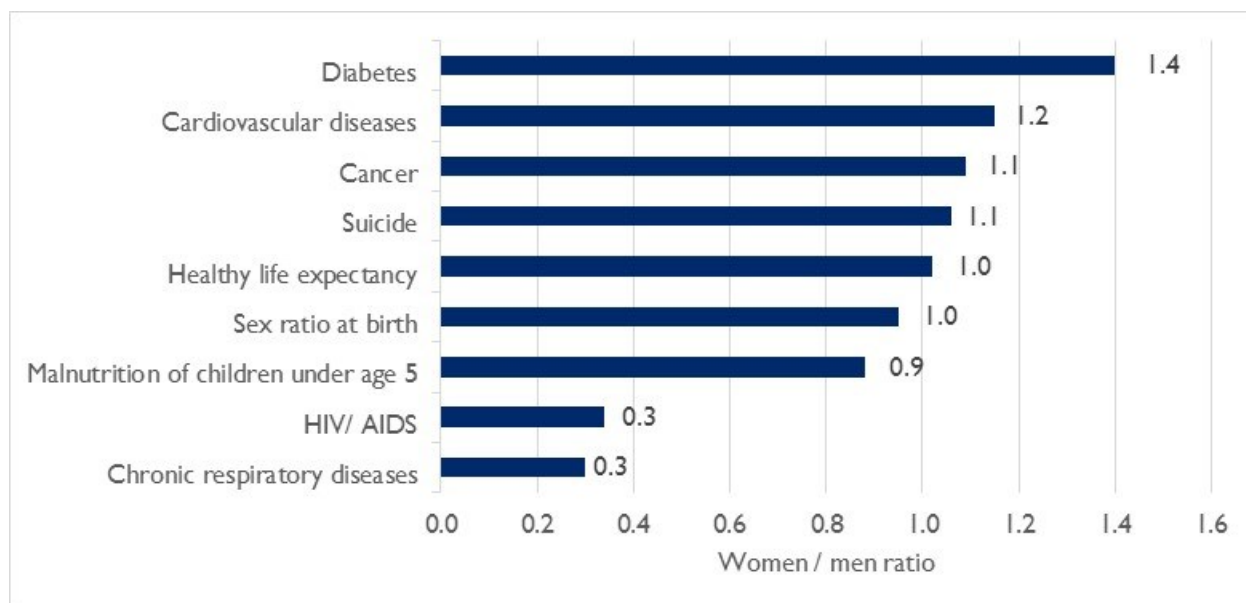
¹²³ Ilse Köhler-Rollefson. “Invisible Guardians—Women manage livestock diversity,” *FAO Animal Production and Health Paper* 174 (2012). <http://www.fao.org/docrep/016/i3018e/i3018e00.pdf>.

¹²⁴ UN Women, “Status Report on Women’s Economic Participation”.

¹²⁵ NIPS and ICF International, “Pakistan Demographic and Health Survey.”

at home—most take place in private facilities, a decision driven in part by concerns over the quality of care in public facilities.¹²⁶

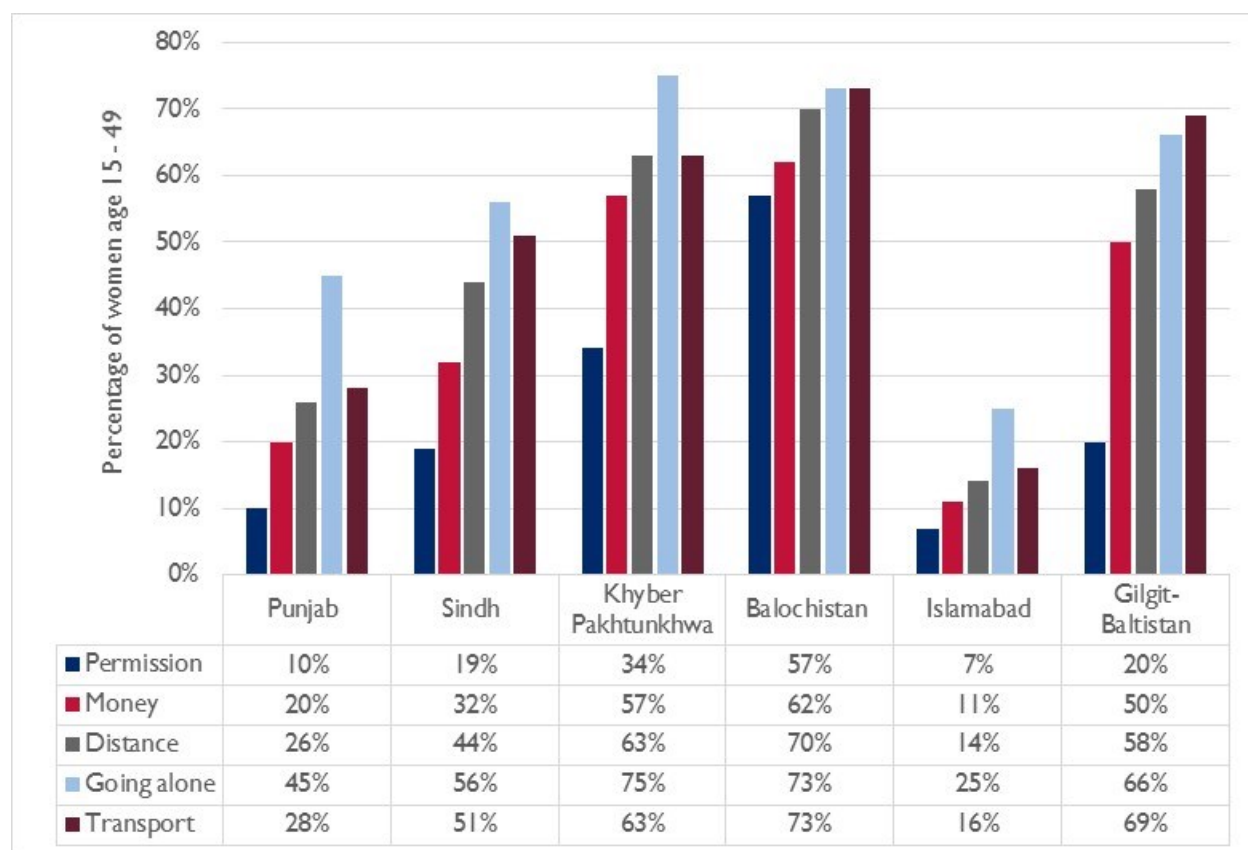
FIGURE 17: HEALTH RATIOS



Source: World Economic Forum Global Gender Gap Report, 2017

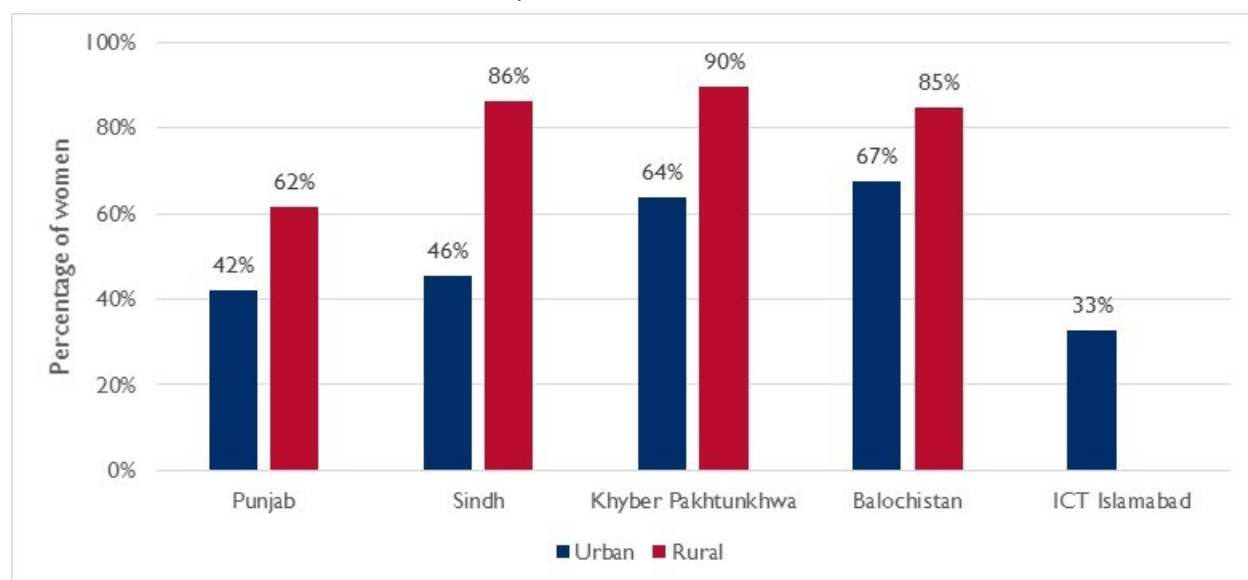
¹²⁶ MSI. *Maternal, Newborn, and Child Health (MNCH) Project: Mid-term Evaluation* USAID/Pakistan (2016).

FIGURE 18: BARRIERS TO ACCESSING HEALTH CARE FOR WOMEN



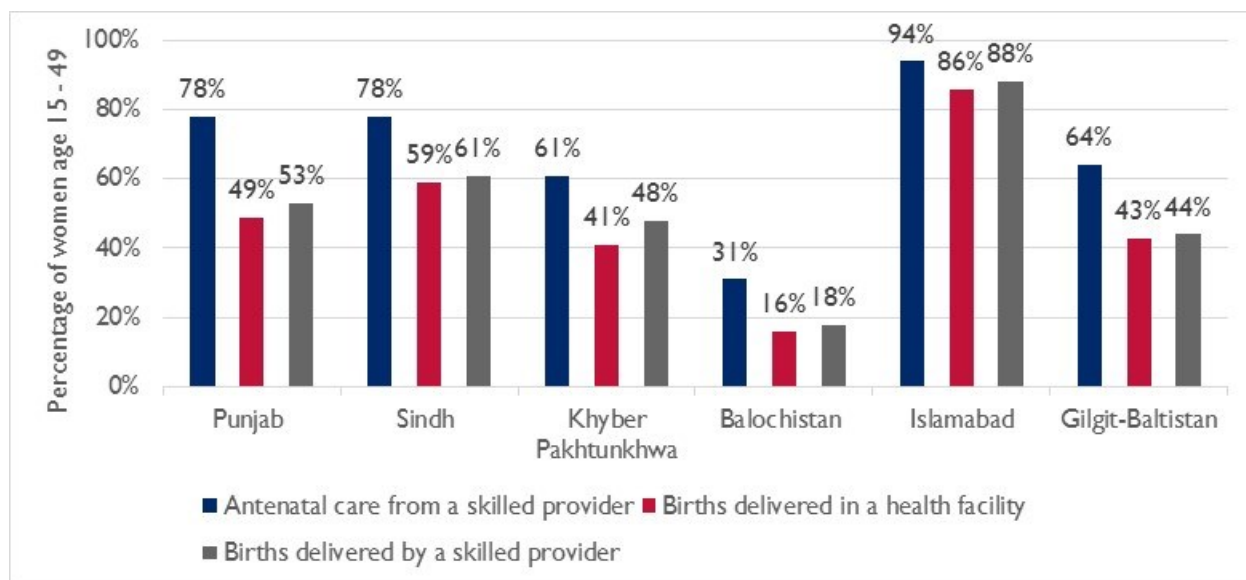
Source: PSLM, 2012–2013.

FIGURE 19: WOMEN WHO FACE AT LEAST ONE BARRIER TO ACCESSING HEALTH CARE, URBAN AND RURAL



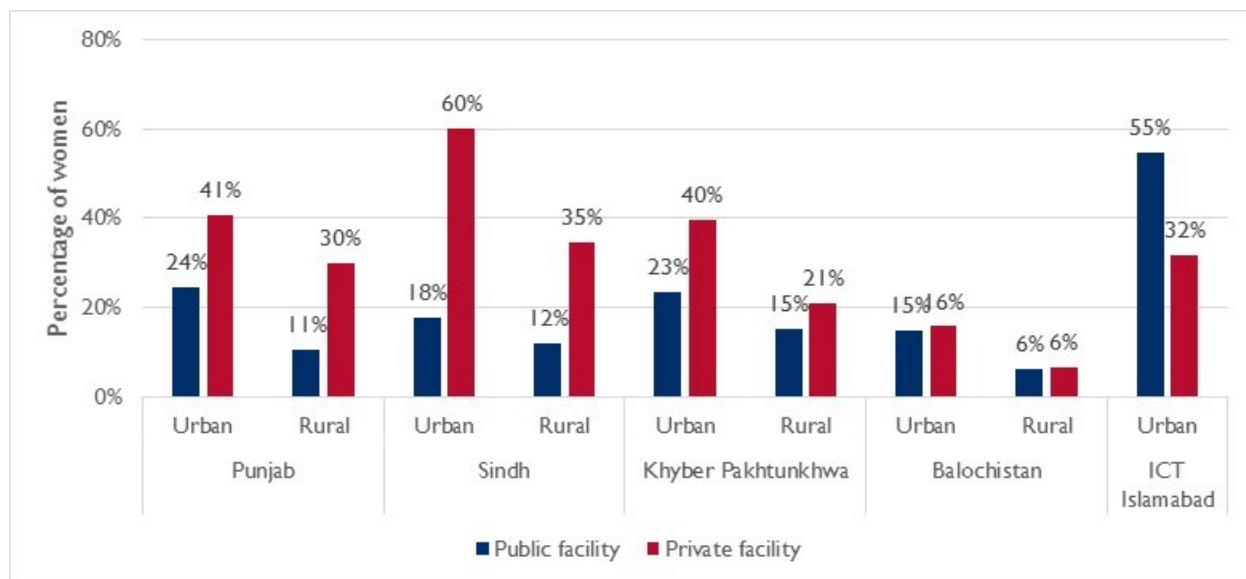
Source: PSLM, 2012–2013.

FIGURE 20: USE OF HEALTH CARE SERVICES DURING CHILD DELIVERY



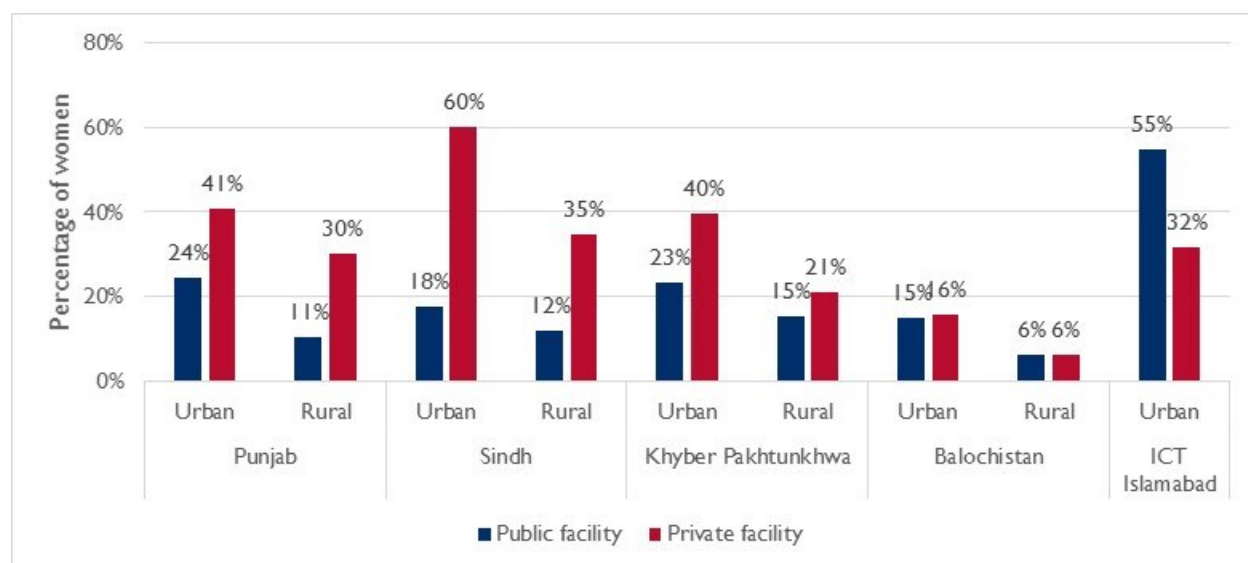
Source: PSLM, 2012–2013.

FIGURE 21: DELIVERY IN A HEALTH CARE FACILITY, URBAN AND RURAL



Source: PSLM, 2012–2013.

FIGURE 22: USE OF PUBLIC AND PRIVATE SECTOR HEALTH CARE PROVIDERS



Source: PDHS, 2012–2013.

While men may not be as constrained as women by access to financial resources, transportation, and health care providers, it is likely that men have poor health outcomes due to occupational hazards and a lower propensity to visit health facilities.¹²⁷

Right to Vote

There is a considerable disparity in voter registration between men and women—56 percent of registered voters are men, and 44 percent are women (Figure 23).¹²⁸ The disparity in voting is greater—nationwide, 60 percent of those exercising the right to vote are men and 40 percent are women.¹²⁹ In some areas, women's share of the vote has been lower than 10 percent or even completely absent,¹³⁰ a circumstance that prompted recent legislation to disqualify election results in which less than 10 percent of registered women voters participated in the election. A lower percentage of women than men have a CNIC, which is a requirement for voting. It is not uncommon for people in patriarchal tribal societies to have votes cast for them by the tribe as a voting bloc. In response to this practice, women successfully advocated for the aforementioned legislation to disallow election results in constituencies in which women did not comprise at least 10 percent of voters. Other steps have been taken to increase gender parity in voting, such as having female poll workers and polling staff, separate polling booths, and in some cases separate polling stations for women.

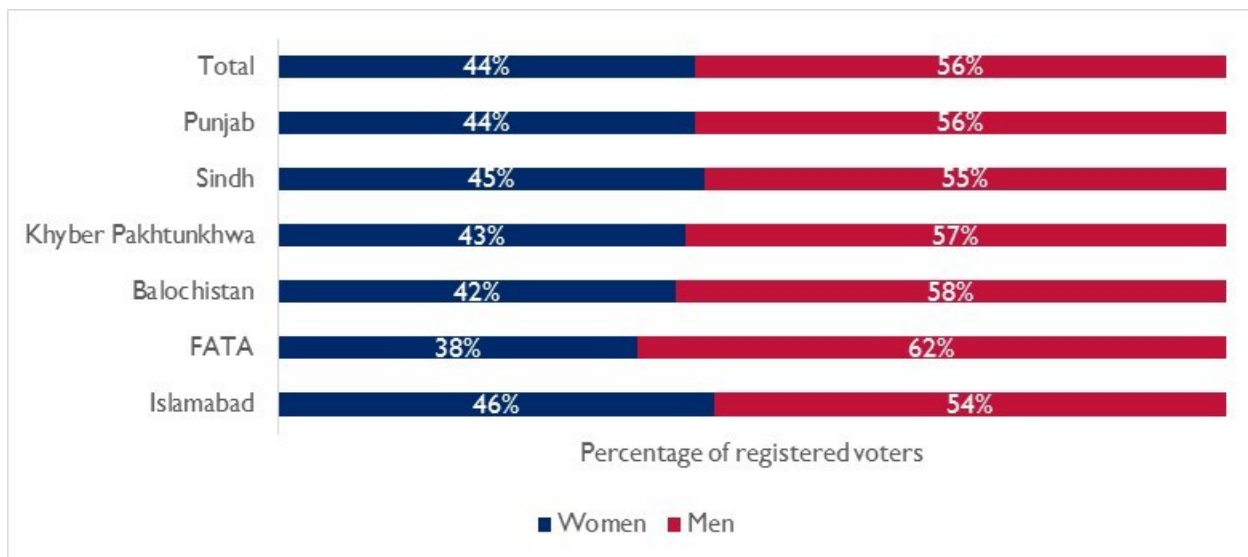
¹²⁷ Peter Baker et al. "The men's health gap: men must be included in the global health equity agenda," *World Health Organization Bulletin* (August 2014), <http://dx.doi.org/10.2471/BLT.13.132795>.

¹²⁸ E "Statistics of Final Electoral Rolls-2018", Electoral Commission of Pakistan, accessed May 09, 2017, <http://ecp.gov.pk/frnGenericPage.aspx?PageID=3047>.

¹²⁹ "Women in Power and Decision-making," UN Women, accessed July 31, 2017, <http://asiapacific.unwomen.org/en/beijing20/in-focus/women-in-power-and-decision-making>.

¹³⁰ Iftikhar A. Khan, "Over 95pc women in 17 constituencies didn't vote in 2013," *Dawn*, January 1, 2017, <https://www.dawn.com/news/1305675>.

FIGURE 23: REGISTERED VOTERS



Source: Election Commission of Pakistan, December 16, 2016, <http://ecp.gov.pk/frnGenericPage.aspx?PageID=3047>.

Transportation

Limited access to safe transportation severely limits women's ability to participate in life outside the home, whether in the workforce, pursuing education, accessing health services, or taking part in civic activities. Both the reality of physical or verbal harassment, and the perception among families that women's honor will be defamed, make public transportation inaccessible to 70 percent of women, who are not allowed to leave home without a male chaperone to visit a bank, attend a community or civic meeting, go to work, or pursue an education.¹³¹ Stakeholders point to the newly established public transportation systems in Islamabad and Lahore as playing an important role in facilitating women in the workforce; however, data is not available on ridership.

Energy

Because they spend more time indoors performing household tasks, women are the primary collectors, users, and managers of energy in their households. Consequently, access to energy affects women differently than men. Improved access to reliable and clean energy sources can decrease the drudgery of housework by facilitating mechanization; improve indoor air quality, ameliorating negative health effects for women who spend a disproportionate amount of their time indoors; allow women to perform tasks when most convenient for them rather than around the availability of electricity; and improve work conditions in the home. To fully realize the benefits of energy-related interventions for women, however, it is necessary to consider the unique needs of women when designing and implementing activities.

Justice

The formal justice system is less accessible to women than to men due to limitations on women's physical movement, lack of access to financial resources and transport, and lack of information regarding their rights or how to access the legal system and available services. The physical environments of most police stations and courts are considered "female-unfriendly": They frequently lack toilet facilities, expose women to sexual harassment, and are almost exclusively populated with men; moreover, officers of the law (typically men) generally lack sensitivity to women's discomfort in these unfamiliar

¹³¹ Donaldson, "Country Gender Assessment".

environments. Furthermore, police, prosecutors, and judges themselves frequently lack an understanding of the laws that protect women's rights and how to implement them; some purveyors of justice promote customary practices such as sending a woman back to her family rather than processing her case based on rule of law. An additional layer that limits women's access to formal justice is fear of physical and emotional reprisal from family and community members. Some positive change is taking place, such as police stations establishing service counters for women in Lahore, and police forces making requests to CSOs and NGOs to help train police personnel. USAID's GEP was effective in raising awareness among women about their social, political, and economic rights and helping women to exercise some of those rights. It also supported women's access to justice by working on legislation and strengthening the capacity of judicial institutions.¹³²

Women have virtually no access to formal justice systems in tribal areas where "justice" is dispensed by *jirgas* or *panchayats*, a strictly male domain in which women are not allowed, and where in fact women are used as chattel to settle disputes among men. While some courts have imposed official bans on *jirgas*, enforcement of these bans is uneven. An all-women *jirga* was founded in 2013 by Tabassum Adnan, who was recognized by the U.S. State Department with the International Women of Courage Award in 2015. Soon after receiving the award, Adnan was forced to relocate to another city due to threats to her life.¹³³

Gender Equality Within the USAID Project Cycle

The stated goal of USAID/Pakistan's Strategic Results Framework is to "increase stability, democracy and prosperity for the men and women of Pakistan"; the Mission Strategic Framework (updated July 2016) identifies a crosscutting objective of increased gender equality while working on five DOs of energy, economic growth and agriculture (EGA), stabilization, health, and education. Nonetheless, **gender equality and female empowerment are generally absent from the design and implementation of USAID/Pakistan's existing projects.** The United States' gender policies were established on the growing body of evidence that gender equality and women's inclusion are foundational to increasing stability, democracy, and prosperity. Thus far, few USAID/Pakistan initiatives reflect the aspiration as stated in these policies. While almost all USAID staff and IPs the team interviewed claimed that gender was a priority in their work, a few stated that gender is "not my development objective."¹³⁴

In 2016, USAID/Pakistan conducted a gender baseline assessment to assess the extent to which the Mission is implementing USAID's Gender Equality and Female Empowerment Policy and ADS 205 on gender integration, and to assess the Mission offices' enabling environments for addressing gender equality. The assessment reveals a low level of implementation of the gender policies, and efforts that have been made toward gender integration are the result of dedicated "gender champions." **While most USAID and IP staff claimed to prioritize gender, it is often not adequately reflected in activity design, targets, or indicators.**¹³⁵ The assessment points out areas for improvement, starting within the Office of Acquisition and Assistance (OAA), which lacks an understanding of how to integrate gender into procurements, with "inadequate guidance from leadership" and a "check the box attitude toward ADS requirements as staff dealt with what they considered more pressing issues."¹³⁶ The assessment reports that although Mission staff recognize gender integration as a part of their job

¹³² Benjamin et al. *Gender Equity Program - Final Evaluation* (MSI, 2017).

