

GENDER EQUALITY

IN PUBLIC ADMINISTRATION

PAKISTAN CASE STUDY

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LIST OF ACRONYMS AND ABBREVIATIONS

APUG	All Pakistan unified grades
BISP	Benazir Income Support Programme
BPS	Basic pay scale
CAF	Civil Armed Forces
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CNIC	Computerized national identity card
CSA	Civil Services Academy
CSS	Central Superior Services
ECOSOC	(United Nations) Economic and Social Council
EOL	Extraordinary leave
FGD	Focus group discussion
FPSC	Federal Public Service Commission
FUG	Federal unified grades
GEPA	Gender equality in public administration
GPI	Gender parity index
GRAP	Gender Reform Action Plan
HEC	Higher Education Commission
KP	Khyber Pakhtunkhwa
LUMS	Lahore University of Management Sciences
MoHR	Ministry of Human Rights
MoPDR	Ministry of Planning, Development and Reform
MoWD	Ministry of Women Development
NCGR	National Commission on Governance Reform
NCSW	National Commission on the Status of Women
NER	Net enrolment ratio
NSPP	National School of Public Policy
OECD	Organisation for Economic Cooperation and Development
OMG	Office Management Group
PAS	Pakistan Administrative Service
PSCA	Punjab Safe Cities Authority
SDG	Sustainable Development Goal
SG	Secretariat Group
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Programme

EXECUTIVE SUMMARY

The United Nations Development Programme (UNDP) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) have recognized the utility and effectiveness of the UN system 'delivering as one'. By effectively leveraging mandates and capacities, UNDP and UN Women are together prepared to support efforts to accelerate progress towards women's full and effective participation and equal opportunities for leadership at all levels of decision-making in public institutions, a prerequisite for sustainable development.

Since 2011, UNDP's Gender Equality in Public Administration (GEPA) global initiative has conducted 15 in-depth country case studies on GEPA. The Pakistan case study is one of two countries to have been conducted using a new methodology developed in collaboration with the Organisation for Economic Cooperation and Development (OECD).

The Pakistan case study on GEPA explores the development of women's representation and access to decision-making roles in the civil service. The case study then surveys women in the public administration to explore their perception of barriers and opportunities to identify insights into discrepancies between policy and implementation. The study additionally proposes targeted policy and programmatic interventions to address the key challenges to increasing women's participation and leadership in public administration. The purpose is to support the

Government of Pakistan, with the support of UN Women, UNDP and other development partners, to develop evidence-based programming to address barriers to gender equality in the public administration.

The GEPA case study is particularly important and relevant to the Government of Pakistan's commitment to deliver on the Sustainable Development Goals (SDGs) because of the sheer size of the public sector and the perception of public institutions as potential entry points to the labour market for women. The public sector is the largest in terms of wage employment in Pakistan. Any policy measure directed towards improving women's participation and leadership in public administration will therefore not only have a sizeable impact on the public sector but also on the labour force as a whole and on women's economic empowerment.

The baseline for gender equality in the labour force leaves significant room for improvement. Indeed, while women's labour force participation in Pakistan has increased by more than 50 percent in the past 15 years, only one out of every five women participates in the labour force. However, one interesting development is that Pakistan has reached parity between women and men at the tertiary education level which is very relevant to this study given admission to the civil service requires a bachelor's degree.

The study particularly focuses on women

within the Cadre Services of Pakistan which include the All Pakistan Unified Grades (APUG) and the Federal Unified Grades (FUG). These are considered entry points for reaching decision-making positions in the civil service. The findings and analysis are focused at the federal level only since the 18th Amendment of the Constitution on the devolution of several federal ministries to the provinces would have required an in-depth analysis of each federating unit.

At the time the study was undertaken, women constituted 44.5 percent of total recruitment done into the Cadre Services of Pakistan for 2016/2017. Appointment to the Cadre Services is based on merit and a reservation quota of 10 percent for women. The share of female recruitment through the Central Superior Services (CSS) examination has more than doubled from 9 percent in 2000 to 20 percent in 2007 when the 10 percent quota was introduced. In the past eight years, this has again more than doubled to 44.5 percent.

However, the study revealed that while promotions are based on years in service, gender stereotyping and social norms come into play at the time of postings for the civil servants with the concentration of women civil servants being at entry level. This is a key finding of the study.

In addition to the mandated quota to support women's entrance into the civil service, the combination of basic provisions in the Constitution, ratification of the Beijing Platform for Action and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and Pakistan's commitment to the SDGs provides a platform of policy foundations for promoting gender equality and women's full participation in all spheres of national life. These principles and policies are also reflected in the principles of policy of the Federal Public Service Commission (FPSC), the entity tasked to examine and select the cadre bureaucrats for different government agencies, which allow for affirmative action under Article 34. Specific policies which take into account women's

social constraints include the wedlock policy which allows husbands and wives to request postings in the same duty station, the rotation policy which allows women officers to opt for an exemption in order to stay close to their families, and policies for unmarried women, giving them the option to request postings in the city where their parents are residing.

The challenges that women in Pakistan face are entrenched societal attitudes relating to women despite international obligations and constitutional provisions.

A second key finding of the GEPA review is, therefore, that designing and implementing policies for increasing women's access to decision-making positions in the Pakistan public administration require a multi-faceted approach looking at the socioeconomic realities of women's lives.

It is within this context that the report makes the following recommendations:

Recommendation 1: Systematic, real-time, reporting on women's representation at all decision-making levels of the civil service

Pakistan would benefit from institutionalizing the monitoring and reporting of women's participation and access to decision-making in the civil services across all ministries and departments through the development of a better tracking system to be used nationally and sub-nationally. This will ensure sustainability and national ownership in the monitoring of data and, hence, the monitoring of progress and the evidence-base for policy decisions at national and local levels of government.

Recommendation 2: Strengthen key government institutions through capacity building

With support from UNDP, UN Women and partners, key government institutions at national and local levels have an opportunity to further develop their capacity to ensure gender mainstreaming within all government

agencies. This would include the formulation and execution of gender-responsive budgets across the Government of Pakistan.

Recommendation 3: Institutional coordination for monitoring of policy measures

In the current situation when the Ministry of Women Development (MoWD) has been dissolved, coordination between two key actors, the Ministry of Planning, Development and Reform (MoPDR) and the Ministry of Human Rights (MoHR), could be strengthened with a view to monitoring and promoting

progress on women's empowerment per the Vision 2025 and commitments under international conventions that Pakistan is signatory to.

Recommendation 4: Networking and South-South engagement

There is space to build a more supportive environment for women in the civil service by facilitating women's networks within public service and promoting South-South engagement that promotes the application of lessons from other countries, adapted to the Pakistani context.



INTRODUCTION

01

INTRODUCTION

An engendered development model for countries has been an accepted principle, reiterated in the 2030 Agenda for the SDGs.

On 25 September 2015, the 194 countries of the UN General Assembly adopted the 2030 Development Agenda titled Transforming our world: the 2030 Agenda for Sustainable Development. The 2030 Agenda is encapsulated under the 17 SDGs which cover a range of themes, from poverty reduction to inclusion, from decent work to climate action. Pakistan became the first country in the world to adopt the 2030 Agenda as its national agenda through a National Assembly Resolution (No. 113) on 19 February