¹³³ "Pakistan 2016/2017," Amnesty International, accessed May 09, 2017, <https://www.amnesty.org/en/countries/asia-and-the-pacific/pakistan/report-pakistan/>.

¹³⁴ Group interview with USAID Energy Office, Islamabad; group interview with USAID Education Office, Islamabad; interview with Chemonics, Karachi; interview with Aga Khan Rural Support Program (AKRSP), Islamabad.

¹³⁵ Group interview with USAID OPM staff, Islamabad.

¹³⁶ *USAID Pakistan Gender Baseline Assessment 2016* (MSI, 2016).

responsibilities, many feel inadequately prepared to implement it, and many identified a need for Mission leadership to play a larger role in gender integration, both programmatically and internally.¹³⁷

“There is gender inequality in leadership at the Mission...while Mission staff feel that gender integration is part of their jobs, they feel inadequately prepared to implement it. Training needs to be practical: rather than spend 80 hours away from work at a ‘talking at’ training, it should be 80 hours spent on practical work learning how to integrate gender into their programs.” – 2016 Gender Baseline Assessment, p. 26

The assessment points out that gender analyses have focused primarily on quick fixes for women and girls’ *practical needs* but do not address *strategic needs* (either as a specific program objective or as a means to removing obstacles to achieving other program objectives) that could be transformational in gender equality. The assessment further observes that recommendations from the gender analyses that have been conducted are usually not integrated into project appraisal documents (PADs) (as required by ADS 205), and that most projects fail to explicitly consider both women and men participants in discussing activities and expected results. “In fact, only 7 of 39 IPs interviewed for the Baseline were aware of the USAID Policy on Gender Equality and Female Empowerment.”

The Baseline Assessment reports that to explain low levels of women participants, USAID IPs cited the lack of qualified women in sectors that are not conducive to women’s participation, lack of gender sensitivity and gender balance among GOP staff, and a general lack of gender equality vision among public sector stakeholders. Yet, these are the very issues that gender analyses, if conducted and implemented, address.¹³⁸ Recommendations from the Baseline Assessment are contained in [Annex 7](#).

For monitoring and evaluation of USAID activities, ADS 205, ADS 201, and the Gender Mission Order require sex disaggregation of people-level performance indicators and gender-sensitive indicators to help USAID understand how gender differences “improve or detract from the efficiency and overall impact of its programs.” Nonetheless, the Baseline reports that only 30 percent of solicitations and award documents reviewed require collection of sex-disaggregated data, include gender-sensitive or sex-disaggregated indicators, or reference any of the standard gender F indicators.¹³⁹

Sectors

This section builds on the earlier domain-level gender analysis by applying it to the current sectors of USAID/Pakistan programming. It identifies the challenges, opportunities, and lessons learned through programming in these sectors. This section draws heavily on data from USAID project documents and primary data collected during the fieldwork for this assignment.

Social Services (Education and Health)

Education

USAID/Pakistan’s development initiatives for education focus primarily on increasing the availability and accessibility of education through school rehabilitation and construction; facilitating non-school learning venues as a means of making education more accessible to children in areas with insufficient population density for female teachers and school construction; and teacher training.

¹³⁷ Ibid, 37.

¹³⁸ Ibid, 18.

¹³⁹ Ibid, 10.

Fewer schools for girls mean that girls often have to travel further than boys to attend a school, and this is a major constraint to girls' education in rural areas. In addition to long distances, lack of female teachers and female-friendly facilities, such as boundary walls and separate toilets, also present barriers to girls' ability to participate in formal learning in schools.¹⁴⁰ USAID's Sindh Education Program addressed some of those challenges to girls' education.¹⁴¹ The Let Girls Learn initiative helps to reduce barriers and to facilitate girls to move from primary to secondary education.¹⁴²

School rehabilitation and construction initiatives can unequally benefit girls and boys depending on the locations of schools (girls may not be able to attend schools if passage to the school is considered unsafe), whether separate toilet facilities are available for boys and girls, and whether schools built are for boys or girls.

A CSO working in Balochistan worked with the government to modify the standard co-ed school design of one room and one toilet for the whole school to include separate toilets for girls and boys as well as facilities for disabled children.¹⁴³

Teacher training can unequally benefit boys and girls depending on the relative percentage of male and female teachers who are trained. Historically, women were allowed to work only in girls' schools, but KP recently passed a law that all primary teachers in the future will be women, even at boys' schools. As this law has not been fully implemented, it is unknown what gender-specific issues may be encountered, such as the extent to which communities accept this practice, and gender-specific issues resulting from women's teaching in boys' schools. Teachers in KP are now required to pass a test; as women typically have lower educational attainment than men, it is possible that women may not be able to pass the test, thus impacting the number of teachers produced.¹⁴⁴

There is imbalance in the ratio of male and female teachers in schools.¹⁴⁵ Relaxing the qualification criteria for the teachers helped to induct more female teachers in Balochistan.¹⁴⁶ However, there are more female than male teachers in private schools. Therefore, expansion in the private schools is leading to increases in girls' enrollment and retention rates. The increase in the number of private schools also reduces the distance girls need to travel to attend school.¹⁴⁷ The Society for Community Strengthening and Promotion of Education (SCSPEEC) ensured community participation in the construction and management of schools in Quetta, Balochistan.¹⁴⁸

*"Besides hiring female teachers, female committees were formed for community mobilization, and the members of committees were called education managers. The title of the committees was Village Education Committees and its primary responsibility was to send their children to schools. Mothers played an important role in these committees. The strength of girls going to school increased from 80,000 to 300,000 which means that this strategy had an impact."*¹⁴⁹

¹⁴⁰ USAID. *Improving Education Quality Project – Gender Analysis, Project Appraisal Document (PAD)* (USAID/Pakistan, 2012).; and USAID. *Sindh Education Program Activity Approval Document* (USAID/Pakistan, 2012).

¹⁴¹ USAID/Pakistan, "Sindh Education Program."

¹⁴² Interview with USAID Education Office, Islamabad.

¹⁴³ Interview with SCSPEEC, Quetta.

¹⁴⁴ Interview with KP Education Support Program (KESP) 2012-2020, implemented by Adam Smith International.

¹⁴⁵ Interview with Chemonics, Karachi. In addition, Chemonics shared that non-formal schools have more girls than boys due to greater numbers of out-of-formal-school girls. They also stated that there is a low ratio of women in the decision-making positions in education.

¹⁴⁶ Interview with SCSPEEC, Quetta.

¹⁴⁷ USAID/Pakistan, "Improving Education Quality Project". And USAID/Pakistan, Sindh Education Program PAD..

¹⁴⁸ Interview with SCSPEEC, Quetta.

¹⁴⁹ Interview with SCSPEEC, Quetta.

International Relief and Development in Sindh also employs a community mobilization model to increase girls' enrollment and envisages a role for women in school management committees. It also offers a nutrition component for children and adolescent girls in schools.¹⁵⁰

Non-school learning venues such as community schools have had a greater positive effect on girls' attendance than on boys'.¹⁵¹

*"Three cases of socially acceptable and administratively flexible educational services in three diverse geographic, cultural, and social contexts in Pakistan provide insights into how localized approaches can improve girls' access to education. These initiatives—planned, designed, and established in close coordination with the local community—have encouraged families to send their girls to school in extreme situations of conflict, social resistance, and financial constraints. The enrollment of students, especially girls, has increased by 75% in the MA CBECs [Mohmand Agency Community-Based Education Centers], 51% in Diamer Home Schools (DHS), and 70% in Abdul Razzaq Foundation School (ARFS) from 2013 to 2015."*¹⁵²

An evaluation of the Merit and Needs-Based Scholarship Program¹⁵³ states that students from rural areas, particularly female students, need greater financial support and specific targeting to ensure their participation in higher education. Recommendations of the evaluation report suggest making special efforts to publicize the program among female prospective students in rural and remote areas.¹⁵⁴ While stakeholders set a target of 50 percent women's participation, only 28 percent of scholarships went to women, largely due to a lack of applicants.¹⁵⁵

The Centers for Advanced Studies (CAS) program focused on raising women's enrollment rates in relatively nontraditional disciplines for women such as agriculture, water, and energy. It set targets for women's enrollment, supported by scholarships, and also sought to increase the number of women in academic research and administration positions.¹⁵⁶ The scholarships at the local institutions successfully increased participation of female students from zero in 2014 to 23 percent in 2016.

Some stakeholders and USAID staff interviewed believed that USAID works in silos, not effectively engaging with donors or government in programming strategies or design, which leads to missed opportunities to achieve better results. IPs also stated that donors need to be flexible as it takes time to achieve the desired output and promote gender parity in education. They also noted the need to set realistic targets based on the local context. Respondents suggested that USAID could improve coordination and alliance building with government ministries and other donors for supporting government sector policies and plans.

USAID Education Office staff believed that projects work according to the given strategy, design, and budgets. It is important to establish a direct mandate for gender equality in the education strategy in USAID. The results framework for the education DO should include gender in its intermediate results

¹⁵⁰ Interview with IRD, Karachi.

¹⁵¹ Interview with Chemonics, Karachi.

¹⁵² Jamila Razzaq, "Community-Supported Models for Girls' Education in Diverse Contexts in Pakistan," Echidna Global Scholars Series (December 2012), <https://www.brookings.edu/research/community-supported-models-for-girls-education-in-diverse-contexts-in-pakistan-key-issues-for-policy-and-practice/>.

¹⁵³ The purpose of this program was to augment the institutional capacity of the GOP's Higher Education Commission and national public and private sector universities to design and implement the merit and needs-based scholarships for students. Another purpose was to support the financially needy students who fulfill the academic qualification to pursue their studies in select public and private sector universities in agriculture and business administration.

¹⁵⁴ Akhtar, Sajjad, Ghazanfar Hoti, Imran Khan, and Muhammad Danish. *Merit and Needs Based Scholarship Program (MNBS) Evaluation Report* (MSI, 2012).

¹⁵⁵ Interview with USAID Education Office, Islamabad.

¹⁵⁶ USAID/Pakistan. 2012. "Center for Advanced Studies Program, Project Appraisal Document (PAD)

framework.¹⁵⁷ There is also a need to link beneficiaries of education initiatives such as Let Girls Learn to women's entrepreneurship initiatives.¹⁵⁸

Health

Women encounter diverse impediments to acquiring appropriate health care, including issues such as constrained mobility and limited access to financial resources to access health services. Women are more likely than men to identify children's health issues; however, the decision to access appropriate health care rests with men, especially in rural areas.¹⁵⁹

Women's sexual and reproductive health needs are a sensitive issue in Pakistani society. Since women do not enjoy a significant decision-making role in the household, the entire household and community need to be taken on board to design interventions on sexual and reproductive health, particularly in rural areas.¹⁶⁰

Although men have significant influence on the number and spacing of children in a family, most maternal and child health initiatives focus largely on women of reproductive age, thus denying men valuable knowledge that could positively impact women's personal health and family well-being.¹⁶¹ USAID's Family Planning and Reproductive Health and Maternal, Newborn, and Child Health components of its Maternal and Child Health program are exceptions. As cultural norms typically preclude discussion of family planning between husband and wife, some women get IUDs without their husbands' knowledge; however, this is possible only when a woman has access to financial resources. Requesting money from a husband for contraceptives could be more successful if the husband had a better understanding of the circumstances.¹⁶² The population receiving most of the education on family planning through maternal and child health programs (women) has less control over family planning than the population that is not being educated (men). USAID's Health Office staff also stated that the health sector needs to be linked to the education sector to bring about a behavioral change at the society level.¹⁶³ Community-level NGO initiatives have engaged boys to become change agents for reproductive rights through peer education and educating parents.

Jhpiego, an affiliate of Johns Hopkins University's Maternal, Newborn, and Child Health program, is primarily working through the LHWs. However, it has also formed male support groups by encouraging community-level discussions on family planning issues. Jhpiego's strategy is based on the premise that decision-making regarding family health mostly resides with men, so men should also be involved. The project has developed information and communication technology materials to educate families and influence collective decision-making.¹⁶⁴ Johns Hopkins University's Health Communication Program is implementing an advertisement and media strategy to influence behavioral change and encourage mutual family health decision-making at the household level. The IP was successful in implementing the program through LHWs and community mobilization workers by engaging with the communities on a long-term basis.¹⁶⁵

USAID's Chitral Child Survival Project used a set of activities to minimize maternal morbidity and mortality, including hiring skilled community mobilization workers, garnering community support, and

¹⁵⁷ Interview with USAID Education Office, Islamabad.

¹⁵⁸ Interview with USAID Education Office, Islamabad; interview with SCSPEC, Quetta; interview with Deloitte, Karachi.

¹⁵⁹ USAID (Pakistan). Maternal and Child Health Program, Project Appraisal Document (PAD). 2012.

¹⁶⁰ FGD on health, Lahore.

¹⁶¹ Wilcox, Sandra, Javeriah Shamsy, and Zahra Fatima Moulvi. *Family Planning and Reproductive Health: Final Evaluation Report* (MSI, 2016).

¹⁶² Interview with USAID Health Office, Islamabad.

¹⁶³ Interview with USAID Health Office, Islamabad.

¹⁶⁴ Interview with Jhpiego, Karachi.

¹⁶⁵ Interview with Johns Hopkins, Karachi.

establishing a social development fund.¹⁶⁶ The project's final evaluation report acknowledges that an integrated approach had a positive impact:

*"The local group of women, pooling money for rainy days, socializing, talking to each other, listening to the CMW [community mobilization worker] sessions was a strength."*¹⁶⁷

In addition to targeting women, male motivators and religious leaders were also involved to make the community aware of the health care needs of women and children.¹⁶⁸

Economic Growth and Agriculture

USAID's economic growth and development initiatives operate primarily at three levels: (1) institutional strengthening and capacity building, (2) firm-level technical assistance and access to credit, (3) and community-level assistance in agribusiness.

While sector reforms have the potential to benefit members of society in general by boosting economic activity, men have a much broader role in Pakistani society than women, especially when it comes to participating in the labor force, so these activities generally benefit men more than women. **Activities such as privatization, financial markets, trade promotion, and research institutes build the capacity of professionals in the upper levels of decision-making and authority, who are overwhelmingly male.** The workshops, working groups, and learning opportunities typically have extremely low participation from women; IPs explain that "there are no women" working at the higher levels of technical skill and professional status. As a result, men benefit disparately, thus widening the gender gap. Yet, programs that make a commitment to include equal numbers of men and women are able to do so. For example, the Agricultural Innovative Program sponsored five Ph.D. and nine M.Sc. students to study in agricultural sciences in the U.S.; more than half of the students were women. The Pakistan Regional Economic Integration Activity overcame the "no women" hurdle by setting a goal of 50 percent men and 50 percent women for leadership training, and used gender-cognizant outreach approaches to achieve nearly equal numbers of men and women. (Announcements in newspapers and emails garnered few responses from women; a female staff member used her social media networks for outreach to women, and responses increased dramatically.)

Initiatives providing firm-level assistance tend to be designed, implemented, and managed to cater to the needs of the way men work and not the needs of the way women work; as a result, they have less participation from and benefit to women than men. Programs designed to increase access to credit for business expansion are typically designed around a credit matrix (ability, connectivity, visibility/identity, and mobility) that is built upon a framework for those with the highest participation in business, men, but limits women's eligibility to qualify for loans.¹⁶⁹ For example, the Trade Development Authority of Pakistan offers a discount for female entrepreneurs to participate in trade exhibitions, yet it has very little uptake due to aspects described in the credit matrix. Some firm-level activities establish a "gender" component that is to conduct activities specifically and only with women, frequently in the form of one-off trainings. This approach is typically followed because program staff on firm-level assistance activities are predominantly male, outreach and program activities do not consider gender disparities, targets are for technical achievements rather than gender-equitable technical achievements, and there is no commitment from leadership. For example, the FIRMS project (2009–2014) was envisioned to integrate gender considerations into design, implementation, and management by addressing strategic (e.g., female-friendly work environments) and practical (e.g., technical assistance) aspects of gender disparities.

¹⁶⁶ Amjad, Sohail, and Judiann McNulty. *Chitral Child Survival Project - Final Evaluation Report* (MSI, 2014).

¹⁶⁷ Ibid.

¹⁶⁸ Ibid.

¹⁶⁹ AASA Consulting, "Gender Assessment for EGA," 17.

Initiatives working at the community level demonstrate genuine commitment to gender equality. As explained in the USAID/EGA Sector Gender Analysis, “The trick is to have local partners that understand local, social and political culture ... Such partners can placate patriarchal male sentiment, while at the same time develop the structures for women’s mobility, decision-making, economic activities and increased income.”¹⁷⁰ **Community-level initiatives typically begin with an acknowledgement that unless special measures are taken, the participation of men and women will not be equal.** These initiatives typically begin with a gender analysis to identify barriers to the equal participation of men and women, and community development or “mobilization” to take full advantage of entry points for shifting behavior for increased gender equality within the project activities. These activities unanimously acknowledge access for women as the primary challenge, and hire female and male program staff to facilitate participation. Community-level initiatives report an adaptive learning approach to implementation, working within the community’s cultural context to revise outreach, grant application requirements, transportation, training arrangements, and time commitments to engage men and women equally. IPs report that the combination of female staff and an organization’s trusted relationship with communities allows them to quickly identify and address challenges. “Personal interaction and a focused geographic area of work are key to getting measurable results. Our intensive interaction with the community establishes a high level of trust to integrate women into areas that are traditionally men-only,” reports one IP.¹⁷¹

IPs working at the community level with dairy and livestock embrace gender considerations as a means to enhance the outcomes of their work. They describe an extensive community consultation process of up to six months to build trust to enable slow shifts in gender norms in ways that are culturally acceptable. One IP describes how women in southern Punjab were brought into livestock management training with men in a room separated by a sheet; it was not long before participants requested that the sheet be removed for practical purposes. Several IPs expressed the sentiment that women-only and women-focused programs isolate women, further skew gender relations, and can be disempowering, as they are viewed as doing something “for” women rather than including women as legitimate participants in the activity. They acknowledge that changing gender norms is a longer process than working with single-sex groups, but observed marked changes in the behavior of women individually and in the way men and women relate to each other. Another adds that “as women gain knowledge they gain confidence, and confidence equalizes the power imbalance that enables GBV.”¹⁷²

A gender sector assessment of EGA was conducted in 2015. Recommendations from this assessment are contained in [Annex 8](#).

Energy

USAID/Pakistan’s energy and infrastructure development initiatives work predominantly with government counterparts through distribution companies and municipalities.

The preponderance of development initiatives in energy and infrastructure involves high-level professionals and technical managers in government and their energy distribution company (DISCO) counterparts, positions that are held almost exclusively by men. Among USAID’s primary counterparts, DISCOs, only 0.8 percent¹⁷³ are women, slightly less than the 2.0 percent of employees in the electricity, gas, and water sectors in Pakistan who are women. The USAID energy DO team, like other DO teams, has recently developed a gender action plan and is developing a strategy for its

¹⁷⁰ AASA Consulting, “Gender Sector Assessment for EGA.”

¹⁷¹ Interview with USAID/Satpara implemented by AKRSP, March 29, 2017.

¹⁷² FGD with USAID/EGA IPs, April 6, 2017; FGD with USAID IPs on projects within EGA, March 31, 2017.

¹⁷³ USAID/Pakistan. *Energy Sector Project Appraisal Document* (2012).

implementation. DO team members believe that they mostly work with GOP counterparts and do not see many opportunities to instill much gender inclusiveness in their organizational structures.

While 92 percent of men graduating in engineering are in the labor force, only 31 percent of women engineering graduates are in the labor force, reinforcing the gender gap in the engineering field and its impact on inclusiveness in the energy sector.¹⁷⁴ In addition to all the other reasons women in Pakistan drop out of the labor force, interviewees cited reasons that make engineering unappealing to women: lack of mentorship, the practice of offering entry-level women engineers administrative positions, and assigning women menial tasks as compared to their male colleagues.

USAID's Science and Technology Program supporting partnerships between U.S. and Pakistani institutes has had limited inclusion of women. The program evaluation notes that measures have not been taken to achieve more equal participation of men and women.¹⁷⁵ However, the CAS program offering scholarships at local institutions successfully increased participation of female students from zero in 2014 to 23 percent in 2016.

Clean energy presents a rare opportunity for increasing gender equality by providing a low-cost-of-entry business opportunity that is "culturally appropriate" for women, scalable, and often attractive to the private sector for support. In Pakistan, Lighting a Million Lives offered community-level solar stations as small start-up businesses for women, and in more conservative communities, for husband and wife businesses. This type of program has been implemented widely in Africa.¹⁷⁶

A gender analysis was conducted as part of the Energy PAD in 2015. Recommendations from this analysis are contained in [Annex 9](#).

Governance, Human Rights, and GBV

Gender equality is essentially an issue of human rights that hinges on governance efforts, commitment, and accountability. Given the extreme gender inequality in Pakistan, initiatives in this sector may result in more visible, short-term benefits for women, but will have a long-term impact for all members of society.

A development initiative that trains members of political parties reports approximate parity of male and female participants. The IP has built a long-term relationship of trust with political parties over 15 years. It reports that in more conservative areas, training participants often request segregated training, which is satisfied by hanging a sheet in the middle of the training room; however, participants soon recognize the dysfunction and request that the sheet be removed. The IP claims that men and women's participating together goes a long way toward gender equality because, by the end of training, both men and women see women in a different light: with confidence, opinions, and the ability to benefit the party.

Stakeholders of every type raised the issue that while laws are established to promote gender equality, they are not being implemented. They attribute the lack of implementation to a number of factors, including that rules for laws have not been written; those responsible for enforcement—police, prosecutors, and the judiciary—do not understand the law sufficiently; government facilities and staff are unresponsive and deter women from accessing their rights; the population is not aware of/does not understand the law and therefore does not follow it; cultural and financial restrictions limit women's accessing the law; government is not accountable for enforcement; a credible forensic system is not in

¹⁷⁴ UN Women, "Status Report on Women's Economic Participation".

¹⁷⁵ Husain, Tariq et al., *Pakistan-United States Science and Technology Cooperation (S&T) Program: Mid-term Performance Evaluation Report* (MSI, 2014).

¹⁷⁶ Heidi Vella, "Empowering women and girls with clean energy," Power Technology, accessed April 21, 2017, <http://www.power-technology.com/features/featureempowering-women-and-girls-with-clean-energy-4289165/>.

place; and there is a tendency to indulge in “victim blaming.” While CSOs and some government initiatives conduct activities to address the issues (e.g., police training, law school curricula, and a GBV center in Multan), the lack of a long-term, coordinated strategy and plan among stakeholders’ limits progress.

In Punjab, PCSW is attempting to increase gender equality by supporting enforcement of existing legislation. In 2015, PCSW established the Gender Management Information System (GMIS)¹⁷⁷ with assistance from the British Government Foreign Commonwealth Office. PCSW is working with the Bureau of Statistics to collect sex-disaggregated data on social indicators through the PSLM and the Multiple Indicator Cluster Survey (MICS), as well as through its own household surveys. The purpose of the GMIS is to generate evidence for policy decisions, particularly as they relate to the implementation of existing legislation. GMIS collects sex-disaggregated data on a wide variety of indicators of political, economic, and social measures,¹⁷⁸ but perhaps more importantly, presents the evidence to government departments in ways that encourage them to take action. In 2015, PCSW published a gender parity report providing data on everything from vehicle ownership (99 percent men, 1 percent women) to rates of women’s accessing reproductive health services (on the rise), incidence of violence against women (on the rise), and aspects of men’s and women’s labor force participation. Beyond just collecting data, PCSW developed one or two key recommendations for each government department and offers practical advisory services to them on how to implement the recommendations. While government departments are “receptive” to the recommendations, PCSW attributes the lethargy in implementation to a lack of real political will, and the enormity of changing administrative processes.

While Punjab’s 15 percent quota for women in government positions is close to being met, the 33 percent quota for women on boards and commissions is far from being achieved. In response to boards’ and commissions’ claiming that “there are no women”¹⁷⁹ who are qualified for these positions, PCSW has identified 30 women who are qualified, able, and willing to serve when positions become available.

PCSW established a helpline that anyone can call to ask questions about inheritance and other rights; get referrals to resources such as legal or government services; and report harassment, sex crimes, and issues with police not serving citizens. A live agent takes the calls. In the last two years, 50,000 calls have been received and 5,000 cases resolved. The purpose of the service is to be a “watchdog” rather than offer service delivery, as call data is used to help the government understand where resources need to be focused. “It is important to know who to monitor and at what level and how to change things. For example, an indicator that people are complaining about a problem is not useful: It is important to know why they are complaining, what are the circumstances, and how it could be solved,” explains PCSW’s executive director. Several other organizations and government entities offer helplines as well. The Digital Rights Foundation in Lahore runs an effective helpline to support women in their online presence and prevent harassment. In KP, *Bolo* helpline is part of the Social Welfare Department. Moreover, GEP has used a helpline as a tool to provide support to GBV victims and survivors.¹⁸⁰

While the proposed FATA reforms and the recommendation to integrate FATA into KP present opportunities to increase gender equality, USAID’s FATA Gender Analysis conducted in 2016 reports that the FATA Reforms Committee makes no mention of gender equality, that the committee’s consultations with stakeholders may have failed to include women, and that “there has been no recommendation to include women in the reformed legal or jirga system,” although “some consultative

¹⁷⁷ For publicly available PCSW GMIS data, see <http://www.irispunjab.gov.pk/GMIS.aspx>.

¹⁷⁸ “Gender Management Information System,” The Punjab Commission on the Status of Women, accessed May 10, 2017, <http://pcsw.punjab.gov.pk/gmis>.

¹⁷⁹ “There are no women” is a reason given by numerous stakeholders (USAID technical offices, IPs, and GOP offices) for not having female staff.

¹⁸⁰ Interview with PCSW, Lahore; interview with Digital Rights Foundation, Lahore; interview with Social Welfare, Zakat & Ushr, Special Education and Women’s Empowerment, Peshawar.

sessions have acknowledged the need to include women in governance structures.”¹⁸¹ The report notes that 51 percent of women in FATA do not have a CNIC, which is necessary to access government and social welfare services, including services provided by the Benazir Income Support Program (BISP). Post-conflict reconstruction programming tends to reinforce traditional gender roles. Women have little opportunity to build their skills in nontraditional fields. Reconstruction programs for FATA during this transition phase¹⁸² need to introduce innovative ways to promote inclusivity and diversity and tap opportunities for greater inclusion of women and marginalized groups.¹⁸³

The 2015 Department of State Integrated Country Strategy for Pakistan includes an indicator of “engagement through jirgas” for its Sub-Objective 1.1.2: “Support sub-national-level outreach to counter extremist narratives with USAID and OTI as the lead points of contact.”¹⁸⁴ However, the NCSW reports that “the institution of jirga has increasingly become the locus of misogynist practices such as child marriages and the barter of women for conflict resolution. Since jirgas have the veneer of consensus because they are collective, albeit all male elite, decisions, they construct a social legitimacy around anti-women practices.” A law was passed in 2011 to limit *jirgas*; however, the law remains minimally implemented, and the *jirga* assembly and arbitration on women’s rights cases remains a tribal practice.¹⁸⁵

Unless an activity is specifically focused on GBV, most development practitioners do not recognize an intersection of GBV with development activities. The only exception is the unanimous, but incorrect as described above, agreement that GBV is reduced when women have their own earned income. Initiatives that focus on GBV are overwhelmingly responsive rather than preventive. Stakeholders agree that the time has come to move beyond raising awareness; reducing the incidence of GBV requires long-term commitment to changing attitudes and behavior, combined with educating police, prosecutors, and the judiciary on enforcing the law, and holding these public servants accountable. In October 2016, Pakistan passed a law making honor killings punishable by a mandatory life sentence; however, the law provides some leeway in that a judge gets to determine whether a murder qualifies as an “honor killing.”^{186,187} Although the law was hailed as a potential deterrent to honor killings, these killings have continued.¹⁸⁸ The final evaluation report of USAID/Pakistan GEP concluded that “Pakistan has also passed many women-friendly laws that can potentially enhance women’s access to justice. Additional effort is required, however, to advocate for additional laws and policies; strengthen, and in some cases establish, implementation mechanisms for existing laws; and strengthen the capacities of local governments and the judiciary to understand the law and respond to violations of women’s rights at the district level.”¹⁸⁹

The Lancet Series, recognized for publishing on issues of social development, recommends an approach to GBV prevention that focuses on social change. Guiding principles of the United States Strategy to Prevent and Respond to Gender-Based Violence Globally 2016 focus on prevention and protection from GBV as well as accountability for those responsible for GBV. The strategy advocates implementing these principles by engaging with civil society, grass-roots organizations, and other key stakeholders in the

¹⁸¹ Zia, Khan, and Nadeem, “Gender Analysis Draft Report,” 18.

¹⁸² The transition period refers to both the FATA Reforms Committee proposals and the debate on legal, political, and constitutional changes in the status of FATA, as well as the process of repatriation of internally displaced persons (IDPs) to their home areas.

¹⁸³ Zia, Khan, and Nadeem, “Gender Analysis Draft Report.”

¹⁸⁴ United States. Department of State. *Integrated Country Strategy - Mission Pakistan*. Washington, D.C.: United States, 2015.

¹⁸⁵ Brohi, Nazish. 2016. *Women, Violence and Jirgas*. NCSW (National Commission on the Status of Women).

[http://af.org.pk/gep/images/publications/Research%20Studies%20\(Gender%20Based%20Violence\)/NB%20NCSW%20JIRGAS.pdf](http://af.org.pk/gep/images/publications/Research%20Studies%20(Gender%20Based%20Violence)/NB%20NCSW%20JIRGAS.pdf).

¹⁸⁶ “‘Honour killings’: Pakistan closes loophole allowing killers to go free,” BBC, October 6, 2016, <http://www.bbc.com/news/world-asia-37578111>.

¹⁸⁷ Kelly Chen and Sophia Saifi, “Pakistan passes legislation against ‘honor killings,’” CNN, October 8, 2016, <http://www.cnn.com/2016/10/06/asia/pakistan-anti-honor-killing-law/index.html>.

¹⁸⁸ Saroop Ijaz, “‘Honor’ Killings Continue in Pakistan Despite New Law: Stiffer Punishments Don’t Appear to be Detering Crimes,” *Human Rights Watch*, September 25, 2017, <https://www.hrw.org/news/2017/09/25/honor-killings-continue-pakistan-despite-new-law/>.

¹⁸⁹ MSI, “Gender Equity Program Final Evaluation Report,” 36.

communities, along with augmenting the judicial and legal systems.¹⁹⁰ A diagram for the model is contained in [Annex 10](#).¹⁹¹ A gender analysis of the stabilization DO was conducted in 2012; recommendations from this analysis are contained in [Annex 11](#).

Countering Violent Extremism (CVE)

Gender Equality and Violent Extremism

In a group interview with the analysis team, Mission Office of Program Management (OPM) staff asked that the analysis explore linkages between gender equity and CVE.¹⁹² Indeed, the link exists, although thus far, few development initiatives acknowledge CVE as an objective. This section therefore focuses on “connecting the dots” and “making the link.”

“If a policymaker had to pick one variable in predicting which states would be the least peaceful or of the most concern to the international community or have the worst relations with their neighbors, the physical security of women would be the best choice.” – Hudson et al.

A United States Institute of Peace (USIP) report states that gender issues are “central to the narratives and behaviors of violent extremist groups, and in fact, provide the key psychological driving forces behind them.”¹⁹³ In violent extremism, women are a fulcrum, playing the roles of both supporter and pawn. USIP explains that “[w]hile the dominant voices and leaders of rising conservatism are male, women are both active and passive supporters of these ideologies,”¹⁹⁴ yet points out that “the violent commodification of women and girls is an essential element of the business model of extremist groups.”¹⁹⁵

Stakeholders stated that preaching extremism is part of the same ideological continuum that promotes an anti-women agenda.¹⁹⁶ Therefore, a counter-narrative to extremism would also include the promotion of gender equality.

“Unfortunately in Pakistan, the discourse on orthodoxy begins and ends with women’s bodies, so of course women become a natural important stakeholder [in CVE]. Women are always affected by violent extremism... Whatever social change you are aiming for, it must factor in how women are being impacted by violent extremism... how women need to be in the decision-making positions regarding reduction in violent extremism.”¹⁹⁷

USIP observes that many of the people who have committed terrorist acts in the U.S. and Europe have come from family situations that have a history of domestic violence.¹⁹⁸ By way of explanation, research reveals that when domestic violence is a social norm for conflict resolution within the home, societies are more likely to rely on violent conflict resolution and to be involved in militarism and war than are

¹⁹⁰ USAID. *United States Strategy to Prevent and Respond to Gender-based Violence Globally 2016 Update* (Department of State, 2016). <https://www.state.gov/documents/organization/258703.pdf>.

¹⁹¹ Lori Michau et al, “Prevention of violence against women and girls: lessons from practice,” *The Lancet* 385, no. 9978 (2015): 1672-1684.

¹⁹² Group discussion with USAID/OPM at U.S. Embassy, Islamabad. April 4, 2017

¹⁹³ Belquis Ahmadi and Sadaf Lakhani. “Afghan Women and Violent Extremism Colluding, Perpetrating, or Preventing?,” *United States Institute of Peace (USIP) Special Report 396* (November 2016). <https://www.usip.org/sites/default/files/SR396-Afghan-Women-and-Violent-Extremism.pdf>

¹⁹⁴ Anderlini, Sanam Naraghi, and Madeline Koch. 2015. *Extremism in the Mainstream: Implications for and Actions by Women*.

<http://www.icanpeacework.org/dev/wp-content/uploads/2013/03/Extremism-in-the-Mainstream-UNW.pdf>.

¹⁹⁵ Anderlini, Sanam Naraghi, Chantal De Jonge Oudraat, and Leila Milani. 2017. *Violent Extremism and the Women, Peace, and Security Agenda: Recommendations for the Trump Administration*. <https://www.futureswithoutviolence.org/wp-content/uploads/Violent-Extremism-and-the-WPS-agenda.pdf>.

¹⁹⁶ Interview with Human Rights Watch, Lahore.

¹⁹⁷ Interview with Punjab Commission on Status of Women, Lahore.

¹⁹⁸ Interview with USIP Pakistan, Islamabad.

societies with lower family violence. Hudson et al. postulate that a vicious cycle ensues, with state violence, which has origins in domestic violence, leading to higher levels of gender violence. “Indeed, lower levels of gender equality hinder the ability of societies to mobilize for aggression through the denigration of women.”¹⁹⁹

Power dynamics play a role in CVE just like other forms of security-related socio-political and economic relations. Men perpetuate their power in the spheres of both home and society, and their role in violent extremism is a manifestation of their power in the public sphere. Religious orthodoxy undermines gender equality and the rights of women, and religion’s place in society gives orthodox positions legitimacy. The religious extremist narrative needs to be countered to promote both CVE and gender equality as part of a broad progressive agenda. An inclusive approach to promote women’s leadership in all tiers of government and society will help counter extremism and support gender equality.²⁰⁰

The extensive empirical research conducted by Hudson et al. reveals “a strong and statistically significant relationship between the physical security of women and three measures relative to peacefulness of states.” Analysis conducted by political science researcher Caprioli²⁰¹ links measures of domestic gender inequality to variables concerning conflict and security with statistically significant results, with the conclusion that “foreign policy aimed at creating peace should focus on improving the status of women.”²⁰²

In fact, when Hudson et al. conducted comparative tests with other factors that one might assume to be related to measures of security, such as the level of democracy, level of wealth, and prevalence of Islamic civilization, “the physical security of women explains more variance in the same three measures of state security in both bivariate and multivariate analysis.” In practical terms, “if a policymaker had to pick one variable in predicting which states would be the least peaceful or of the most concern to the international community or have the worst relations with their neighbors, the physical security of women would be the best choice.”²⁰³

Social researchers Potts and Hayden conclude that:

“Empowered women tend to counterbalance the most chaotic and violent aspects of men’s predisposition for brutality ... One way to reduce the risk of violence is to empower women and maximize their role in society...women’s role in reducing the risk of war is borne out by rigorous study and historical experience ... Western nations have a great opportunity to make the world more secure and reduce terrorism by doing everything they can to empower women who live in countries where they currently enjoy few choices and wield little or no political power.”²⁰⁴

Women’s Roles in Countering Violent Extremism

The USAID Research Brief on CVE points out that, given gender subordination as a key driver of violent extremism, “empowering women may diminish their support for VEOs [violent extremist organizations] by increasing their sense of agency.”²⁰⁵ Not surprisingly, studies also show that the more women in government, the greater the attention given to social welfare, legal protection, and transparency in government and business. In one survey, 80 percent of respondents said that “women’s participation

¹⁹⁹ Valerie M. Hudson et al. *Sex and World Peace* (New York: Columbia University Press, 2012).

²⁰⁰ Interview with PCSW, Lahore; group interview with USAID Lahore Office staff, Lahore.

²⁰¹ Mary Caprioli. “Gendered Conflict,” *Journal of Peace Research* 37, no. 1 (2000): 51-68. <https://www.doi.org/10.1177/0022343300037001003>.

²⁰² Hudson et al., “Sex and World Peace,” 101.

²⁰³ Ibid, 112.

²⁰⁴ Ibid, 116-117.

²⁰⁵ “People, not Pawns: Women’s Participation in Violent Extremism across Mena,” *USAID Research Brief 1* (September 2015), https://www.usaid.gov/sites/default/files/documents/1866/CVE_RESEARCHBRIEF_PEOPLENOTPAWNS.pdf.

restores trust in government.”²⁰⁶ A woman interviewed by USIP in Afghanistan stated, “Women’s role in preventing violent extremism is tied to their relationship with authority and their role in governance, be it at the level of society or family.”

“Women’s role in preventing violent extremism is tied to their relationship with authority and their role in governance, be it at the level of society or family.” – USIP interviewee, Afghanistan

Research finds that women do have the potential and ability to break the cycle of violence, both within a family and at the community level. Nonetheless, researchers have paid limited attention to women’s diverse roles in either supporting or countering violent extremism, thus running the risk of viewing women only as tools through which to address the problem of male radicalization, and ignoring the more direct roles women often play in violent extremism. “This prevailing view has left a marked gap in CVE programming, which has focused mostly on male participation, without a commensurate reaction on and response to female-specific drivers and recruitment strategies.”²⁰⁷

In terms of the challenges of gender integration in CVE efforts, a gender expert in Balochistan shared that women are not involved in any peace negotiations between the government and separatists, and they mostly appear outside press clubs to agitate over missing family members.²⁰⁸ A drivers of extremism study on Karachi²⁰⁹ discusses the effects of conflict on women as they lose family members who were their breadwinners, and therefore become more vulnerable to security and economic shocks. The Rangers operation in Karachi has led to stability and greater freedom of movement for women, yet women also face increasing conservatism. Pashtun women living in Karachi in ethnically segregated areas generally stay at home, and they have not seen visible change in their social status.²¹⁰ A gender expert in KP highlighted the lack of trauma counseling for women, men, and children affected by conflict in FATA and KP.²¹¹

Women’s Roles in Contributing to Violent Extremism

Research conducted by USIP in Afghanistan provided a glimpse into the issue of women’s roles in contributing to violent extremism, saying that women lack the self-confidence, communication skills, and religious knowledge to dissuade their family members from joining armed groups. “When it comes to religious knowledge, all we know is how to pray five times a day and recite the prayer in a language that we don’t even understand. How can we engage in a meaningful conversation about what *jihad* is or isn’t?”²¹² USAID staff working in stabilization in FATA recounted the same situation: “*Imams* appeal to people with low levels of education, making them feel like they can contribute to a cause. The women sold their jewelry and gave the money to the *imams*.”²¹³

Women may not have formalized power, but many wield significant influence at home. As domestic providers, women provide emotional support and transmit values to young children. Members of extremist groups are frequently from families in which there is no male head of household present. With no supportive male figure at home, an *imam* fills that role. Yet, USIP cautions against the notion that women are only part of the solution, not part of the problem, and notes that “some women are

²⁰⁶ Hudson et al., “Sex and World Peace”, 99.

²⁰⁷ USAID, “People, not Pawns”.

²⁰⁸ Interview with gender expert, Balochistan.

²⁰⁹ Bevis, Gwen, Zia Ur Rehman, and Yasir Majeed Warriach. *Karachi Since 2013: Resident’s Views of Change and Its Sustainability: Draft Report* (MSI, 2017)

²¹⁰ Ibid.

²¹¹ Interview with gender expert, Peshawar.

²¹² Ahmadi and Lakhani, “Afghan Women and Violent Extremism,” 10.

²¹³ Group interview with USAID DO3 team, U.S. Embassy.

key agents in radicalization within the domestic sphere, and some challenge the support that their family members provide to violent extremist groups.”²¹⁴

Research conducted at the deradicalization center in Swat, KP, shows that women have encouraged male family members into militancy. Their motivation appears to stem from three areas:

- Fear of being targeted if they do not have a family member embedded in the extremist group;
- As an insurance policy: If they have a family member involved with the extremists, then the rest of the family will not be targeted; and
- Believing that the ideology of the extremists is a righteous cause.²¹⁵

Gendered Approaches of Extremist Ideology

USIP notes that “while the donor community appears perplexed as to how women fit into violent extremism, terrorist groups employ highly refined gender strategies with messaging and recruiting tailored differently towards men and women.”²¹⁶ **One report states that young women have been co-opted with promises of respect and status which are largely absent in their culture, and a role in creating a new society.** Extremists use “online sexual grooming techniques alongside messages alluding to women’s empowerment”²¹⁷ through their ideology, “casting them as contributors to their cause, and a means through which women can express their female Muslim identity.”²¹⁸ **For many young women, extremist groups are the first to acknowledge women’s concerns, from local injustices to personal health.**²¹⁹

“While the donor community appears perplexed as to how women fit into violent extremism, terrorist groups employ highly refined gender strategies with messaging and recruiting tailored differently towards men and towards women.” – USIP

Extremist groups are particularly attractive to young men and women, providing a sense of belonging and a cause to which they can devote their energies.²²⁰ In Pakistan, USIP flags university and college campuses as hotbeds of radicalization and recruitment of both men and women. Indeed, young people lured by these groups appear to be educated, with bright career prospects.²²¹ In fact, the April 17, 2017, issue of the Express Tribune described the arrest of a militant group in Lahore that included a female medical student. The story reported that “around a dozen female students of high profile educational institutions missing from different areas of the province were believed to have joined [the Islamic State].”²²² **Campuses are frequently located in urban areas with high rent; groups of extremists offer low-cost housing and a welcoming, supportive social network to young people who are away from home.** With social support and trust established, young, fertile, questioning minds are open to the influence of radical ideology, but may also be open to positive counter-narratives.

²¹⁴ Ahmadi and Lakhani, “Afghani Women and Violent Extremism,” 13.

²¹⁵ Interview with USIP Pakistan, Islamabad, April 13, 2017.

²¹⁶ Interview with USIP Pakistan, Islamabad, April 13, 2017.

²¹⁷ Taken verbatim from Anderlini et al., “Extremism in the Media”, 2017.2.

²¹⁸ Ibid.

²¹⁹ Ibid.

²²⁰ Ibid.

²²¹ Interview with USIP Pakistan Country Representative, Islamabad, April 13, 2017.

²²² Rana Tanveer, “Female IS militant arrested in Lahore,” *The Express Tribune*, April 16, 2017, https://epaper.tribune.com.pk/DisplayDetails.aspx?ENI_ID=11201704170021&EN_ID=11201704170006&EMID=11201704170003.

A professor from Lahore University of Management Sciences (LUMS) raises the alarm that young women may be particularly vulnerable: Little is available to them in the way of career counseling, and negotiations about marriage begin as they get close to graduation. Not only does this prompt them toward what he describes as an “existential crisis,” but given the low percentage of women entering the workforce, a backlash is on the horizon: Why bother educating women if they are not going to join the labor force?²²³ The professor says that LUMS is taking some steps toward working with students and parents to change the dynamic, but much more needs to be done. The doctHERs startup, introduced by Telemedicine, is also introducing innovative approaches to providing employment to women health professionals while simultaneously addressing a key barrier to women’s access to health services. The business allows women doctors to perform consultations from their homes.²²⁴

Yet beyond more inclusive engagement and efforts toward equality, little is available in the way of best practices on an activity level. Huckerby and Fakhri describe the failure to consider gender dimensions within United States’ initiatives to combat extremism, acknowledging the challenges in measuring whether development activities actually work to counter extremism, and identifying impediments such as “the absence of clear goals of particular projects (such as whether this is to reduce the general enabling environment for terrorism or tackle recruitment more directly); the disproportionate reliance on output rather than outcome indicators; the inherent difficulties in measuring a negative (i.e., that something did not occur); and the need to collect ‘perception’ data or qualitative data to measure attitudinal changes and the difficulty in so doing.”²²⁵

Approaches to CVE

An eminent human rights lawyer observed that women (and citizens at large) generally do not participate in the formulation of national security policies. When the GOP negotiated with the Taliban in the past, no women participated. **The inclusion and participation of women, along with men, has to be part of approaches to deradicalization.**²²⁶ USIP noted that extremism is not only the problem of rural or remote areas; it is also prevalent in urban and peri-urban areas.²²⁷ There is, however, a need to tackle different kinds of motivations in rural and remote areas and urban and peri-urban areas. Among the poor, families send their young sons to *madrasas* for free boarding and lodging.²²⁸ Provision of economic and livelihood opportunities might work well for poor and rural residents,^{229,230} while the ideological brainwashing of men and women in urban areas might require a different approach.

There is a need to provide public spaces for women where they can become gainfully engaged and be part of CVE measures. Another useful approach to CVE is to have multi-stakeholder groups in the community that act to prevent conflict before it escalates. The National Commission on Peace and Justice and South Asia Partnership Pakistan (SAP-PK) have successfully adopted this approach by having

²²³ Interview with CERP, Lahore

²²⁴ Alumni, “Meet doctHERs, a startup becoming the face of telemedicine in Pakistan,” *Telenor Velocity*, October 25, 2016, <https://telenorvelocity.com.pk/2016/10/25/meet-doctHERs-a-startup-becoming-the-face-of-telemedicine-in-pakistan/>.

²²⁵ Center for Human Rights and Global Justice, *A Decade Lost: Locating Gender in US Counter-Terrorism* (NYU School of Law, 2011), 40-45.

²²⁶ Interview with gender expert, Lahore; interview with Human Rights Watch, Lahore.

²²⁷ Interview with USIP, Islamabad.

²²⁸ Interview with Kashf Foundation, Lahore.

²²⁹ FGD on services, Lahore; interview with Karvaan, Lahore; FGD on EGA and energy, Peshawar; interview with FATA Secretariat; interview with SMEDA, Balochistan.

²³⁰ A Bargad Organization for Youth Development project provided livelihood skills to girls and young women studying in *madrasas*. The training was designed to teach knitting and stitching. When asked about their choice of livelihood training, girls and young women said they wanted to do beautician courses rather than stitching, as beautician skills had a higher potential to bring them dividends. The project’s approach was based on the theory that provision of livelihood opportunities helps to prevent radicalization and extremism.

prevention and early warning committees comprising multitiered stakeholders.²³¹ The analysis team highlighted the following examples of CVE approaches from its fieldwork:

- SAP-PK uses an “early warning system” in 4,500 villages in which it works. It also uses “power-mapping” and “conflict mapping” techniques in communities. In conflict mapping, it looks at the triggers of conflict, reasons for violence, and factors that escalate violence. Community members in south Punjab identify drivers of conflict, such as sectarianism. SAP-PK also promotes Shia-Sunni dialogue and does separate power and conflict mapping for women and men. Men are generally reluctant to identify the causes of conflict, while women share their perspectives more willingly. SAP-PK therefore uses women as informants in its early preventive strategy work with communities.²³²
- Some members of the Punjab Assembly have set up a youth caucus and peace committee. This is an interparty platform. Caucus and peace committee members have worked on drafting legislation on the prohibition of hate speech and put up questions in the assembly on the efficacy of the National Action Plan.²³³
- An organization working on youth issues in Punjab targets its young men and women by helping them with communication, presentation, and other useful skills and arranges talks to spread awareness on CVE. This organization saw evidence of young boys’ being recruited and radicalized by militants in south Punjab.²³⁴
- The Balochistan Rural Support Program is working on CVE by facilitating interaction between 90 *madrassas* and government schools through exposure visits, teacher training, provision of facilities, and peace-building awareness sessions.²³⁵
- The Institute for Development Studies and Practices (IDSP) works in conflict-affected areas of Balochistan on peace building and gender through highlighting good practices in local knowledge and traditions. It also provides support to conflict victims. To raise awareness, it has documented 300 stories of women who have been victims of conflict.

More Effective Engagement with Government

USAID requested that the analysis explore how the Agency could work more effectively with government. In response, stakeholders were emphatic that USAID should work with government at the provincial level, adding that the government is open now more than ever to increasing gender equality, and working in cooperation with the government will have a longer-lasting impact. Several stakeholders (including government representatives) pointed to cooperation with the Department for International Development (United Kingdom) as an example of a good partnership.²³⁶ Stakeholders elaborated by saying that USAID should coordinate with the government directly instead of through contractors. As one representative explained, going through contractors creates additional layers of reporting and bureaucracy, all of which takes time and money. A few stakeholders commented that USAID’s singular focus on “instant project outputs” is not productive. It takes time to attain meaningful project results, and donors need to show a certain amount of flexibility to make it possible.²³⁷ All types of stakeholders

²³¹ Interview with National Commission on Peace and Justice, Lahore.

²³² Interview with SAP-PK, Lahore.

²³³ Interview with Bargad, Lahore.

²³⁴ Interview with Bargad, Lahore; Interview with Carvaan, Lahore.

²³⁵ FGD on EGA, Balochistan.

²³⁶ Interviewees from the WDD in Punjab expressed displeasure that no one from USAID had ever contacted them to discuss priorities or potential cooperation, despite USAID’s having a local office.

²³⁷ Interview with USAID Education Office, Islamabad; interview with SCSPEC, Quetta; interview with Deloitte, Karachi.

referenced the increased ownership, sustained results, and eventually impact from working through government institutions. One government representative suggested, “The best strategy is to select a model district to work in, with end-to-end coverage of all issues, to build trust and confidence within communities. More efforts should be focused on trust building and community engagement using men as agents to create more access points.”

Stakeholders most often suggested supporting the government in implementing the existing legislation that could increase gender equality, while a few stakeholders suggested supporting the government in achieving its SDGs, particularly SDG 5, “Achieve gender equality and empower all women and girls,”²³⁸ and Pakistan’s strategic plan, Vision 2025.²³⁹

Private Sector Partnerships

A number of development initiatives have engaged the private sector through strategic partnerships or philanthropy to increase women’s economic empowerment. Initiatives that are strategic partnerships and serve the private sector’s interests have the greatest likelihood of being institutionalized for lasting impact and affecting social change. Unfortunately, many such initiatives lack a champion and are of insufficient duration to become integrated into business practices (for either participants or private firms) and gain sufficient traction for impact.²⁴⁰ As a result, data relative to results and impact is generally unavailable. Most interviewees for the analysis did not have first-hand experience with private sector initiatives, but had heard of them. Some of the initiatives that were mentioned provide a variety of entry points for women’s economic empowerment:

- Buksh Foundation initiated the Lighting a Million Lives Project that provides solar energy to impoverished communities across Pakistan. Through this model, a woman who is respected in the community is selected by community members to be a micro-entrepreneur, equipped with a solar charging station and 50 lanterns. The business model is to rent or sell these solar lanterns at an affordable cost to enable entrepreneurs within the community to have their own production enterprise and community members (predominantly women) to conduct household activities.^{241,242}
- Coca-Cola has a “5by20” campaign that aims to enable the economic empowerment of 5 million women entrepreneurs across its global value chain by 2020. In Pakistan, it has partnered with the Kashf Foundation and has funded over 6,000 women entrepreneurs in the country.²⁴³ These soft loans help women entrepreneurs in Pakistan grow their existing businesses or start new ventures and have enabled them to increase their incomes, boost their savings, and enhance their decision-making power.²⁴⁴
- Nestlé, as part of its milk production business, has established milk collection stations that are an alternative sale point for women selling milk at a marketplace. In order to improve its fresh milk supply chain, Nestlé supported a Lady Livestock Worker program in which women were

²³⁸ “Sustainable Development Goal 5: Gender equality,” UN Women, accessed May 05, 2017, <http://www.unwomen.org/en/news/in-focus/women-and-the-sdgs/sdg-5-gender-equality>.

²³⁹ Pakistan. Ministry of Planning, Development, and Reform, Government of Pakistan. *Pakistan Vision 2025*. Islamabad: Pakistan, 2014. Accessed May 4, 2017. http://www.mopdr.com/vision/uploads/vision/pakistan_vision2025.pdf.

²⁴⁰ Interview with CNFA, Lahore; FGD on private sector, Lahore.

²⁴¹ Interview with gender expert, Lahore.

²⁴² “Buksh Foundation: A gateway to life,” Buksh Energy, accessed July 31, 2017, <http://bukshenergy.com/microfinancing-lending-the-helping-hand/>.

²⁴³ Journey Pakistan, “Leadership Diaries: Kashf Foundation and Coca-Cola’s Journey to Economically Enable Women,” *Coca-Cola Journey Pakistan*, February 27, 2017, <http://www.coca-colajourney.com.pk/stories/leadership-diaries--kashf-foundation-and-coca-colas-journey->

²⁴⁴ Journey Pakistan, “‘Women Hold Half The Sky’ - Coca-Cola on Women Empowerment,” *Coca-Cola Journey Pakistan*, May 26, 2016, <http://www.coca-colajourney.com.pk/stories/women-hold-half-the-sky-coca-cola-on-women-empowerment>.

trained to provide veterinary services to other women, and were supplied with a starter kit of veterinary supplies. The initiative started 7–10 years ago; it is unknown whether practices learned in the initiative are continuing. Nestlé also has a number of women working at its factory in Punjab, although it is unknown whether this is the result of a development partnership or its own human resources initiative.^{245,246}

- Karachi-based textile company Artistic Milliners is conducting a number of activities in partnership with donors. Among them are the UNDP Youth Employment Project in which youth are taught machine operating skills focused on employability.²⁴⁷ The project includes \$3 million of USAID support. The company began its efforts in adult literacy in 2016 in collaboration with Literate Pakistan, educating adults within six months to a level where they can read and write in Urdu and conduct basic numeric operations. The company is also conducting the Personal Empowerment and Career Enhancement Program, which received recognition from the Clinton Global Initiative; the HER project, a program designed to support healthy lifestyles for women; and Ace at Artistic, which trains supervisors.
- The Universal Service Fund, the Ministry of Information Technology and Telecommunications, and the Federal Directorate of Education have partnered with Microsoft to train over 90 teachers who will be teaching in computer labs in girls' schools in Islamabad Capital Territory (ICT).²⁴⁸
- Interviewees mentioned telecommunications firms' embedding messaging directed toward shifting gender norms, roles, and perceptions in their advertisements. For example, one ad reflects a negative view of large dowries, a social practice that can drive early marriage. It is unknown whether this initiative is a development partnership or simply telecoms' own socially responsible messaging. As the public lacks awareness of services for women (such as GBV and legal assistance), telecoms could also be leveraged to promote such services.

Promising Approaches and Strategies for Gender Equality

Stakeholders and the literature are unanimous in the opinion that increasing gender equality is a matter of social change. The World Economic Forum's annual Global Gender Gap Report provides some indicators of the outcomes of social change aggregated from secondary data. While no primary research on social change related to gender equality has been conducted at the national level in Pakistan over the past 10 years, there are isolated examples that point to a way forward. The only evidence the analysis team collected to validate these approaches is anecdotal; however, the consistency of anecdotes provides significant evidence. At the most fundamental level, these examples are based on the notion that "gender" is a social construct describing roles and relationships, and not a euphemism for "women." Common elements among the promising approaches are as follows:

- **Work with men and women together rather than separately.** Providing opportunities to bring men and women together in the same space normalizes relationships and contributes to recalibrating the power imbalance.

²⁴⁵ Interview with CNFA, Lahore; FGD on private sector, Lahore.

²⁴⁶ "Nestlé - DRDF Dairy Project," Nestlé, <http://www.nestle.pk/csv/ruraldevelopment/nestle--drdf-dairy-project>.

²⁴⁷ "Employees Training and Development," Artistic Milliners, accessed July 31, 2017.

<http://www.artisticmilliners.com/sustainability.php#Training>.

²⁴⁸ APP, "Girls' schools in ICT rural areas to get computer labs," *The Express Tribune*, March 31, 2017, <https://tribune.com.pk/story/1370159/girls-schools-ict-rural-areas-get-computer-labs/>.

- **Offer alternatives in thinking and behavior.** Offer alternatives in attitudes, patterns of thought, and behavior, and understand the community well enough to identify openings that can be considered within the parameters of its cultural context.
- **Establish a long-term, trusting relationship with the community.** Recognize that changing attitudes and behavior, which leads to shifting social norms, is a slow process that requires long-term commitment. Understand that changing attitudes and behavior requires IPs to first build a relationship of trust within a community and to interact with communities in ways that are transformational rather than transactional.
- **Narrow geographic focus to demonstrate success before expanding.** Work within a narrowly defined community (not larger than a district) with narrowly defined objectives, and be able to demonstrate results before casting a wider net. Multiple well-designed pilots in different areas, and different communities (perhaps including universities), could yield lessons learned about the approaches that are effective in the many different geographic and community contexts in Pakistan.
- **Focus on gender integration.** Focus primarily on gender integration to promote a gender equality approach, but also include a female-specific focus where required. As one respondent said, “I wouldn’t paint the canvas with the same brush as it really depends which area you are working on and which thematic focus you have.”²⁴⁹
- **Design localized communication strategies.** Properly frame and package issues to strategically plan interventions. In a dairy project in Punjab, USAID IP Cultivating New Frontiers in Agriculture (CNFA) invested in communicating with the community through visual media, local languages, folklore, and humor that the local people could relate to. A more localized approach to communication works best.²⁵⁰
- **Be sensitive to the local context.** Design programs by keeping in mind the local context. For the Lighting a Million Lives Project in KP, Buksh Foundation had the “light couple” (wife and husband) instead of the “light lady” (woman only), and this couple sold the energy product together, with women selling to other women and men selling to other men. Even for trainings, local resource persons were used due to cultural sensitivity reasons.²⁵¹

Holistic Approach to Promotion of Gender Equality

Stakeholders consulted for this assignment overwhelmingly suggested adoption of a multipronged and holistic approach in program design and implementation to increase gender equality.²⁵²

In terms of program design, they emphasized making linkages between different areas of programming and providing the needed support mechanism to graduate toward gender equality and female empowerment. Advocacy efforts on gender equality also need to be complemented through the provision of some tangible services to the community to take a multipronged approach.²⁵³

Skills training programs often do not complement their efforts by creating market linkages for their trainees. To take a multipronged approach, it is also necessary to link the graduates of skills training

²⁴⁹ FGD on Health, Lahore.

²⁵⁰ Interview with CNFA, Lahore.

²⁵¹ Interview with gender expert, Lahore.

²⁵² Interview with National Commission on Peace and Justice, Lahore; interview with CNFA, Lahore; interview with WDD, Lahore; interview with Kashf Foundation, Lahore; FGD on CSOs, Islamabad.

²⁵³ Interview with IDEAS, Lahore; interview with CERP, Lahore; interview with PCSW, Lahore.

programs to markets and provide the needed support mechanisms.²⁵⁴ For example, Karvaan in Lahore links women to markets through a network of partners after providing skills training. Karvaan considers that women need access to finance, market resources, and opportunities similar to the ones men have. It introduces women to value chains of input, manufacturing, and retail. It also provides them training on pricing and costing.²⁵⁵ Similarly, Kashf Foundation considers that it is not enough to provide only microcredit to women to expand their incomes, but that microcredit should be complemented by other types of securities such as life insurance, health insurance, and worker's compensation.²⁵⁶

In terms of implementation, stakeholders considered forming multiple stakeholder committees at various tiers including the national, provincial, district, and union council levels. There is a need to have buy-in from various stakeholders including the community, civil society, government functionaries, politicians, media, and lawyers.²⁵⁷

Provide Alternatives

A number of development initiatives are finding openings to provide alternatives in attitudes and behavior that can slowly shift social norms. These initiatives often spend several months in a community before opportunities present themselves; many of the implementers work with the same communities (either geographic or sector-specific communities) for years.

- **Train women and men together.** Plan International in Pakistan trains men and women together in dairy and livestock management in southern Punjab. While participants initially requested sex-segregated training with a divider in the training facility, they quickly recognized the dysfunctional nature of the situation and requested that the divider be removed.

Likewise, the National Democratic Institute in Pakistan trains men and women together on building the capacity of political party members and is starting to train election poll workers. While participants initially requested sex-segregated training with a divider in the training facility, they quickly recognized the dysfunctional nature of the situation and requested that the divider be removed. Men and women participants have subsequently sat together at tables during workshops to work collectively on issues, with sex integration normalized.

- **Work with women on both the supply and demand side.** Aga Khan Rural Support Program through the USAID-funded Satpara Development Project originally worked with women on the production side and men on the more public selling side, but recognized opportunities to facilitate women's entry into public places; women are now participating in outside-the-home activities such as selling at local marketplaces.
- **Include women and men in community dialogues.** International Relief and Development, Pakistan, began a community dialogue with men and women in Sindh on the role of women in children's education. As a result, women began participating in school management committees, which provided an alternative example of women's role in the community. Through their participation, mothers initiated extracurricular activities for girls, thus bringing them into public more often for activities outside the home.

²⁵⁴ Interview with, CERP, Lahore.

²⁵⁵ Interview with Karvaan, Lahore.

²⁵⁶ Interview with Kashf Foundation, Lahore.

²⁵⁷ FGD on services, Peshawar; interview with CNFA, Lahore; interview with Human Rights Watch, Lahore; interview with National Commission on Peace and Justice, Lahore; interview with Kashf Foundation, Lahore; interview with Shirkat Gah, Lahore; interview with SAP-PK, Lahore

- **Ensure young women and men have a safe space to discuss issues in their communities.** Trocaire, Pakistan, conducts discussion groups to offer alternatives in thinking and behavior with youth in communities in Swat, exploring masculinity, self-awareness, and anger management.

Money Equalizes Power

Several of the existing development initiatives that are shifting social attitudes and changing power dynamics in Pakistan have a component of income generation. Although empirical evidence suggests that the correlation between women's economic empowerment and GBV is highly contextual, every interviewee who commented on the subject said that when women earn an income, GBV in the home decreases.²⁵⁸ Given the high correlation between GBV and violent extremism, the observation is noteworthy. "An increase in [a] woman's wages increases her bargaining power within an intimate relationship [by making it easier for her to leave through supporting herself or finding another mate] and rendering her more likely to assert herself if she chooses to stay,"²⁵⁹ explains a CSO representative who has worked for many years in community development.

However, stakeholders also caution against one-off interventions such as skills training that raise expectations without supporting real transformation. They observe that such interventions make people wary of development initiatives and can actually reduce opportunities for cultural and social change. Instead, they promote "end-to-end" or holistic approaches that shepherd community members to a successful result. In so doing, stakeholders caution that development organizations need to proceed slowly, understand how the community functions, and then understand how to work with it, rather than directly challenging norms. "If you have as many men as women, people understand you are focused on the work and not on something else (like changing their culture),"²⁶⁰ observes another CSO representative.

Public Presence

Government

As mentioned, research indicates that women's participation restores trust in government, and that women's role in preventing violent extremism is tied to their relationship with authority and their role in governance. Therefore, initiatives that foster women's active participation in governance are likely to reduce extremism. Although the subject has not been studied in Pakistan, fieldwork in Somalia with communities recently liberated from *Al Shabab* confirms these research results, as women's formalized roles in local government structures are credited with opening channels of communication between community members and authorities, particularly among youth. One local councilor recounts that once elected, her office transformed into a community center of sorts where people felt free to discuss what was going on in the community. A youth group member observed that "when women and youth are engaged in the community and have a voice, they are used less often as victims."²⁶¹

A number of stakeholders interviewed voiced their belief that increasing women's presence in governance at all levels would have the most effect on increasing gender equality in Pakistan. Their perceptions echo the conclusions of the GEP final evaluation which concluded that access to justice, enhanced by increasing women's presence in all levels of government, would make substantial

²⁵⁸ Oxfam in Pakistan is in the process of conducting research on the topic.

²⁵⁹ Khan, "Assessment of Medico-Legal Services."

²⁶⁰ FGD with selected USAID IPs on projects within EGA, March 31, 2017.

²⁶¹ International Business & Technical Consultants, Inc. 2014. *Somalia Gender Assessment: Navigating Gender Roles and Status to Benefit Men and Women Equally*. http://pdf.usaid.gov/pdf_docs/pa00js11.pdf.

contributions to gender equality.²⁶² Although some women enter politics simply through families' pushing them into the "reserved" seats for women, a number of stakeholders commented that once women are in, they take their positions seriously. In fact, female politicians are widely acknowledged as shepherding the majority of recent legislative initiatives,²⁶³ particularly, but not exclusively, initiatives intended to increase gender equality, such as recent legislation related to anti-harassment, quotas in government positions, honor killings, and acid throwing.

The GEP final evaluation noted that women lawyers and legislators have contributed to real impact on gender equity.²⁶⁴ Other evaluations of the health care sector suggest that involving more women, in various roles, could substantially improve women's access to health care.

Public Spaces

As already described, just "being there" can contribute to changing attitudes, norms, and the balance of power between men and women. Normalizing women's visibility in public spaces and providing an alternative vision to practices that forcibly keep women at home or covered disrupt the intense gender inequalities that foster violent extremism. One stakeholder commented, "We need to bring women back into public places. Women's participation has shrunk and in some cases they are totally absent," adding that the prevalence of women outside the home doing regular things that men do, including working and sharing the same space as men, needs to increase.²⁶⁵

Small inroads are already being made at the grass-roots level, without traditional "development" organizations. For example, Girls at Dhabas, a group of young women, has been increasing women's public presence by organizing low-key bike rides for girls around Lahore and Islamabad,²⁶⁶ and posting photos of women in public spaces to social media. In essence, the group is encouraging women to loiter in public as men do, thus normalizing women's presence in public spaces.

Media is a powerful tool for creating a public presence and presenting alternatives to the status quo in a nonthreatening manner. Across gender and ages, 84 percent of the population of Pakistan recognizes TV as the primary source of information and entertainment.²⁶⁷ Media can be used to provide alternative ideas by portraying women and men with more balanced power dynamics. Through dramatic series, TV can also be used to deal with sensitive subjects that cannot be addressed head-on, such as domestic violence, sexual abuse, or early and forced marriage, which was raised in a series on the HUM TV channel, supported by Global Affairs Canada. This approach allows these taboo issues to become part of the social discourse. Several stakeholders mentioned TV series, and the HUM TV series in particular, as an entry point, and observed that most TV series portray men as angry aggressors and women as victims of male family members, thus reinforcing the stereotypes and skewed power dynamics that foster violence.

Suggested Priority Areas for USAID to Increase Gender Equality

During the fieldwork for the CDCS Gender Analysis, the team asked respondents in Islamabad and the four provincial capitals to identify one key priority programming area for USAID to increase gender equality. Respondents from USAID, IPs, government, and CSOs, as well as gender experts, shared their

²⁶² Benjamin et. al, "Gender Equity Program Final Evaluation Report".

²⁶³ PCSW attributes 63 percent of legislative initiatives passed in the Punjab National Assembly in the last few years to women in government positions.

²⁶⁴ Benjamin et. al, "Gender Equity Program Final Evaluation Report".

²⁶⁵ Interview with PCSW, Lahore.

²⁶⁶ Girls at Dhabas, accessed May 10, 2017, <https://girlsatdhabas.tumblr.com/>.

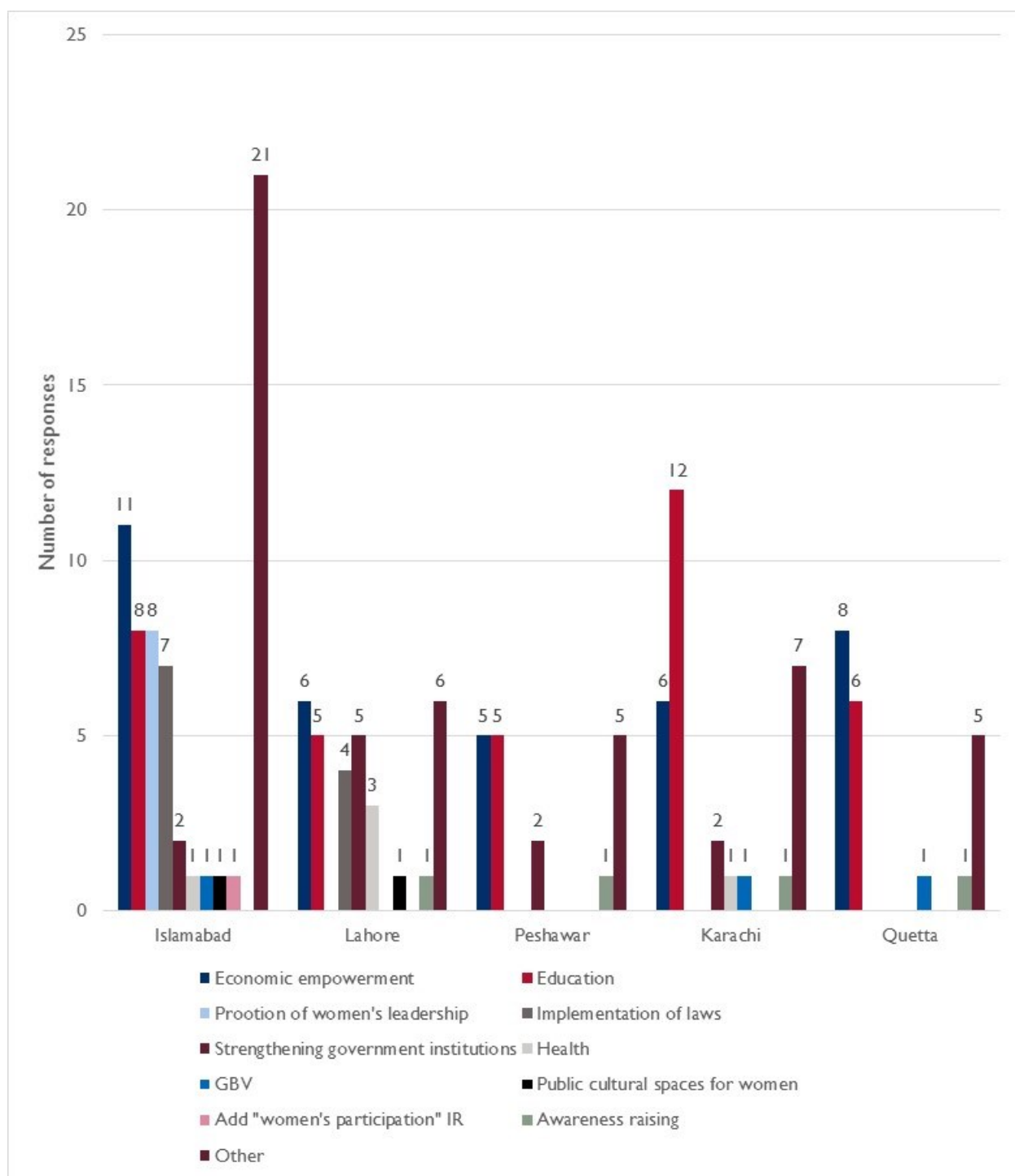
²⁶⁷ Interview with USIP Pakistan, Islamabad.

priority areas. Figure 24 presents the priorities that 123 respondents identified.²⁶⁸ Respondents identified education, economic empowerment, and strengthening government institutional structures as their highest priorities for USAID.

For economic empowerment, respondents' key suggestions were to promote skill development and livelihood opportunities, and work with businesses to make workplaces more female-friendly. For education, stakeholders recommended that USAID focus on enhancing literacy and supporting primary education, integrating gender equality into curricula, and placing more women in decision-making positions. To strengthen government institutional structures, respondents suggested that USAID work with the GOP to implement existing pro-women legislation, focus on the provincial government departments in the post-18th Amendment era, invest in building the capacity of government departments, engage with government decision-making structures and parliamentary groups, and promote women's political participation.

²⁶⁸ Only one top response per respondent was included in this graph. In group interviews and FGDs, all participants were asked to respond to this question individually; therefore, the number of responses shown in this graph may vary from the total number of KIs, group interviews, and FGDs conducted.

FIGURE 24: SUGGESTED PRIORITY AREAS FOR USAID GENDER PROGRAMMING



CONCLUSIONS

1. The simple answer to why the Gender Gap Index has not changed and why gender equality has not improved despite an enormous influx of donor funding is that gender equality has not been a priority. Rather than understanding gender as a social construct describing roles and relationships, “gender” has come to be understood as doing things “for women” or to help women to the exclusion of men. To have an impact on increasing gender equality, the notion of “gender” needs to be repositioned away from “doing something for women” and refocused on roles, relationships, social norms, attitudes, behavior, and balance of power.
2. Affecting gender equality necessarily requires engaging both women and men and boys and girls. Excluding men while attempting to increase gender equality is not and will not be successful.
3. As development implementers focus on counting outputs (e.g., number of people, number of events) rather than on measuring social change (which requires observation over a longer period), it is not possible to provide empirical evidence on the effectiveness of various approaches to increasing gender equality. Anecdotal evidence from NGOs describing shifts in gender equality within the communities where they work includes the following common elements:
 - a. People-to-people level activities;
 - b. Male and female program staff;
 - c. Investing time to develop a highly contextualized understanding of a community prior to beginning work;
 - d. Establishing relationships within communities (sometimes taking months) before identifying openings to introduce alternatives in attitudes and behaviors; and
 - e. Implementing organizations whose internal values include gender equality.
4. While shifts in gender equality may be measured at the community level in the near term (one to two years), changes in gender equality at the national level require a much longer period to recognize. By providing quicker assessments of the effects of development activities on gender equality, well-designed pilots at the community level may provide lessons learned about how to more quickly effect change at the national level.
5. Development organizations that have internalized the value of gender equality as part of their organizational culture find ways to overcome gender-based challenges to equitable programming, such as identifying women participants when “there are no women,” and bringing men and women together to engage in training and other activities with the result of shifting cultural attitudes and behaviors, even in conservative areas of the country.
6. In order to effect social change, programs need to *connect* with men and women. This requires long-term commitment, local implementers who have a presence to build trust, and approaches that are palatable in local contexts *at the community level*. It also considers differences in motivators for men and women of different age groups and in various environments and circumstances.
7. Social change is a slow process and takes time to be internalized. It cannot be measured in quarterly increments and is not reflected in output or process indicators. Measuring social change cannot be done with trainings and checklists. It requires observing changes in social behavior such as media (mass and social); who is doing what, where, with whom, and why;

who is earning income, how, and how much; what income earners spend their money on; and patterns in civic engagement and crime.

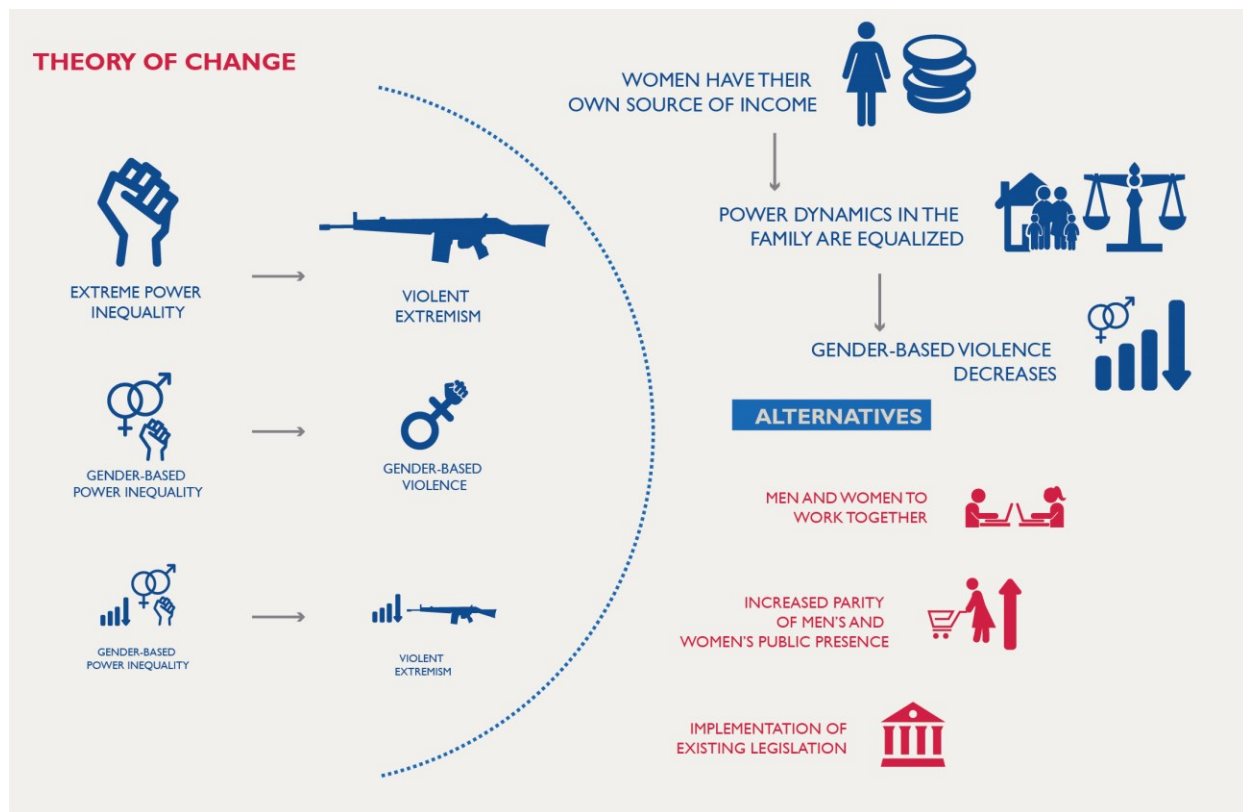
8. If gender equality is established as a priority in programming, and the priority is demonstrated through activity design, targets, management, and implementation, and reinforced through leadership and accountability, then gender equality will increase. So long as USAID staff and IPs feel that increasing gender equality is not their development objective, and that their “real” technical objectives will be diluted if they modify project design, implementation, and management to include men and women equally, then gender equality will not be institutionalized or fully integrated into programming.
9. A theory of change (Figure 25) for using development initiatives to increase gender equality and increase stability could be as follows:

*If: Children who grow up with GBV are more likely to participate in violent extremism,
If: GBV reflects gender-based power inequality, including economic empowerment,
Then: Decreasing gender-based power inequality can decrease violent extremism.*

*If: When women have their own source of income, power dynamics in the family are equalized and gender-based violence decreases,
Then:*

- *In order for women to earn income, gender relations need to be normalized by introducing alternatives in attitudes and behavior:*
 - ✓ *Men and women brought together through/with people-to-people development initiatives to work together to improve their quality of life (political parties, livestock management, parent-teacher committees, or agribusiness)*
 - ✓ *Increased parity of men’s and women’s public presence:*
 - *Outside the home in general (workplaces, government offices, marketplaces, public transportation, cafes)*
 - *In governance (public office, functionary and civil service, police, and judiciary)*
- *Implementation of existing legislation can facilitate more women’s earning income by reducing workplace harassment and improving conditions for women’s physical safety.*

FIGURE 25: THEORY OF CHANGE (EXAMPLE)



10. Reducing violent extremism requires shifting social norms. Social change is a *long-term prospect* that requires a multilayered approach at the family, community, and state levels.
11. USAID's limited engagement with government regarding gender equality is a missed opportunity: Supporting the government in implementing existing legislation or supporting implementation of the SDGs could have a long-lasting impact on increasing gender equality. For example, USAID programming could focus on institutionalizing the capacity-building and accountability mechanisms of law enforcement agencies and legal/judicial institutions. Similarly, putting in place multi-stakeholder networks at the community level (including community groups, universities, *madrassas*, mosques, and religious and other opinion leaders) and establishing effective watchdog bodies at the district, provincial, and national levels would be helpful.
12. Private sector actors are willing to engage in partnerships with development initiatives that will contribute to gender equality, particularly when the initiatives contribute to firms' business goals. However, identifying opportunities and operationalizing them typically requires extensive consultation and highly tailored approaches to fit each organization's particular situation. Partnering with small, local private sector entities will likely limit results to a narrow geography; Engaging with larger entities with a national presence and outreach will have greater overall impact and may also have a demonstration effect.

RECOMMENDATIONS

Programming

1. Establish gender equality as a programming priority and not just including women in a development activity. Demonstrate USAID's commitment through activity design, targets, management, and implementation; and reinforce it through leadership and accountability.
2. Ensure that implementing partners develop and implement gender strategies based on evidence-based theories of change and collect and report sex-disaggregated data when required. In health, for instance, addressing the underlying causes of gender inequality will be essential for Pakistan to address the high rate of infertility and to make progress on the Sustainable Development Goals overall.
3. Work through local IPs, universities, *madrassas*, mosques, and religious and other opinion leaders who have a presence in and the trust of communities to identify opportunities to use their influence to change attitudes and social norms, and to increase gender equality through their activities. Several USAID projects have engaged religious leaders to promote attitudes and behaviors in sectors as diverse as family planning, hygiene, and education. Further, CVE activities conducted by the Rural Support Programs Network to engage *madrassas* and other religious institutions have been effective strategies for influencing target communities. USAID programs can replicate such activities. The 18 million youth enrolled in tertiary education in Pakistan represent the future political, military, bureaucratic, and civil society leadership and are a promising target audience to engage with to build a foundation for long-term gender equality, peace, and stability. Work to sensitize and change the attitudes and behavior of influential nonstate actors—which may include religiously-motivated groups—whose actions contribute to restricting space for civil society, women's rights groups, and NGOs.

USAID should recognize, however, that such activities cannot produce immediate results, and give partners time to build the level of trust required for communities to experiment with behavior change.

4. Engage in programming that offers *alternatives to the existing patriarchal patterns of thinking and behaving* for both men and women to shift norms on gender. Examples of such programming may include initiatives that educate men in maternal and child health or family planning or that engage men and women within law enforcement and the justice system—i.e., police, prosecutors, and the judiciary—to sensitize and change attitudes and behaviors around GBV and encourage enforcement of pro-women legislation. Find ways to have women and men work together, make women more visible in public places, and promote public discourse among men and women to explore masculinity and femininity in compassionate ways.
5. Work with stakeholders, including imams and other religious leaders, to increase support to initiatives that normalize women's visibility and mobility in public spaces and provide an alternative vision to women's seclusion, which enables the extremist vision of gender inequality. Normalize the presence of women outside the home doing regular things that men do, sharing the same space as men and shift the burden preserving family honor away from women.

6. Support initiatives that increase women's presence in the workforce; within civil and leadership positions in communities; and at the union council, district, provincial, and national levels of government. Strategies to improve the gender environment in these spaces may include interventions that promote safe and healthy work environments for women, support women's entrepreneurship, or help women balance work with family life. Tertiary education institutions represent a strategic target audience for promotion of gender sensitization and advancement of desired social norms and gender roles in the workplace.
7. Adopt a multipronged and holistic approach to promote gender equality that focuses on creating linkages between sectors and institutionalizes multitiered stakeholders' (*madrassas*, *mosques*, and religious and other opinion leaders') involvement in implementation.

Engagement with Stakeholders

8. Collaborate to leverage the experience and investment of multilateral organizations and other donors who have demonstrated commitment to gender equality (e.g., UNDP and UN Women) and are working with/through the government.
9. USAID's limited engagement with the federal government regarding gender equality is a missed opportunity. Support the government to implement and enforce existing legislation. Focus on one strong partner (e.g., PCSW) and one area of legislation (e.g., anti-harassment) that can show concrete results, be a model for others to follow, and substantively contribute to women's independent income and public visibility. USAID's limited engagement with the federal government also restricts its ability to work with the government to influence attitudes and behaviors around gender equity. The complex interplay between the civilian government, the military, the courts, and religious parties, makes working closely with the government on issues such as improving gender equity especially important.
10. Engage with the private sector to understand its business challenges and priorities, and explore areas of mutual interest through initiatives that also contribute to increasing gender equality and meet the private sector's bottom line.
11. Seek partnerships with private sector institutions that promote gender equality as part of their organizational cultures and have large audiences and outreach capabilities (such as telecoms, multinationals, and local big businesses) to explore ways that visual and other forms of media can help shift attitudes and behaviors in ways that increase gender equality.
12. To assist women's visibility, security, and freedom of movement, find ways to work on mobility, perhaps through partnerships with private sector companies such as Uber and Careem, and work through local organizations to promote—and build and maintain momentum for using—transportation options. Specific approaches will depend on the local context, i.e., urban or rural and cultural.

Gender and Countering Violent Extremism

13. Recognize that both women and men participate in and are affected by issues of peace and security, and that they both have a legitimate role in dialogue on the topic. Provide women, persons with disabilities, and transgender people with the same opportunities as men to engage in dialogue and planning for peace and security at the local, provincial, and national levels. If necessary, support women to attain proficiency in meaningful participation in these

activities. Failure to do so reinforces the ideological mindset that propagates gender inequality and contributes to violent extremism.

- I4. Support programming to build a grass-roots to provincial- and national-level, inclusive, progressive counter-narrative to the gender inequalities and violent extremism that are part of the same ideological continuum.
- I5. Create a strategy to promote CVE initiatives that adopt preventive approaches to conflicts in communities by forming multi-stakeholder watchdog mechanisms and committees that are inclusive of both men and women at a minimum.

ANNEXES

Annex I: Assignment Workplan (AWP)



Country Development Cooperation Strategy (CDCS) Gender Analysis

Assignment Work Plan (AST.022)

Version 1: January 10, 2017

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ACRONYMS

ADB	Asian Development Bank
AWP	Assignment Work Plan
COR	Contracting Officer Representative
DO	Development Objective
GBV	Gender-Based Violence
GI	Group Interview
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GOP	Government of Pakistan
IP	Implementing Partner
KII	Key Informant Interview
LOE	Level of Effort
NGO	Non-governmental Organization
OAA	Office of Acquisitions and Assistance
OFM	Office of Financial Management
SOW	Statement of Work
TPW	Team Planning Workshop
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Emergency Fund
USAID	United States Agency for International Development

SUMMARY

Assignment Work Plan (AWP) Number	AST.022
AWP Title	CDCS Gender Analysis
USAID/Pakistan Requesting Office	Office of Program Management
Requesting Office Point of Contact	
Start Date	o/a 2 January 2017
End Date	o/a 5 May 2017
AWP Cost Estimate	

ASSIGNMENT PURPOSE

USAID/Pakistan is in the process of developing its first country wide strategic plan—the Country Development Cooperation Strategy (CDCS). The strategy is expected to focus on five development objectives: energy, economic growth and agriculture, stabilization, education, and health. To inform the process, USAID has requested MSI-PERFORM to conduct a gender analysis to guide the mission in promoting gender equality, female empowerment, and inclusion in USAID programming. The analysis will identify the macro level gender inequalities in the country in a broad range of areas including, but not limited to: laws policies, regulations, and institutional practices; cultural norms and beliefs; access to and control over resources; patterns of power and decision-making; and time use.

The gender analysis will address the following objectives:

1. Identify the gender-based constraints that affect USAID/Pakistan's capacity to reach its development goals throughout the entire project cycle.
2. Identify strategies and approaches USAID/Pakistan can utilize to enhance the accessibility and equitability of its programs for women, girls, men, and boys.
3. Analyze the potential impacts of USAID/Pakistan's proposed strategic approaches on the status of men and women in Pakistan, taking into consideration ethnicity, tribe, class, disability, religion, and other key variables.
4. Assess the Government of Pakistan's (GoP's) gender-related policies and programs, and identify opportunities for collaboration and mutual strengthening of gendered approaches between USAID and the GoP.
5. Examine lessons learnt in increasing gender equality and female empowerment and addressing gender-based violence (GBV) in Pakistan or other countries in the region that could inform USAID/Pakistan's CDCS.
6. Inform the strategic approach in the CDCS, ensuring it contributes to USAID's Gender Equality and Female Empowerment Policy objectives.

7. Reduce gender disparities in access to, control over, and benefit from resources, opportunities, and services; economic, social, political, and cultural.
8. To reduce GBV and mitigate its harmful effects on individuals and communities.
9. Reduce constraints that prevent women and girls from leading, participating fully in, and influencing decisions in their societies.

The results of the analysis will inform CDCS planning for future programming in all five Development Objectives (DOs) under USAID/Pakistan's portfolio:

1. Energy
2. Economic Growth and Agriculture
3. Stabilization
4. Education
5. Health

Table I provides a summary of the purpose and objective of the gender analysis.

TABLE I: SUMMARY OF PURPOSE, AUDIENCE, AND LEARNING OBJECTIVE

Assignment Purpose	Intended Audience	Learning Objective	Information Source
<i>To inform the planning for CDCS in all the five DOs under USAID/Pakistan's portfolio.</i>	<i>USAID/Pakistan, especially CDCS Steering Committee</i>	<i>To identify the macro level gender inequalities in the country in a broad range of areas including, but not limited to, laws policies, regulations, and institutional practices, cultural norms and beliefs, access to and control over resources, and patterns of power, and decision making with an objective to promote gender equality, female empowerment, and inclusion in USAID programming.</i>	<i>Document review, secondary data analysis, KIIs/GIs, FGDs.</i>

BACKGROUND

The first World Economic Forum Global Gender Gap Report was published in 2006. Of 144 countries, the report ranked Pakistan as the 112th worst country in the world for women to reside. Ten years later Pakistan had fallen to the rank of 143 of 144 countries measured in the gender inequality index across four key areas; health, education, economy, and politics. Some factors contributing to this persistent and worsening gender inequality include, but are not limited to, restricted mobility of women and girls, GBV, lack of education, limited awareness of rights, and limited access to social services by women and girls.

In 2012 and 2013 USAID released its policy on gender equality and female empowerment along with directives on gender integration to ensure that USAID's core development programming would reduce gender inequality and GBV, and enable women and girls to realize their rights, determine their life outcomes, and influence decision-making at all levels.

In line with the relevant Automated Directives System (ADS), USAID/Pakistan intends to conduct the gender analysis as an important and mandatory step in planning for the CDCS. USAID has provided guidance on conducting gender analysis in ADS 205 as follows:

“Gender issues are central to the achievement of strategic plans and DOs and USAID strives to promote gender equality. Accordingly, USAID planning in the development of strategic plans and DOs must take into account gender roles and relationships. Gender analysis can help guide long term planning and ensure desired results are achieved. However, gender is not a separate topic to be analyzed and reported on in isolation. USAID’s gender integration approach requires that gender analysis be applied to the range of technical issues that are considered in the development of strategic plans, DOs, and projects/activities.” (ADS 201.3.9.3).

USAID uses gender analysis to identify, understand, and describe gender differences and the impact of gender inequalities on a sector or program at the country or project level. Gender analysis is a required element of strategic planning, project design, and long-term planning and is the basic foundation on which gender integration is built. Gender analysis examines the different but independent roles of men and women and the relations between sexes. It also involves an examination of the rights and opportunities of men and women, power relations, and access to and control over resources. Gender analysis identifies disparities, investigates why such disparity exists, determines whether they are detrimental and if so, looks at how they can be remedied. ¹

METHODS

Analysis Questions

The assignment statement of work (SOW) specified three questions. To satisfy the ADS 205 requirements, MSI has expanded the questions to six—five to cover the five domains for gender analyses required by ADS 205 and one that specifies recommendations for programming. The six questions are:

I. Access to Resources: Do men and women have equal access to and control over the resources needed to participate in the USAID’s programs in Pakistan?

Explanation: A key component of gender analysis is an examination of whether men and women own and/or have access and the capacity to use productive resources – assets (land, housing), income, social benefits (social insurance, pensions), public services (health, water), and technology – and the information necessary to be a fully active and productive participant in society.² The analysis will also identify the gender-based constraints to and opportunities for equitable participation and access of men and boys and women and girls to USAID/Pakistan programs and services in the energy, economic growth and agriculture, stabilization and governance, education, and health sectors.

¹ Guide to Gender Integration and Analysis, USAID, 03/31/2010, pg. 5.

² ADS 205, USAID, 2013, pg. 9

2. Knowledge, Beliefs, and Perceptions:

Explanation: The analysis will provide insights into the gender stereotypes that facilitate or impede men's and women's engagement in society and project activities. This refers to the types of knowledge to which men and women are privy (i.e., who knows what), the beliefs that shape gender identities and behavior, and perceptions that guide how people interpret aspects of their lives depending on their gender identity.

3. Time and Space:

Explanation: The analysis will determine whether the time and space available to men and women provide them equal opportunities to participate in and benefit from project interventions. This domain includes recognizing gender differences in the availability and allocation of time as well as the space in which time is spent. It includes the division of both productive and reproductive labor, identifying how time is spent and committed during the day, week, month, or year, and in different seasons, and determining how people contribute to maintenance of the family, community, and society. The objective is to determine how people in different gender categories spend their time and what implications their time commitments have for their respective participation in project activities and benefits.

4. Laws, Legal Rights, Policies, and Institutions: Do laws, legal rights, policies and institutions affect the possibility for men and women to have an equal opportunity to participate in / benefit from the USAID program?

Explanation: The analysis will provide a description of laws, policies, regulations, and institutional practices that influence the context in which men and women make decisions. This domain involves assessing how people are regarded and treated by both customary and formal legal codes, judicial systems, policies, and institutions.

Laws include formal statutory laws and informal and customary legal systems. Policies and regulations include formal and informal rules and procedures adopted by public institutions for making decisions and taking public action. Institutional practices can be formal or informal and include behaviors or norms related to human resources (hiring and firing), professional conduct (workplace harassment), and the like. The gender analysis should identify the extent to which laws, policies, regulations, and institutional practices contain explicit gender biases (e.g., explicit provisions that treat males and females differently) or implicit gender biases (e.g., the different impacts of laws, policies, regulations, and practices on men and women because of different social arrangements and economic behavior).³

5. Power and Decision Making:

Explanation: The analysis will examine if the power status and decision making space in the target communities affect the potential for men and women to have equal opportunities to benefit from development projects. This sphere of social life pertains to the ability of people to decide, influence, control, and enforce. It refers to the capacity to make decisions freely and to exercise power over one's body and within an individual's household, community, municipality,

³ ADS 205, USAID, 2013, pg.9

and the state. This includes the capacity of adults to decide about the use of household and individual economic resources, income, and their choice of employment as well as to vote, run for office, and enter legal contracts.

6. Strategies and Approaches: What are some of the key strategies and approaches that can enhance equitable participation of men and women in USAID's programs in Pakistan?

Explanation: The analysis will identify strategies and approaches USAID/Pakistan can use to better integrate gender considerations into its current and future programming across all DO's, and thereby enhance the accessibility, equitability, and applicability of its programs to both men and women in Pakistan.

Methods of Data Collection and Analysis

The analysis will rely on both secondary and primary data. It will involve review of documents and data including but not limited to: studies and assessments conducted by donors, UN, multi-lateral agencies, international financial institutions, non-governmental organizations (NGOs), GoP, academic community, survey statistics from open sources, and USAID documents (annual reports, strategic implementation plans, situation analyses, sector assessments, and previous evaluations). The secondary data collection will also involve reviewing the legal, constitutional, and documented cultural practices with respect to gender equality in Pakistan.

The primary data collection will involve a strategic mix of key informant interviews (KIs), group interviews (GIs), and focus group discussions (FGDs) in the provincial headquarters of the four provinces, and Islamabad (including USAID Islamabad and regional missions in Lahore and Karachi). The work plan proposes conducting up to five FGDs in each of the four locations. Each FGD will cover one of the five DOs with participants from the respective provincial departments, USAID IPs, academia/think tanks, and NGOs (local NGOs to provide field perspective) working in that province in the respective sector. This will constitute up to 20 FGDs in total with 4-5 participants in each. In Islamabad, we plan to conduct KIs/GIs with representatives from USAID (i.e., DO teams, OPM, OAA, OIE and OFM); gender experts; multi-lateral agencies e.g., UNWomen, UNICEF, UNDP, WHO, GIZ, ADB, World Bank, donors e.g., DFID, AusAID, Global Affairs Canada, and EU); government (e.g., NCSW, MOHR, Planning Commission, BISP, and Ministry of Law and Justice); and relevant national and international NGO's. Moreover, PERFORM plans to conduct KIs/GIs in the four provinces with gender experts and representatives from Women Development Departments in Lahore, Karachi, and Quetta; the Social Welfare and Women Development Department in Peshawar; and Provincial Commissions on Status of Women, Planning and Development Departments, and departments of education and health in the four provinces. In total, the analysis will conduct about 30-35 KIs/GIs. The assignment team will develop a list of potential participants for the FGDs, and KIs/GIs. The USAID DO/Office teams will assist with identifying the most relevant implementing partner contacts.

Data Analysis

Table 2 summarizes an initial data analysis plan that describes how the team will use information from the various sources to answer the assignment questions. The analysis will be disaggregated by geography (provinces) and other relevant categories such as age, income, ethnicity, and disability status, where possible.

TABLE 2: SUMMARY OF PLANNED METHODS FOR DATA COLLECTION AND ANALYSIS

Data Source	Data / Variables to Analyze	Analysis
Question 1: Access to Resources: Do men and women have equal access to and control over the resources needed to participate in the USAID's programs in Pakistan?		Content and pattern analysis
Secondary data: USAID documents: annual reports, strategic implementation plans, situation analyses, sector assessments, and previous evaluations. Studies and assessments conducted by other donors, the UN, multi-lateral agencies, NGOs, GoP, and academia, periodic reports to the UNCSW, UN human rights committees, and shadow reports.	Analysis of descriptive statistics and patterns to identify constraints, gaps, and opportunities available to men and women in Pakistan to have access and control over resources, assets, and services needed to actively participate in USAID programs/projects across five DOs.	The analysis team will review and summarize data from the document review relevant to understanding how differential access to and control over resources may affect the potential for men and women to equally participate in and benefit from USAID programming. The team will employ a structured document review matrix to organize findings.
Primary data: KIIs/GIs/ FGDs with USAID regional and DO teams, OPM, OAA, OIE, and OFM, USAID IPs, provincial government departments relevant to all five DOs and representatives from NGOs and INGOs.	Perceptions about opportunities and gaps in access to resources, assets, and services which need to be addressed. Areas for collaboration between government and NGOs.	The team will use thematic and content analysis of qualitative data to develop a more nuanced understanding of how access to and control over resources may differentially affect the potential for men and women to participate in and benefit equally from USAID programming.
Question 2: Knowledge, Beliefs, and Perceptions: Do gender stereotypes function as a facilitator or barrier to men's and women's engagement in Pakistan?		Content and pattern analysis
Secondary data: USAID documents: annual reports, strategic implementation plans, situation analyses, sector assessments, and previous evaluations.	The types of knowledge to which men and women are privy (i.e., who knows what), the beliefs that shape gender identities and behavior, and perceptions that guide how people interpret aspects of their lives depending on their gender identity will be examined.	The analysis team will review and summarize data from the document review relevant to understanding gender stereotypes differentially affect the engagement of men and women. The team will employ a structured document review matrix to organize findings.

Data Source	Data / Variables to Analyze	Analysis
Studies and assessments conducted by the UN, multi-lateral agencies, NGOs, GoP, and academia, periodic reports to the UN human rights committees, and shadow reports.		
Primary data: KIIs/GIs/ FGDs with USAID regional and DO teams, USAID IPs, provincial government departments relevant to all five DOs and representatives from NGOs and INGOs.		The team will use thematic and content analysis of qualitative data to develop a more nuanced understanding of how gender stereotypes affect, positively or negatively, opportunities for men and women to engage in Pakistan.
Question 3: Time and space: Do the time and space available for men and women provide an equal opportunity to participate in / benefit USAID's programs in Pakistan?	This question will determine how people in different gender categories spend their time and what implications their time commitments have for their respective participation in project activities and benefits.	
Secondary data: USAID documents: annual reports, strategic implementation plans, situation analyses, sector assessments, and previous evaluations. Studies and assessments conducted by the UN, multi-lateral agencies, NGOs, GoP, and academia, periodic reports to the UN human rights committees, and shadow reports.		The analysis team will review and summarize information from the document review to develop and understanding of how the time and space available to men and women differentially affect their opportunities to participate in or benefit from USAID programming in Pakistan. The team will employ a structured document review matrix to organize findings.
Primary data: KIIs/GIs with representatives from UNWomen, Aurat Foundation, Women Development Departments in the four provinces, and Provincial Commissions of Status of Women		The team will use thematic and content analysis of qualitative data to develop a more nuanced understanding of how available time and space affect men's and women's opportunities to participate in or benefit from USAID programming.

Data Source	Data / Variables to Analyze	Analysis
USAID DO teams, OAA, and OFM, NGOs and INGOs in the provinces.		
Question 4: Laws, Legal Rights, Policies, and Institutions: Do laws, legal rights, policies and institutions affect the possibility for men and women to have an equal opportunity to participate in / benefit from the USAID program?	Laws include formal statutory laws and informal and customary legal systems. Policies and regulations include formal and informal rules and procedures adopted by public institutions for making decisions and taking public action. Institutional practices can be formal or informal and include behaviors or norms related to human resources (hiring and firing), professional conduct (workplace harassment), and the like. Perceptions about laws, rights, and institutional practices with regard to gender.	The gender analysis will identify the extent to which laws, policies, regulations, and institutional practices contain explicit gender biases (e.g., explicit provisions that treat males and females differently) or implicit gender biases (e.g., the different impacts of laws, policies, regulations, and practices on men and women because of different social arrangements and economic behavior). Analysis of the gender architecture, pro-women legislation, policies, and strategies at the national and provincial level.
Secondary data: Customary and formal legal codes, judicial systems, policies, and institutions relevant to the specific DO's. National and provincial laws, policies, and strategies promoting gender equality, women empowerment, and discouraging GBV.		The analysis team will review and summarize the provincial laws, policies, and strategies related to gender and the customary and formal legal codes, judicial systems, policies, and institutions and how each of these differentially affect the opportunities of men and women to participate in USAID programming. The team will employ a structured document review matrix to organize findings.
Primary data: KII/GIs/ FGDs with USAID regional missions and DOs, USAID IPs, provincial government departments relevant to all five DOs and representatives from NGOs and INGOs.		The team will use thematic and content analysis of qualitative data to develop a more nuanced understanding of how laws, legal rights, policies, and institutions differentially affect the opportunities for men and women to participate in USAID programming.
Question 5: Power and Decision Making: Does the power status and decision making space in the target communities affect the potential for men and women to have equal	This question will consider the capacity to make decisions freely and to exercise power over one's body and within an individual's household, community, municipality, and the state. This includes the capacity of adults to decide about the use of household and	

Data Source	Data / Variables to Analyze	Analysis
opportunities to benefit from USAID program?	individual economic resources, income, and their choice of employment as well as to vote, run for office, and enter legal contracts.	
Secondary data: USAID documents: annual reports, strategic implementation plans, situation analyses, sector assessments, and previous evaluations. Customary and formal legal codes, judicial systems, policies, and institutions relevant to the specific DO's. Studies and assessments conducted by the UN, multi-lateral agencies, NGOs, GoP, and academia, periodic reports to the UN human rights committees, and shadow reports.		The analysis team will review and summarize data from the document review relevant to understanding how the power status and decision making space affect the potential for men and women to have equal opportunities to benefit from USAID programming. The team will employ a structured document review matrix to organize findings.
Primary data: KIIs/GIs/ FGDs with USAID regional offices and DOs, USAID IPs, provincial government departments relevant to all five DOs and representatives from NGOs and INGOs.		The team will use thematic and content analysis of qualitative data to develop a more nuanced understanding of how the power status and decision making space affect the potential for men and women to have equal opportunities to benefit from USAID programming.
Question 6: Strategies and Approaches: What are some of the key strategies and approaches that can enhance equitable participation of men and women in USAID's programs in Pakistan?		

Data Source	Data / Variables to Analyze	Analysis
Secondary data: Project design, appraisal, progress, and evaluation documents of other major donors.	Policies of other major donors in the country to empower women and reduce GBV. Constraints faced by other donors and best practices they have adopted to address/bypass the constraints.	The analysis team will analyze the quantitative and qualitative data to develop recommendations for how USAID/Pakistan might structure future programming to enhance the equitable participation of men and women in USAID's programs.
Primary data: KIIs/GIs/ FGDs with representatives from UNWomen, Aurat Foundation, Women Development Departments in the four provinces, and Provincial Commissions of Status of Women, NGOs and INGOs in the provinces.	Innovative strategies other stakeholders in the sector are undertaking or planning to undertake for greater gender integration.	

DELIVERABLES

Deliverables under this assignment include:

- **Detailed Methodology, Data Collection Tools, Data Collection and Analysis Plans:** During the team planning workshop (TPW), the assignment team will prepare the detailed methodology, data collection tools and data collection and analysis plans for the assignment. The methodology in the AWP will be updated and revised as needed at the end of the TPW. The revised methodology, data collection tools and data collection and analysis plans will be submitted to the PERFORM COR for approval at the end of the TPW and before the start of field work.
- **Data Collection Completion Report:** At the conclusion of data collection, PERFORM will submit to the PERFORM COR a final data collection schedule indicating dates and location of data collection activities and persons or groups interviewed if relevant.
- **Debriefing with USAID/Pakistan of Findings, Conclusions, and Recommendations:** At or near the conclusion of data analysis the assignment team will present the major findings, conclusions, and recommendations to USAID/Pakistan. As appropriate, the team will consider USAID comments during the debriefing when writing the draft report.
- **Draft Table of Contents:** The team will develop a draft table of contents for the report and share it with USAID after the debriefing and before starting substantive work.
- **Draft Report:** The draft report will answer the assignment questions and will include findings, conclusions and recommendations across the components/sub-components. The draft report (not to exceed 30 pages) will be submitted by PERFORM to the PERFORM COR for USAID/Pakistan review and comments. The PERFORM COR will submit all comments to the draft report to PERFORM within two to three weeks of receipt of the draft report.
- **Final Report:** The final report will address all USAID/Pakistan comments. PERFORM will finalize the report and submit it to the PERFORM COR for approval within two to three weeks.
- **One-page Brief:** A brief of the key (qualitative and quantitative) findings, conclusions and recommendations related to the assignment questions will be developed by PERFORM for use by USAID/Pakistan decision makers and other relevant stakeholders. This document will be written in English and may be translated and disseminated as desired by USAID/Pakistan. PERFORM will submit the document to the PERFORM COR after the final report is approved.
- **Presentation(s) to USAID/Pakistan:** Presentation(s) of the final report will be made to USAID/Pakistan, implementing partners and other relevant stakeholders if desired by USAID/Pakistan.
- **Raw Data:** Per [ADS 579 - USAID Development Data](#) – all quantitative data collected for this assignment will be submitted to USAID/Pakistan in electronic format within 30 days of completion. Qualitative data will be delivered as 1) the coded segments used in analysis extracted from MAXQDA in an excel format or 2) tally sheets, as applicable to the analysis.
- **Development Experience Clearinghouse (DEC) Review:** Once the report is finalized, USAID/Pakistan may conduct a DEC review of the report. The PERFORM COR will share the DEC version of the report with PERFORM for final editing, formatting and uploading to the DEC.

ANTICIPATED SCHEDULE OF ACTIVITIES AND LEVEL OF EFFORT

PERFORM will engage a team of nine individuals for this assignment – one expatriate team lead, four local gender specialists (3 STTAs and 1 LTTA), and four local researchers. The assignment will start with the Team Planning Workshop (TPW) once the team is on board. The TPW will last for around two weeks during which the team will develop data collection tools, identify stakeholders, and schedule KIIs/GIs/FGDs with identified individuals. The team will be oriented to MSI-PERFORM policies and guidelines on deliverables during the TPW. The team will also collect relevant documents and start document review which will continue through the two weeks after the TPW, followed by four weeks of field work and transcription and four weeks of data analysis and report writing. Table 3 describes the roles and responsibilities of each team member and Table 4 shows the anticipated level of effort (LOE) for each activity and the tentative timelines for the analysis.

TABLE 3: ROLES AND RESPONSIBILITIES OF THE TEAM

Position	Status	Roles and Responsibilities
Gender expert team lead	Expat STTA	An experienced gender expert with at least a Master's degree in gender studies, public policy, social sciences, or a related field and 15 years of professional experience or a Ph.D. in a relevant field with at least 10 years of experience. The expert should have at least seven (7) years of experience in strategic planning, designing, implementing, and/or assessing projects in Pakistan, preferably USAID projects/programs. The expert will be responsible for reviewing relevant documents, leading the TPW, drafting the data collection instruments, preparing an outline, draft of, and finalize the analysis report, conducting field interviews, taking detailed notes of KIIs/GIs/FGDs, and ensuring the required quality standards. Ultimately s/he will be responsible for all deliverables associated with the assessment.
Gender specialists (x3)	Local STTA	A gender specialist with at least a Master's degree in gender studies, social sciences or a related field and 10 years of professional experience or a Ph.D. in a relevant field with at least 6 years of experience. The specialist should have proven experience of working in Pakistan on gender issues. The gender specialist will review documents, participate in the TPW, draft data collection instruments, identify stakeholders for KIIs/GIs and FGDs, schedule interviews and FGDs, conduct the KIIs/GIs and FGDs, take detailed notes, and guide the data analysts in analyzing data from the field work. The specialist will also assist the team lead in drafting and finalizing the analysis report, and preparing the debrief presentation for USAID/Pakistan.
Field researchers (x4)	Local STTA	A field researcher with at a Master's degree in anthropology, social sciences and a related field and 5 years of experience conducting surveys, KIIs/GIs and/or FGDs. The field researcher will be responsible to take good quality notes from the field and write them in a Microsoft Word document. The field researchers will also be engaged in data analysis at the end of field work.
Gender specialist	PERFORM LTTA	The gender specialist at PERFORM will work as a team member. She will review documents, participate in the TPW, draft data collection instruments, identify stakeholders for KIIs/GIs and FGDs, schedule interviews and FGDs, conduct the KIIs/GIs and FGDs, take detailed notes, and guide the data analysts in analyzing data from the field work. The specialist will also assist the team lead in drafting and finalizing the analysis report, and preparing the debrief presentation for USAID/Pakistan.

Position	Status	Roles and Responsibilities
Assignment manager	PERFORM LTTA	The assignment manager will draft the AWP; coordinate the evaluation activities and logistics; facilitate meetings with USAID/Pakistan; participate in the TPW, data analysis, and report writing; review data collection instruments and draft reports; and ensure that the team adheres to the deadlines for deliverables contained in the AWP.
Evaluation and assessments advisor	PERFORM LTTA	The evaluation and assessment advisor will provide overall technical direction and ultimately be responsible for the quality of the analysis report.

TABLE 4: LEVEL OF EFFORT (LOE) BY ACTIVITY

Activity	Location	Deliverable	Tentative Schedule	Team Lead (Expat STTA)	Gender Specialists (3) (CCN STTA)	Field Researchers (4) (CCN STTA)	Gender Specialist (PERFORM LTTA)	Assignment Manager (PERFORM LTTA)
Domestic/international travel (non-field)	NA	NA		8	4	4	0	0
Team mobilization	Islamabad	● AWP	Jan 2 – Feb 3	0	0	0	2	2
TPW: ● Document review ● Instrument development/ field scheduling	Islamabad	● Document review matrix (internal) ● Field plan ● Draft instruments	Feb 6 – March 11	30	30	6	30	18
Fieldwork (including travel and transcription)	Islamabad, Lahore, Karachi, Quetta, Peshawar	● Data collection completion report	Mar 13 – Apr 8	24	24	24	24	18
Data analysis and draft report	Washington/ Islamabad	● Draft report ● Debrief presentation (if required)	Apr 10 – May 5 (internal) May 12 (Submission to USAID)	24	24	18	24	24
Final report(s)	Washington/ Islamabad	● Final report ● One-page brief	After May 15	5	0	0	0	2
Total assignment LOE				91	82	52	80	64

COST ESTIMATE

A break-down of costs by the four line items is below:*

Direct Labor	
Travel	
Other Direct Costs	
Subcontractor	
Grand Total	

*Assignment cost estimates do not include cross-cutting costs, indirect costs, or the MSI fee.

PERFORM COR APPROVAL

[COR will indicate approval by signing below or indicating “approval” by return email].

Contracting Officer’s Representative (COR)

Date

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Annex 3: Interview Guides

Country Development and Cooperation Strategy Gender Analysis Instrument for USAID Staff

Interviewee Name:

Designation:

Organization:

Department:

Sex (Please check)

Male

Female

Date:

Time Start:

Time End:

Venue:

City:

Interviewer Name:

Introduction

Thank you very much for meeting us today. My name is _____. We are independent consultants working for the USAID contractor MSI till May 2017. MSI has been asked to assist USAID in conducting a gender analysis that will be used in developing its 5-year country development strategy for its work in Pakistan. Last year the Gender Gap Index ranked Pakistan second (143) to last (144) in terms of gender inequality, yet gender equality has been proven to be closely linked to a country's peace and security, and is foundational to countries' economic and social development.

In preparation of developing its strategy USAID is seeking to identify the most promising areas of programming to increase gender equality and female empowerment. To this end, USAID would like to get a better understanding of how gender inequality affects the ways in which women and men participate in and benefit from development initiatives. We are trying to identify areas of programming that have had the most impact, and identify ways that USAID can deepen or expand engagement with the development community to increase gender equality and female empowerment. Your insights, views, and the lessons learned from your work experience would be a valuable input for this analysis, and designing the future programs.

Your insights, views, and the lessons learnt from your work experience would be a valuable input for this analysis, and designing the future programs.

Introduction: For the purposes of this discussion, we are using the term "gender equality" as the goal and "gender equity" as a mean to get there.

Do we have your permission to audio record the proceedings? Y/N

1. **How do you see your office's role in fostering programming that promotes gender equality and female empowerment?**

(note the interviewee's office i.e., OPM, EGA, OAA, etc.)

2. **Do you think that gender equality and female empowerment are priorities for your office? Do you think they can be addressed in your office or project, and why or why not?**

3. **Can you talk about whether and how your office or project has contributed to increasing gender equality and female's empowerment? Can you share some examples?**

(if a project office then, prompt with whether men and women participate equally, benefit from equally, why or why not?)

4. **What do you think it would take for your office or project to increase gender equality and female empowerment? (i.e., funding allocated for it, management/leadership prioritization, better understanding of how to)**

5. **What lessons have you learned about increasing gender equality and female empowerment?**

6. **Are there any strategies or approaches that you think are effective in increasing gender equality and female empowerment in Pakistan?**

7. **Can you talk about how gender-based violence (GBV) intersects with your office and/or project activities? (GBV also includes harassment)**

Is there anything you have learned from addressing GBV in Pakistan that could be useful for others in the Mission? (e.g., challenges, effectiveness of an approach or mechanism, policy, incorporating it into aspects of the program, etc.)

8. **Do you have suggestions for USAID relative to engaging with donors, government, or the private sector in promoting gender equality?**

9. **What is the one area you think USAID should focus on to increase gender equality?
Why do you think this is a promising opportunity for USAID?**

Country Development and Cooperation Strategy
Gender Analysis
Instrument for National and Provincial Government/Commission

Interviewee Name:

Designation:

Organization:

Department:

Sex (Please check)

Male

Female

Date:

Time Start:

Time End:

Venue:

City:

Interviewer Name:

Introduction

Thank you very much for meeting us today. My name is _____. We are independent consultants working for the USAID contractor MSI till May 2017. MSI has been asked to assist USAID in conducting a gender analysis that will be used in developing its 5-year country development strategy for its work in Pakistan. Last year the Gender Gap Index ranked Pakistan second (143) to last (144) in terms of gender inequality, yet gender equality has been proven to be closely linked to a country's peace and security, and is foundational to countries' economic and social development.

In preparation of developing its strategy USAID is seeking to identify the most promising areas of programming to increase gender equality and female empowerment. To this end, USAID would like to get a better understanding of how gender inequality affects the ways in which women and men participate in and benefit from development initiatives, identify areas of programming that have had the most impact, and identify ways to engage with the development community to increase gender equality and female empowerment.

Your insights, views, and the lessons learnt from your work experience would be a valuable input for this analysis, and designing the future programs.

Introduction: For the purposes of this discussion, we are using the term "gender equality" as the goal and "gender equity" as a mean to get there.

Do we have your permission to audio record the proceedings? Y/N

1. **There are a lot of laws that have been passed in recent years to increase gender equality. Which of these laws do you think are or are not making significant contributions to gender equality and female empowerment?**

Probe:

How & Why

2. **What is the gender balance of your staff and how many women do you have in the senior management level?**

PROMPTS: *Women and men ratio in the staff and their decision-making power*

3. **Does [your organization] consider gender equality in conducting its work-planning and budgeting, hiring, etc.? Why or why not?**

4. **Is increasing gender equality a priority to your organization?**

5. **Is there anything that your organization is doing to increase gender equality and female empowerment?**

Prompt: internal policies and practices, implementing gender equality legislation, gender focused programs, partnerships with private sector and donors

6. **Are the laws that are intended to promote gender equality being implemented? If not, why do you think this is the case?**

7. **Can you talk about how gender-based violence (GBV) intersects with your organization's work? (please note that GBV also includes harassment)**

Is there anything you have learned from addressing GBV in Pakistan that could be useful for others? (e.g., challenges, effectiveness of an approach or mechanism, policy, incorporating it into aspects of the program, etc.)

8. **Do you have any suggestions for how USAID can engage more with your organization in promoting gender equality and female empowerment?**

Country Development and Cooperation Strategy
Gender Analysis
Instrument for Implementing Partners

Interviewee Name:

Designation:

Organization:

Department:

Sex (Please check):

Male

Female

Date:

Time Start:

Time End:

Venue:

City:

Interviewer Name:

Introduction

Thank you very much for meeting us today. My name is _____. We are independent consultants working for the USAID contractor MSI till May 2017. MSI has been asked to assist USAID in conducting a gender analysis that will be used in developing its 5-year country development strategy for its work in Pakistan. Last year the Gender Gap Index ranked Pakistan second (143) to last (144) in terms of gender inequality, yet gender equality has been proven to be closely linked to a country's peace and security, and is foundational to countries' economic and social development.

In preparation of developing its strategy USAID is seeking to identify the most promising areas of programming to increase gender equality and female empowerment. To this end, USAID would like to get a better understanding of how gender inequality affects the ways in which women and men participate in and benefit from development initiatives. We are trying to identify areas of programming that have had the most impact, and identify ways that USAID can deepen or expand engagement with the development community to increase gender equality and female empowerment. Your insights, views, and the lessons learnt from your work experience would be a valuable input for this analysis, and designing the future programs.

Introduction: For the purposes of this discussion, we are using the term "gender equality" as the goal and "gender equity" as a mean to get there.

Do we have your permission to audio record the proceedings? Y/N

1. **Can you give us an idea of the types of partners and activities in your project?**

2. **Are gender equality and female empowerment priorities in your project?**

3. **Do men and women participate equally in your project? Why or why not? If yes, in what ways to they participate equally?**

4. **Do men and women benefit equally from your project? If yes, then in what ways? If then, why not?**

5. **What has been your main challenge in attempting to increase gender equality and female empowerment?**

Prompt: Access to and control over resources; knowledge, beliefs and perceptions; gender roles, responsibilities and time use; laws, legal rights, institutions and policies; power and decision-making?

Prompt: Contract or program design, budget?

6. **What do you think can be done to overcome these challenges in a project like yours?**

7. **Are there strategies or approaches that you think are effective in increasing gender equality and female empowerment? Please describe which ones and why.**

8. **Are you aware of partnerships with the private sector that have increased gender equality and female empowerment? If yes, please discuss a few of them.**

9. **Can you talk about how gender-based violence (GBV) intersects with your programs and project activities? (GBV also includes harassment)**

Is there anything you have learned from addressing GBV in Pakistan that could be useful for others? (e.g., challenges, the effectiveness of an approach or mechanism, policy, incorporating it into aspects of the program, etc.)

10. **Do you have any suggestions for USAID relative to engaging with donors, government, or the private sector in promoting gender equality?**

11. What is the one area you think USAID should focus on to increase gender equality? Why do you think this would be a good opportunity for USAID?

12. Despite the vast amount of donor funding foreign assistance in the past 10 years, the gender equality in Pakistan has not improved. Do you have thoughts on why that is the case?

Country Development and Cooperation Strategy
Gender Analysis
Instrument for Donors

Interviewee Name:

Designation:

Organization:

Department:

Sex (Please check)

Male

Female

Date:

Time Start:

Time End:

Venue:

City:

Interviewer Name:

Introduction

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In preparation of developing its strategy USAID is seeking to identify the most promising areas of programming to increase gender equality and female empowerment. To this end, USAID would like to get a better understanding of how gender inequality affects the ways in which women and men participate in and benefit from development initiatives, identify areas of programming that have had the most impact, and identify ways to engage with the development community to increase gender equality and female empowerment.

Your insights, views, and the lessons learnt from your work experience would be a valuable input for this analysis, and designing the future programs.

Introduction: For the purposes of this discussion, we are using the term "gender equality" as the goal and "gender equity" as a mean to get there.

Do we have your permission to audio record the proceedings? Y/N

1. Please provide a brief, one minute overview of your program, partners, activities.

2. Are gender equality and female empowerment priorities in your programs?

3. **Do men and women participate equally in your programs? Why or why not? If yes, in what ways do they participate equally?**

4. **Do men and women benefit equally from your program? If yes, then in what ways? If then, why not?**

5. **Are there any strategies or approaches that you think are effective in increasing gender equality and female empowerment? If yes, please describe which ones and why.**

Prompt: strategies could be women-focused, government engagement, engaging men

6. **Are you aware of partnerships with the private sector that have increased gender equality and female empowerment? If yes, please give examples of a few such partnerships.**

7. **Have you faced any challenges in attempting to conduct programming to increase gender equality and female empowerment? If yes, what challenges have you faced?**

Prompt: Access to and control over resources; knowledge, beliefs and perceptions; gender roles, responsibilities and time use; laws, legal rights, institutions and policies; power and decision-making

8. **If yes in Q.7 then, what do you think can be done to overcome the challenges discussed in the previous question?**

9. **What gaps and opportunities do you see in the thematic areas, strategies, approaches, and partnerships to increase gender equality and female empowerment?**

Prompt: strategies could be women or men focused, government partnerships

Prompt: thematic areas could be women's economic empowerment, gender justice

10. **Can you talk about how gender-based violence (GBV) intersects with your programs and project activities? (GBV also includes harassment)**

Is there anything that you have learned from addressing GBV in Pakistan that could be useful for others? (e.g., challenges, effectiveness of an approach or mechanism, policy, incorporating it into aspects of the program, etc.)

11. Do you have suggestions for USAID relative to engaging with donors, government, or the private sector in promoting gender equality?

12. Despite the vast amount of foreign assistance in the past 10 years, the Gender Gap Index has not improved. Do you have thoughts on why that is the case?

Country Development and Cooperation Strategy

Gender Analysis

Instrument for Civil Society, Women's Organizations (Non- USAID IPs), Academics, and Gender Experts

Interviewee Name:

Designation:

Organization:

Department:

Sex (Please check)

Male

Female

Date:

Time Start:

Time End:

Venue:

City:

Interviewer Name:

Introduction

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In preparation of developing its strategy USAID is seeking to identify the most promising areas of programming to increase gender equality and female empowerment. To this end, USAID would like to get a better understanding of how gender inequality affects the ways in which women and men participate in and benefit from development initiatives, identify areas of programming that have had the most impact, and identify ways to engage with the development community to increase gender equality and female empowerment.

Your insights, views, and the lessons learnt from your work experience would be a valuable input for this analysis, and designing the future programs.

Introduction: For the purposes of this discussion, we are using the term "gender equality" as the goal and "gender equity" as a mean to get there.

Do we have your permission to audio record the proceedings? Y/N

1. **There are a lot of laws that have been passed in recent years to increase gender equality. Which of these laws do you think are or are not making significant contributions to gender equality and female empowerment?**

Probe:

How & Why

2. **Are the laws that are intended to promote gender equality being implemented? If not, why do you think this is the case?**

3. **Which strategies and approaches do you think contribute most to gender equality and female empowerment and why?**

Prompt: strategies could be women or men focused, government partnerships, engaging men.

4. **Are you aware of partnerships with the private sector that have increased gender equality and female empowerment? If yes, please give a few examples of such partnerships.**

5. **Can you talk about how gender-based violence (GBV) intersects with your programs and project activities? (GBV also includes harassment)**

Is there anything you have learned from addressing GBV in Pakistan that could be useful for others? (e.g., challenges, effectiveness of an approach or mechanism, policy, incorporating it into aspects of the program, etc.)

6. **What areas of programming have you seen as most successful in including vulnerable groups such as persons with disabilities, transgender, and minorities?**

Probes: ethnicity, class

7. **Are there things that you think donors could do to support increasing gender equality and female empowerment?**

Prompts:

Donors: IFIs, UN, Bilateral

Things: Program, activities, projects, advocacy, Scaling up or starting new initiatives

8. **What is the one area on which you think USAID should focus to increase gender equality? Why do you think this is a good opportunity for USAID?**

9. **Despite the vast amount of donor funding in the past 10 years, gender equality in Pakistan has not improved. Do you have thoughts on why that is the case?**

Country Development and Cooperation Strategy (CDCS)

Gender Analysis

Instrument for Focus Group Discussion (FGD)

Date:

Time Start: :

Time End:

Venue:

City:

FGD Moderator Name:

Note: Please attach the signed attendance sheet of the participants with this FGD guide. The attendance sheet should include the participant's name, gender, organization, department, position and their contact details.

Introduction

Thank you very much for meeting us today. My name is _____. We are independent consultants working for the USAID contractor MSI till May 2017. MSI has been asked to assist USAID in conducting a gender analysis that will be used in developing its 5-year country development strategy for its work in Pakistan. Last year the Gender Gap Index ranked Pakistan second (143) to last (144) in terms of gender inequality, yet gender equality has been proven to be closely linked to a country's peace and security, and is foundational to countries' economic and social development.

In preparation of developing its strategy USAID is seeking to identify the most promising areas of programming to increase gender equality and female empowerment. To this end, USAID would like to get a better understanding of how gender inequality affects the ways in which women and men participate in and benefit from development initiatives. We are trying to identify areas of programming that have had the most impact, and identify ways that USAID can deepen or expand engagement with the development community to increase gender equality and female empowerment.

Your insights, views, and the lessons learnt from your work experience would be a valuable input for this analysis, and designing the future programs.

Introduction: For the purposes of this discussion, we are using the term "gender equality" as the goal and "gender equity" as a mean to get there.

Do we have your permission to audio record the proceedings? Y/N

1. **Are there any strategies and approaches that you think are effective in increasing gender equality and female empowerment? Please describe which ones and why?**
2. **Please give your thoughts on whether gender integration or women-focused programming is more effective in decreasing gender inequality?**
3. **Are you aware of any partnerships with the private sector that have increased gender equality and female empowerment? If yes, please discuss a few of these partnerships and why they were effective.**
4. **Have you faced any challenges in attempting to increase gender equality and female empowerment? If yes, please discuss a few of these challenges.**

Prompt: Time availability, levels of education and knowledge, beliefs and perceptions, mobility, access to resources (time, computer, collateral), laws, legal rights, power and decision-making), other?

5. **What do you think can be done to overcome the previously mentioned challenges?**
6. **How do you see gender based violence (GBV) intersecting with development programs that are not focused on GBV? (please note that GBV also includes harassment)**
7. **Do you have any observations on development efforts or programs that may unintentionally contribute to GBV or decrease it?**
8. **Do you have suggestions for anything that the development community should be advised of (practices, approaches) to mitigate GBV?**
9. **Do you have any suggestions for how USAID could engage with donors, government, and other organizations (including private sector) in promoting gender equality?**
10. **Despite the vast amount of foreign assistance in the past 10 years, the Gender Gap Index has not improved. Do you have thoughts on why that is the case?**
11. **What is the one thing that you could do to have the most positive impact on gender equality?**

Annex 4: List of Interviewees

TABLE 2: INTERVIEWS CONDUCTED IN ISLAMABAD

S.No	Organization	Interview Date	Interview type (KI/GI/FGD)	Region
1	USAID Office of Education	28th March	GI	Islamabad
2	USAID Office of Governance and Stabilization	30th March	GI	Islamabad
3	USAID Office of Energy	30th March	GI	Islamabad
4	USAID OPM	4th April	GI	Islamabad
5	USAID FATA Office	5 th April	GI	Islamabad
6	USAID Health Office	7th April	GI	Islamabad
7	USAID Office of Economic Growth and Agriculture	7th April	GI	Islamabad
8	USAID OFM	4th April	GI	Islamabad
9	Aurat Foundation	3rd April	KI	Islamabad
10	Development Alternatives Incorporated	3rd April	KI	Islamabad
11	National Rural Support Program	3rd April	KI	Islamabad
12	Development Alternatives Incorporated	31 March	GI	Islamabad
13	Development Alternatives Incorporated	31 March	GI	Islamabad
14	Halcrow Pakistan	31 March	GI	Islamabad
15	CIMMYT	31 March	GI	Islamabad
16	International Food Policy Research Institute	31 March	GI	Islamabad
17	Crown Agents	31 March	GI	Islamabad
18	The Pragma Corporation	31 March	GI	Islamabad
19	National Democratic Institute	13th April	KI	Islamabad
20	United States Institute of Peace (USIP)	13th April	KI	Islamabad
21	USDOC (CLDP/ITA/SABIT/FCS)	5th April	GI	Islamabad
22	UNDP	27th March	KI	Islamabad
23	Agha Khan Rural Support Program	29th March	KI	Islamabad
24	Plan Pakistan	6th April	FGD	Islamabad
25	Care International	6th April	FGD	Islamabad
26	Trocaire	7th April	FGD	Islamabad
27	Community Appraisal and Motivation Program	7th April	FGD	Islamabad
28	Free and Fair Election Network (FAFEN)/PATTAN	7th April	FGD	Islamabad
29	Oxfam	24th March	GI	Islamabad
30	Adam Smith International	3rd April	KI	Islamabad
31	Agha Khan Education Foundation	7th April	FGD	Islamabad

TABLE 3: INTERVIEWS CONDUCTED IN PUNJAB

S.No	Organization	Interview Date	Interview type (KI/GI/FGD)	Region
1	USAID Lahore	5th April	KI	Punjab
2	USAID Lahore	6th April	KI	Punjab
3	Chemonics International	6th April	GI	Punjab
4	CNFA	10th April	KI	Punjab
5	The Punjab Commission on the Status of Women	11th April	GI	Punjab
6	The Punjab Commission on the Status of Women	12th April	KI	Punjab
7	Punjab Women Development Department	12th April	KI	Punjab
8	Shirkat Gah	7th April	KI	Punjab
9	Institute of Development and Economic Alternatives (IDEAS)	4th April	KI	Punjab
10	Centre for Economic Research in Pakistan	10th April	KI	Punjab
11	Karvaan Crafts Foundation, Lahore	5th April	GI	Punjab
12	Rahnuma FPAP	4th April	FGD	Punjab
13	Akhuwat Foundation, Lahore	4th April	KI	Punjab
14	Kashf foundation	6th April	KI	Punjab
15	National Commission on Justice and Peace	7th April	KI	Punjab
16	Human Rights Watch	7th April	KI	Punjab
17	South Asia Partnership (SAP-PK)	5th April	KI	Punjab
18	Punjab Rural Support Program	3rd April	FGD	Punjab
19	Digital Rights Foundation	3rd April	KI	Punjab
20	Simorgh	3rd April	KI	Punjab
21	Human Rights Commission of Pakistan	3rd April	KI	Punjab
22	Bargad organization	3rd April	FGD	Punjab
23	Society for the Advancement of Education (SAHE)	3rd April	FGD	Punjab
24	Home Net Pakistan	10th April	KI	Punjab
25	Godh	5th April	FGD	Punjab
26	Bargad organization	6 th April	KI	Punjab
27	Gender Expert	2nd April	KI	Punjab
28	Gender Expert	8th April	KI	Punjab
29	Gender Expert	11th April	KI	Punjab
30	Nestlé	7th April	FGD	Punjab
31	Pepsi	7th April	FGD	Punjab
32	Service Sales Corporation	7th April	FGD	Punjab
33	Lahore Chamber of Commerce	8th April	KI	Punjab

TABLE 4: INTERVIEWS CONDUCTED IN SINDH

Sr. No	Organization	Interview Date	Interview type (KI/GI/FGD)	Region
1	US Consulate, Karachi	4th April	KI	Sindh
2	Deloitte (USAID IP)	4th April	KI	Sindh
3	Chemonics	5th April	GI	Sindh
4	John Hopkins	6th April	GI	Sindh
5	Jphiego	3rd April	GI	Sindh
6	International Relief and Development (Sindh Community Mobilization Team)	5 th April	GI	Sindh
7	PMU (Local Government) (MSDP)	21 st April	KI	Sindh
8	Planning & Development Department	20 th April	KI	Sindh
9	Aurat Foundation	3rd April	KI	Sindh
10	Indus Resource Center	3rd April	FGD	Sindh
11	Thardeep Rural Development Program	3rd April	FGD	Sindh
12	Women Development Foundation Pakistan	3rd April	FGD	Sindh
13	Aahung	4th April	FGD	Sindh
14	Hope	4th April	FGD	Sindh
15	Takhleeq Foundation	4th April	FGD	Sindh
16	Sindh Rural Support Program	6th April	KI	Sindh
17	Sindh Community Foundation (SCF)	5th April	FGD	Sindh
18	Shehri Citizens for a Better Environment	5th April	FGD	Sindh
19	Roots for Equity	5th April	FGD	Sindh
20	SPDC	5th April	FGD	Sindh
21	Organization for Social Development	6th April	KI	Sindh
22	Gender Experts	7th April	KI	Sindh
23	Gender Experts	3rd April	KI	Sindh
24	Gender Experts	3rd April	KI	Sindh

TABLE 5: INTERVIEWS CONDUCTED IN BALOCHISTAN

S.No	Organization	Interview Date	Interview type (KI/GI/FGD)	Region
1	Small & Medium Enterprise Development Authority	18th April	KI	Balochistan
2	Planning and Development Department	18th April	KI	Balochistan
3	Balochistan Women Development Department	18th April	KI	Balochistan
4	Aurat Foundation	11 April	GI	Balochistan

S.No	Organization	Interview Date	Interview type (KI/GI/FGD)	Region
5	Society for Community Strengthening and Promotion of Education, Balochistan (SCSPEB)	12 April	GI	Balochistan
6	Balochistan Rural Support Program	11th April	FGD	Balochistan
7	Water, Environment, and Sanitation Society (WESS)	11th April	FGD	Balochistan
8	Mercy Corps Pakistan	12 th April	KI	Balochistan
9	Center for Peace and Development	12 th April	KI	Balochistan
10	Institute of Development Studies and Practices	13 th April	GI	Balochistan
11	Gender Expert	11th April	KI	Balochistan
12	Gender Expert	11th April	KI	Balochistan

TABLE 6: INTERVIEWS CONDUCTED IN KP/FATA

S.No	Organization	Interview Date	Interview type (KI/GI/FGD)	Region
1	JSI-KFH	5th April	GI	KP/FATA
2	Gender Expert	7th April	KI	KP/FATA
3	Aware Girls	5th April	FGD	KP/FATA
4	Strengthening Participatory Organization	6th April	FGD	KP/FATA
5	Aware Girls	6th April	FGD	KP/FATA
6	Aurat Foundation	6th April	FGD	KP/FATA
7	Khwendo Kor	5th April	FGD	KP/FATA
8	People Empowerment and Consulting Enterprises (PEACE)	5th April	FGD	KP/FATA
9	HAYAT Foundation	5th April	FGD	KP/FATA
10	CRDO	5th April	FGD	KP/FATA
11	CRDO	7th April	FGD	KP/FATA
12	Gender Expert	7th April	KI	KP/FATA
13	Gender Expert	6th April	KI	KP/FATA
14	Member of Provincial Assembly	3 rd May	KI	KP/FATA
15	SDG Unit, Planning and Development Department	4 th May	KI	KP/FATA
16	Department of Social Welfare and women and Development Department	4 th May	KI	KP/FATA
17	Women Empowerment Wing, FATA Secretariat	4 th May	KI	KP/FATA

Annex 5: Data Analysis Plan

CDCS Gender Analysis Framework and Data Analysis Plan

The CDCS Gender Analysis will be analyzed and presented based on the attached diagram. Briefly, the analysis will:

1. Show the **what** of gender equality through statistics
2. Explain **why** the statistics reflect such extreme gender inequality through the gender domains.
3. Describe **how** gender inequalities play-out in development across thematic areas, across strategic approaches, and across the most common development approaches.
4. Identify **which** programming thematic areas, strategies, and approaches have worked to increase gender equality and female empowerment, and identify opportunities.
5. Recommendations for high-level priority areas to increase gender equality and female empowerment through the CDCS, and the most promising thematic areas, strategies, and approaches.

Data Analysis Plan

1. The analysis will present gender disaggregated, macro-level statistics that illustrate the **what** of gender inequality across a variety of socio-economic aspects, including education and literacy, participation and types of participation in the labor force and in governance, asset ownership, and other facets of life in Pakistan for which there are statistics. The analysis will attempt to disaggregate data by province and rural/urban when statistics are available.

Sources: government agency statistics and reports, donor and implementing partner reports, NGO and CSO reports, Gender Gap Index (GGI) and development organizations' reports.

2. Against the backdrop of the gender disaggregated statistics, the analysis will provide a narrative of the cultural context in Pakistan along the lines of the gender domains:
 - Perceptions and beliefs;
 - access to and control over resources;
 - decision-making;
 - time and space; and
 - Laws, policies, and institutions.

Through the lens of these domains, the narrative will illustrate **why** the statistics reflect such significant gender inequality. As the domains describe the very fabric of the culture, they intrinsically intertwined, dependent upon and influencing each other.

Sources: Donor and implementing partner reports, NGO and CSO reports, social research and reporting on Pakistan.

3. With an understanding of the extent of gender inequality and what it looks like in a socio-economic perspective, the analysis will describe **how** the gender domains and gender inequality in Pakistan manifest themselves in development efforts. Across thematic areas, strategies, and the most common development approaches, the analysis will consider the extent to which men and women are participating, leading, and are affected equally and unequally by development.

The analysis will attempt to illustrate, and when possible quantify, how existing development efforts in the various thematic areas, strategies, and approaches are contributing to increasing and/or decreasing gender inequality. This section of the analysis will consider the most pervasive challenges of and hindrances to conducting gender equitable development. The analysis will include activities of government agencies, USAID and its implementing partners, other donors and implementing partners, and the private sector.

Thematic Areas

1. Social services (health and education)
2. Economic growth and agriculture
3. Governance, human rights, and GBV
4. Peace, security, and countering violent extremism
5. Energy and infrastructure

Strategies

1. Women-focused programming
2. Gender inclusive programming
3. Private partnerships (partnerships between government and donors with the private sector to conduct initiatives to increase gender equality and female empowerment)

Approaches

1. Training (for individuals, e.g., farmers, business people, teachers, activists, community members)
2. Capacity building (for people who are part of an organization, such as a government counterpart, CSO, agriculture research institute, energy distribution company, etc.)
3. Grants (to local organizations to conduct targeted development activities)
4. Material resources and equipment (cost sharing for equipment or technology)
5. Program design and implementation (targets, budget, timeframe, m/w staffing, targets, monitoring data collection)

Sources: This area of analysis will consider data gleaned through document review and will triangulate it with data collected through interviews. In addition to the documents already described, interviews will be conducted with USAID Mission staff, USAID and non-USAID Implementing Partners, donors, CSOs and women's organizations, gender specialists, and government staff in selected agencies.

Analysis Approach: The analysis will seek to identify themes and patterns of equality/inequality raised during interviews and in group discussions, and consider how they have been shaped by, and are contributing to shaping, the various gender domains. The analysis will seek to determine who is participating, how, and why. Equally important in this area of analysis is respondents' personal perspectives of why or why not men and women are engaged in and affected differently, and whether and how change is possible. These perspectives may include the interviewees' own cultural biases, the priority of gender equality, and the level of political will held by their organizations. The analysis will seek to identify themes and patterns of responses based on interviewees' sex, professional position and affiliation, age, geography, thematic area of work.

4. Based on the overlay of development and gender domains, the analysis will identify examples of development that has demonstrated success or appears to have potential to positively impact gender equality and female empowerment. The analysis will endeavor to identify gaps and

opportunities for broad areas of programming and strategies that have yet to be addressed. Although empirical evidence on what works is scant, the analysis will bring in such data to support examples whenever possible. To the extent possible, the analysis will describe these examples along the lines of the thematic areas, strategies and approaches previously described.

Sources: Analysis will triangulate data gleaned through document review with data collected through interviews and group discussions (as previously described).

Analysis Approach: This area of analysis will consider frequency and patterns of responses, and will place particular importance on responses from interviews with thought leaders and those who have extensive experience in gender equality and female empowerment.

5. With a full understanding of Pakistan's cultural context and the extent of gender inequality, and the ways in which existing development efforts may be increasing or decreasing gender equality, the analysis will provide recommendations on high-level priority areas and Special DO indicators for **how to** increase gender equality and female empowerment, accompanied by recommendations for thematic areas, strategies, and approaches.

Annex 6: Existing Legislation to Promote Gender Equality

KEY PRO-WOMEN LEGISLATION AT THE FEDERAL AND PROVINCIAL LEVELS (2010-2016)

Sr #	Pro-Women Legislation (2010-2016) – Federal and Provincial Level
1.	The Protection against Harassment of Women at the Workplace Act, 2010.
2.	Criminal Law (Amendment) Act, 2010 (on sexual harassment)
3.	The Acid Control and Acid Crime Prevention Act (Criminal Law Act Second Amendment 2011).
4.	Prevention of Anti-Women Practices (Criminal Law Act Third Amendment), 2011.
5.	The Women in Distress and Detention Fund (Amendment) Act, 2011.
6.	Domestic Violence (Protection and Prevention) Act, 2012.
7.	The Anti-Rape Laws Act, 2015
8.	Child Marriage Restraint (Amendment) Bill, 2014
9.	On 2 nd March 2015, Senate of Pakistan unanimously passed three Private Member's Bills: i. Anti-Honour Killing Laws (Criminal Laws Amendment) Bill, 2014. ii. The Torture, Custodial Death and Custodial Rape (Prevention and Punishment) Bill, 2014.
10.	Fair Representation Women Act, 2015.
11.	The Family Court Amendment Act, 2015.
12.	Pakistan Minorities Rights Commission Act, 2016.
13.	The Hindu Marriage Act, 2016.
Balochistan	
14.	Policy Framework for Gender Equality and Women's Empowerment, endorsed by the Government of Balochistan in May 2013. The Policy states its measures for eliminating violence against women and increasing access to justice which includes preparing a holistic provincial policy for combating violence against women and drafting new legislation on domestic violence.
15.	The Balochistan Domestic Violence (Prevention and Protection) Act, 2014 (Act No. VII of 2014).
16.	The Balochistan Protection Against Harassment of Women at Workplace Act, 2016.
Khyber Pakhtunkhwa	
17.	Provincial Commission on the Status of Women established under NWFP Act XIX, 2009, repealed in 2016 as new law introduced - see number 11.
18.	Child Protection and Welfare Act, 2010.
19.	Enforcement of Women Ownership Rights Act, 2012.
20.	Elimination of Custom of <i>Ghag</i> Act, 2013.

Sr #	Pro-Women Legislation (2010-2016) – Federal and Provincial Level
21.	The Khyber Pakhtunkhwa Senior Citizens Act, 2014.
22.	The Khyber Pakhtunkhwa Bonded Labour System (Abolition) Act, 2015.
23.	Khyber Pakhtunkhwa Protection of Breast-Feeding and Child Nutrition Act, 2015.
24.	Khyber Pakhtunkhwa Commission on the Status of Women Act, 2016.
Punjab	
25.	The Punjab Industrial Relations Act, 2010. The Act regulates the formation of trade unions, regulation and improvement of relations between employers and workmen.
26.	Punjab Protection Against Harassment of Women at the Workplace (Amendment) Act, 2012 (III of 2013).
27.	The Punjab Commission on the Status of Women, 2014.
28.	Punjab Reproductive, Maternal, Neo-natal and Child Health Authority Act, 2014.
29.	The Punjab Free and Compulsory Education Act, 2014.
30.	Punjab Women Empowerment Package, 2014.
31.	The Punjab Fair Representation of Women Act, 2014.
32.	The Punjab Child Marriage Restraint (Amendment) Act, 2015.
33.	The Punjab Disabled Persons (Employment and Rehabilitation) Ordinance (Amendment) Bill, 2015.
34.	The Punjab Social Protection Authority Act, 2015.
35.	Punjab Land Revenue (Amendment) Act, 2015. This Act amends sections 24 and 141 of the Land Revenue (Amendment) Act 2012 ensuring that the litigation is facilitated and conducted without discrimination to women.
36.	The Punjab Maternity Benefits (Amendment) Bill, 2015.
37.	The Punjabi Muslim Family Laws (Amendment) Act, 2015.
38.	The Punjab Family Courts Act, 2015.
39.	The Punjab Protection of Women Against Violence Act (Act XVI), 2016.
40.	Punjab Women Empowerment Package, 2016.
Sindh	
41.	Protection Against Harassment of Women at Workplace Act, 2010.
42.	Sindh Protection of Human Rights Act, 2011.
43.	Domestic Violence (Prevention and Protection) Bill, 2013.
44.	Child Marriages Restraint Act (Amended), 2013.

Sr #	Pro-Women Legislation (2010-2016) – Federal and Provincial Level
45.	Establishment of Sindh Minorities' Rights Commission, 2015. At least 33% of Commission members will be women belonging to all ethnic and religious groups from non-Muslim communities.
46.	The Sindh Commission on the Status of Women Act, 2015. Sindh Act No. XX of 2015.
47.	The Sindh Local Government (Amendment) Act, 2015.
48.	The Criminal Law (Protection of Minorities) Bill, 2015.
49.	Sindh Abolition of Dowry Act, 2016.
50.	Sindh Acid Control and Acid Crimes Prevention Act, 2016.
Islamabad Capital Territory (ICT)	
51.	The Domestic Violence (Protection and Prevention) Act, 2012 ²⁶⁹ is only applicable in the Islamabad Capital Territory, passed by the Senate on 20th February 2012.

²⁶⁹ The bill is available at <http://www.af.org.pk/Important%20Courts'%20judgement/Women%20protection%20against%20domestic%20violence%20bil%2013pages.pdf>.

Annex 7: Gender Baseline Assessment Recommendations²⁷⁰

The summary below consists both of recommendations given directly by research participants and of recommendations emerging from analysis of the assessment's overall findings.

- ***Establishing an enabling environment for gender integration within USAID/Pakistan:***
 - **Increase Mission leadership's promotion of gender equality and gender integration.** Many Mission staff believe that Mission leadership should “step it up” when it comes to gender integration. Leading a discussion of gender considerations at portfolio reviews is one place to start.
 - Provide recognition of and incentives for staff to apply effective gender integration.
- ***Institutionalizing gender policies:***
 - **Create lines of accountability within offices by putting gender integration in job descriptions and performance evaluations.** This category includes actions to define how gender should be addressed and how gender considerations can add value to programs in each sector. All staff should be able to understand the roles and responsibilities of the leadership, gender advisor, technical offices, and other actors involved with gender processes.
 - **Create mechanisms for routine, sustainable coordination among technical offices, program design teams, and OAA.** For example, AORs/CORs should be required to take ADS 205 training and take regular refresher workshops on working with implementing partners to ensure compliance with USAID gender policies, including the requirement for sex-disaggregated data.
 - **Clarify and strengthen the role of the Gender Integration Committee.** As a recently created gender resource, the GIC is still trying to find its place at the Mission. The leadership should make it a priority to define the GIC's role and responsibilities and communicate them clearly.
- ***Strengthening gender-related capacity building, expertise, and learning:***
 - **Provide sector-specific, learning-by-doing gender training.** Office directors should support the identification or development of appropriate training and make participation mandatory for all staff involved in program design or oversight in a given sector. Trainers should be required to customize the training to emphasize participants' actual workflows, priorities, and projects.
 - **Increase awareness of existing gender policies and resources.** Mission leadership should begin to remedy reported low knowledge of many USG gender policies and resources by creating regular slots in staff meetings to highlight policies such as the GBV strategy and examples of program excellence from other missions or stakeholders in Pakistan. “Gender champions” should be given formal opportunities to orient colleagues to the resources and practices they find helpful.
 - **Provide opportunities for informal learning.** Many pointed out the need for informal sharing of good practices on gender integration. The Mission should provide such

²⁷⁰ Taken verbatim from Management Systems International. *USAID Pakistan Gender Baseline Assessment 2016*. Report. 2016.

opportunities through inviting internal and external guest speakers, supporting field visits for its staff, and encouraging informal exchanges on gender issues among colleagues within and between offices.

- **Strengthen the roles and capacities of the Mission gender advisor and office gender POCs.** Staff rely on the Mission gender advisor as their main gender resource. This position should be held by a senior individual who will have enough personal and professional experience and expertise to move the “gender agenda” forward. Gender POCs need more capacity building so that they can fulfill their role, especially in the absence of a gender advisor. Clear guidance should be developed and widely communicated to outline the roles and responsibilities of people holding each role.
- ***Engaging with implementing partners and stakeholders on gender:***
 - **Move beyond encouraging gender balance in training and staffing when collaborating with the GOP.** The Mission should develop a strategy to progressively increase emphasis on gender equality and women’s and girls’ empowerment in GOP communication strategies and award agreements, in addition to supporting technical assistance and advocacy efforts, especially on GBV issues.
 - **Improve interactions and dialogues among USAID, its implementing partners, and other stakeholders.** Sharing information, good practices, and lessons learned should be a two-way process between USAID and its IPs. Each side has different knowledge and experience to offer and to learn from. USAID should start or join sector-specific gender working groups with the IPs and other stakeholders.
 - **Take into consideration local norms and culture when working with beneficiaries and communities.** Following the Gender MO and other good practice guidelines to engage and consult stakeholders, including gender equality and women’s rights advocates, when developing programs is one way to address USAID’s identified lack of “cultural sensitivity.” Program design leaders should ensure not only that gender analysis gets planned, researched, and used, but also that it disaggregates analysis to take into account community or province-specific norms, as well as considerations of ethnicity and disability, which are all major deficits identified by the document review. Understanding local gender norms and the ways local stakeholders stretch, contest, and maintain them can be a step to supporting effective change in many “non-gender” program areas as well, because such norms affect almost every aspect of people’s daily lives.
- ***Good practices in programming:***
 - **Go beyond women’s participation objectives to support women’s decision-making and leadership roles.** More efforts should be made to promote women’s participation in positions where their voices count—as students, interns, teachers, and in the labor market (vocational training and non-traditional fields). Programming aimed at increasing women’s participation in the labor force would benefit from a labor market analysis to determine promising opportunities and entry points.
 - **Support gender-sensitive work environments.** Many USAID staff see the challenges and opportunities for gender integration and emphasis on progress toward gender equality in programs as an extension of their work environments. Leadership should actively address issues such as inequality in pay; gender inequality in senior decision-making positions; sexual harassment in the workplace; and cultural appreciation, respect, and equal treatment of all

employees. The same approaches should be applied to and expected from the IPs, many of which are reportedly already implementing measures to support gender-sensitive work environments.

- **Increase efforts to engage men in gender advocacy.** As assessment findings underscore, gender is not only about women and girls; it also involves men and transgender people. To maximize the impact of gender integration efforts, it is crucial that men are included in the process. As one staff member stated: “We are trying to empower women but [are] not teaching men about it. There is always a majority of women in gender-related meetings/discussions. We need to involve men as well.” This approach should trickle down to the project level.

Annex 8: Nationwide Gender Sector Assessment for EGA Recommendations²⁷¹

Given that USAID EGA main goal is to support activities and actions that stimulate broad-based economic growth with focus on gender equity and reduction of poverty, this framework defines the direction that its gender strategy for the future should focus on and support.

Address poverty as the root of the problem. Making poverty and its alleviation as the basis of the economic development programs and making gender equity the focus will lead to action that will automatically pinpoint home based workers (women) and the poorest agricultural workers (women) as target groups. This will impact the type of approach. Instead of saying “let us build more private sector businesses and agribusinesses”, we will say “develop interventions that will help the poorest (women) to increase their incomes and thus, improve their economic status”. We will still develop the private sector and support business development, but the beneficiaries will be a different group – a group that is most in need of support.

Use social safety net and stipends as an entry point. The concept of safety nets is very valuable in a society where social security is not provided by the government and where families have to look after the elderly and their many children. The concept is understood and appreciated by the general populace, both men and women, and has proven to be very beneficial to poor women. Interestingly the monthly payments through BISP are seen as ‘freedom’ from the control of men, by many of the women who receive it. Stipends, internships and safety net supports as the means of helping women to transition from mundane lives and theoretical education to remunerative work and experience (that leads to jobs and professional practices) could be a very good entry point for the EGA in its future programming.

Focus on growth by supporting greater economic opportunities for women in rural and urban areas of Pakistan. Currently the gender gap between men and women is wide. It can only be reduced by putting greater emphasis and resources toward supporting economic activities especially employment and business with a focus on rural and urban women. The framework based on its findings has identified a number of successful strategies that have generated greater opportunities for women in employment, business and trade, building on those specific recommendations made in this section, focuses on programs and projects that will lead to the reduction of the gap between the economic status of men and women.

²⁷¹ Taken verbatim from AASA Consulting, *Nation Wide Gender Sector Assessment for the Office of Economic Growth and Agriculture (EGA)*. Report. Islamabad, 2015.

Annex 9: Energy Sector Project Appraisal Document (PAD) Gender Analysis Recommendations²⁷²

Pakistan is a patriarchal society in which women, under the weight of culture and tradition, are systemically subordinated to men in almost every sphere of life. Among the 136 countries examined in the World Economic Forum's 2014 Global Gender Gap Report, Pakistan ranks 64th in terms of women's political empowerment, 124th in terms of women's health and survival, 129th in terms of women's educational attainment, and 135th in terms of women's economic participation and opportunity. In this context it is not surprising that women are underrepresented among the ranks of energy sector professionals and the women's needs are not differentiated from men's needs in electricity service delivery. A complete gender analysis can be found at Annex F.

The Project will undertake a number of activities that will both improve the status of women in the energy sector and enhance prospects that improvements in the sector will improve women's lives to include increased education opportunities, increased employment in the energy sector, increased awareness of gender issues and creation of positive policies and practices. Illustratively the Project will:

- Build on and seek to institutionalize the gender equality training being offered and other activities supported at DISCOs under the current portfolio. (See Annex F Gender Analysis.)
- Through its B2B activities, give special consideration to businesses that employ large percentages of women, such as textile and pharmaceutical manufacturers.
- Explore opportunities for creating linkages between its construction activities and the Education Office's CAS Project. For instance, the Energy Office, with the assistance of FATA/KP, could take advantage of CAS's relationships with the National University for Science and Technology (NUST), Islamabad, and the University of Engineering & Technology (UETP), Peshawar, to:
 - Facilitate internships at construction sites or in planning offices for female engineers and other technical specialists receiving scholarships under the program.
 - Encourage research that will inform policies and practices to improve the status of women in the energy sector as well as increase the understanding of how gender affects energy use and sector decision-making. This could include studies that examine: how power plant construction affects men and women differently; the value and the relevance of gender-sensitive planning and budgeting; the relationship at the retail level between energy use and gender-differentiated household decision-making; the impact of the continued use of biomass on women's lives and on the environment; and so forth.
 - Encourage courses that promote stakeholder engagement and gender-sensitive planning for large infrastructure installations.
- Explore the possibility of including a gender function in any models created for integrated energy planning and budgeting.
- Work with DISCOs and universities to better understand gender differences in energy decision-making at the household level and to help the DISCOs take those differences into account in its technical decision-making, market planning, and customer service.
- Support NGOs and CSOs that address gender issues in the energy sector.

²⁷² Taken verbatim from USAID/Pakistan Energy Sector Project Appraisal Document, 2015.

Annex 10: Principles for Programming to Prevent GBV



Source: Michau, Lori, Jessica Horn, Amy Bank, Mallika Dutt, and Cathy Zimmerman, 2015.1673

Annex I I: Stabilization DO Gender Analysis Recommendations²⁷³

LESSONS

Lesson 1: “Prevention is essential and more effective than the mitigation of active drivers of violent extremism and insurgency.”²⁷⁴ The story of Swat women’s support of Fazlullah (the leader of the militants in Swat) provides an example. Fazlullah very successfully appealed to women’s sense of injustice by talking about gender issues – inheritance, domestic violence and so forth. Had Pashtun mothers’ powerful control over their sons been better understood, and had these women’s viewpoints been taken into account and catered to as part of a serious gender analysis, one could speculate on the basis of the subsequent rejection of the Taliban, that the organization would have found Swat much less hospitable. If Fazlullah could succeed in convincing women to give up their gold and their sons to support what they believed would bring gender equality and women’s rights, surely the government and donors, with the abundance of resources, can compete.

Lesson 2: The lack of a gender-responsive conflict-sensitive analysis or a conflict-sensitive gender analysis²⁷⁵ as part and parcel of project design and implementation in conflict and crisis-affected contexts is a dangerous flaw. The analysis should be undertaken through ongoing informal ‘pulse-taking’ methods and through more formalized data collection and processing. Women and girls in particular (but not exclusively) have been targeted systematically through intimidation tactics, rape, murder, bombings and so forth during the height of the Taliban take-over and currently.

Lesson 3: Crises (whether initiated by conflict or natural disasters), while taking a terrible toll on citizens, can offer opportunities that can be utilized for positive gain, particularly in the interests of gender equality and women’s empowerment. However, these openings can close quickly. This is consistent with lessons learned in other conflict-affected contexts. A consistent theme among those interviewed was the view that the displacement of people to new locations, whether in host communities or camps, provides an opportunity for all individuals to be exposed to ways of life and to individuals whom they would never have encountered otherwise. There is a perception that this exposure has been a catalyst for stimulating demand for information and services (including girls’ education) and has offered CSOs entry points that were previously unavailable. Demand is coming from men, women, and youth alike. There are entry points for engaging on gender, but that must be coupled with the will to engage that is also sensitive to local protocols. Particular norms for engagement include: gaining access to females by following traditional rules (go through the male, ensure he is aware of and supportive of females’ involvement, respect his role to safeguard his family including the females in his family), use influential women from the community (malik and mullah wives, doctors, health workers, teachers) to gain access to females and to assemble groups of females, recognize that relationship-building is everything, and a multifaceted network with its ear to the ground is essential. The approval and use of influential male figures (malik, mullah, masharan) to give the imprimatur is essential to engagement.

Lesson 4: Media and communications are central to development responses to counter the drivers of violent extremism and insurgency.²⁷⁶ Take a page out of the Taliban strategy manual: use radio broadcasts but also songs. Village teachers and the child protection staff mentioned that when asked to recite a poem, young children and adolescents often recited a Taliban song, because that is what they

²⁷³ Taken verbatim from Management Systems International. USAID Pakistan Gender Analysis & Assessment Of Stabilization Programming. Report. Islamabad, 2012.

²⁷⁴ USAID, (2011) The Development Response to Violent Extremism and Insurgency Policy. Washington, DC: USAID.

²⁷⁵ See Annex 7 for an explanation of what the team sees as the difference between ‘gender-responsive conflict-sensitive analysis’ and ‘conflict-sensitive gender analysis.’

²⁷⁶ USAID. (2011) The Development Response to Violent Extremism and Insurgency Policy. Washington, DC: USAID.

had heard again repeatedly in bazaars and on public transport; audio cassettes of these songs were freely available.

Lesson 5: Internationally, CSOs, especially women's organizations, have been essential for and instrumental in advocating for human rights (including women's rights) and in peace-building efforts. This is the case in Pakistan nationally and in KP and FATA. However, in KP and FATA, a concern was voiced repeatedly about the effects of the infusion of donor assistance with a heavy emphasis on the use of CSO actors in service delivery under the stabilization agenda and as part of humanitarian response on the CSO landscape. For example, in both the competition for stabilization funding and in the pressure to respond to emergency needs, there may be a homogenizing factor that affects the richness, variety and depth of the CSO landscape with their roles as watchdogs (monitoring the political process and exposing gaps between rhetoric and reality) and advocates (as the voice of the poor and marginalized) against suffering. These roles are needed for applying upward and downward pressure to respond to the more sensitive issues, including gender and human rights.

Lesson 6: Women engage in conflict in various ways, both voluntarily and involuntarily, and along the spectrum from peaceful to violent purposes.

Lesson 7: Political drivers are also responsive to development assistance.²⁷⁷

Lesson 8: Cultural drivers should not be ignored.²⁷⁸ Words matter. Signs, symbols and actions matter.

Lesson 9: Sometimes degrees of separation are critical to success. The perception of Pakistani government bodies or CSOs as being patsies for the U.S. or other Western interests can and has jeopardized programming successes. Arms-length and behind the scenes engagement are effective tools.

Lesson 10: Blanket statements about gender and women in KP and FATA are best avoided—they mask diversity and the wide range of smaller and larger localized changes that signal movement and opportunities. Use of inclusive terms such as 'community,' 'consensus,' 'women,' 'youth,' and so forth when inclusion is not the reality unintentionally distorts the knowledge about the levels of participation and engagement.

Lesson 11: Progressive engagement (setting expectation and progressively rewarding good behavior and being ready and willing to withdraw rewards for poor behavior), leading by example and fostering positive competition are three effective and powerful strategies for change.

RECOMMENDATIONS

Strategic Recommendation

Recommendation 1: Prioritize gender equality in programming.

Because gender equality greatly increases the likelihood of long-term peace, economic growth, and democratization,²⁷⁹ USAID/Pakistan should prioritize gender equality with the GOP. A commitment to addressing gender - even in the most difficult and constrained contexts - in a serious and strategic manner across the humanitarian-development assistance spectrum is essential.

²⁷⁷ Ibid.

²⁷⁸ Ibid.

²⁷⁹ Coleman, Isobel. (2004) The Payoff from Women's Rights. Foreign Affairs Journal 80. Washington, DC.

Recommendation 2: Provide specific knowledge and focused attention to gender in conflict/crisis situations.

Acknowledge that gender and conflict/crisis (including women, peace and security) is a special sub-set of gender and development and requires specific knowledge and focused attention to provide.

Recommendation 3: Establish USAID/Pakistan as a thought leader in gender and development.

Take concrete steps to enhance USAID/Pakistan's position as a leader/thought leader in gender and development in general and gender and conflict specifically through an articulated action plan (bearing in mind that some of this work may need to be done behind the scenes rather than overtly). Possible opportunities are discussed in Annex 12: 'USAID as a Thought Leader.'

Recommendation 4: Implement the USAID/Pakistan response to the U.S. National Action Plan on Women, Peace and Security.

As a matter of urgency, operationalize the USAID/Pakistan response to the U.S. National Action Plan on Women, Peace and Security, including considering the use the NAP-WPS 'Checklist of Questions' (found in Annex 7: 'Instruments-Descriptions and Templates') to inform directions and to help 'socialize' implementing partners to the response. Ensure that a core set of those actions underpins each project/program so that there is some emerging consistency of expectations and treatment of gender in a conflict/crisis-affected context. The FATA Secretariat's Women Empowerment Wing and PDMA/PaRRSA's Women's Desk are two obvious points of entry.

Recommendation 5: Incorporate gender-related key issue areas into all KP and FATA programming.

Ensure that all programming for KP and FATA is, at a minimum, designated as one of the following key issue areas: 'Women-Secondary', gender-based violence, or Women, Peace and Security.

Recommendation 6: Facilitate collaboration.

Create and finance opportunities for USAID, GOP, implementing partners (of USAID and others), and knowledgeable individuals and organizations to share experience and collaborate, including:

- Support for UN Women to continue their strategic work in KP and FATA
- Assistance to formalize the International Network for Gender and Development (INGAD) at the national level and to replicate it at the sub-national level (building on UN Women's work at the subnational level)
- Expectations and parameters for collaboration and synergies between implementing partners specified in contracts
- Expectations included in contracts for creating a 'virtuous circle.' A virtuous circle ensures that the organizational capacity (functions, systems, structures and gender integration) of large and localized/indigenous CSOs is built and that innovation generated at the grass-roots level is captured and taken to scale in a thoughtful manner. For example, the FATA Child Health Project could incorporate birth and CNIC registration (learning from the CPP, BISP and CDCP experiences) and incorporate GBV and mental health issues awareness and referral mechanisms among LHWs and at Child Health Days. The University of Peshawar Women's Studies Center

(which has had some initial capacity building under a previous USAID project²⁸⁰ and will eventually benefit from capacity building under the GEP)²⁸¹ could be used to identify and carry out development research focused on gender and conflict that draws local, indigenous CSOs into the research process and communicates the results of such research to the government in an effective manner.

- Expectations included in contracts that programs work to identify and create ‘multiplier effects’ and intentionally and thoughtfully incorporate these into designs and during implementation as new opportunities arise.

Programmatic Recommendations

Recommendation 7: Identify and exploit openings for empowerment at the local level.

Recognize that norms are changing and exploit the openings at the local level to the greatest extent possible with the clear intention of empowering women, girls, men and boys and contributing to peace-building. Achieving these aims means that conscious efforts must be made to tap into possibilities. For example, move beyond the old ‘3M’s’ (Military, *Mullahs*, and *Maliks*) to a new set of ‘3M’s’: *Masharan*,²⁸² Mothers and Mobilizers and undertake research to understand the culture and individuals of the targeted contexts. There is also great potential to tap into BISP and CDCP recipients to exploit the base that has been established and produce multiplier effects at the individual and community levels.

Recommendation 8: Expand the basic building blocks of democracy and female empowerment by supporting the National Database Registration Authority (NADRA) to plan strategically and practically.

Obvious areas for focus are ensuring that all eligible women (young and older) obtain a CNIC and that all marriages as well as births and deaths (particularly for children) are registered and necessary certificates issued.

Recommendation 9: Avoid harm when discontinuing programs.

Make sure that decisions to discontinue programs are informed by a gender-responsive conflict sensitivity analysis to avoid/minimize undue harm to communities and individuals and ensure that design and implementation include plausible and adequate sustainability and exit strategies.

Recommendation 10: Work with PDMA/PaRRSA to progress a forward-looking programming approach within the IDP camps.

Co-location and accessibility of women, men, girls and boys can be exploited in a positive manner to build skills and knowledge that will benefit people when they return to their home villages.

Recommendation 11: Invest in youth.

As a matter of priority, invest in and engage with female and male youth in a strategic and practical manner (especially in light of the upcoming USAID Youth Policy), including through the use of social

²⁸⁰ The project was discontinued because of lack of performance and, possibly, issues with monitoring performance.

²⁸¹ Information shared by the Aurat Foundation.

²⁸² *Mullah* is the title now given to a variety of religious leaders, including teachers in religious schools, scholars of canon law, leaders of prayer in mosques (*imams*), and reciters of the *Qur'an* (*qurra*). The word can also refer to the entire class that upholds the traditional interpretation of Islam.” *Malik* is a term used for a tribal male representative. *Mashar/Masharan* (singular/plural) is a Pashtun word that means respected elder male or female of the community.

media and by building on successful socio-cultural initiatives (USAID/OTI, UNDP Peace and Development Program and Aman Etihad).

Management Recommendations

Recommendation 12: Use the Gender Integration Compliance Checklist.

Use the Gender Integration Compliance Checklist (based on the ADS Gender Integration Matrix) as a compliance-monitoring tool for USAID/Pakistan internally as well as with implementing partners and designate responsibilities for monitoring compliance. This means ensuring that all future programming follows the mandatory requirements for the treatment of gender (see Annex 7: 'Instruments Utilized-Gender Integration Compliance Checklist') and that all existing contractual documentation is reviewed and amended as required to incorporate the mandatory expectations regarding the treatment of gender and conflict including, at a minimum: adjusting PMPs to include sex, age, ethnicity, and language disaggregated data and specific gender-sensitive indicators, articulating a gender and conflict/crisis strategy, gender-responsive conflict sensitivity analyses and gender reporting expectations.

Recommendation 13: Make better use of USAID/OTI data.

Enhance USAID/OTI's data treatment and the USAID/OTI database. Improvements will enable more accurate analysis of activities with a specific gender dimension. Analyses can be used as the basis for more refined programming.

Recommendation 14: Exercise caution in applying branding and marking.

Be very discriminating in decisions about and the application of branding and marking based on a thorough "do no harm" analysis. U.S. Government initiatives are being targeted and local CSOs are being harmed through branding and marking missteps.

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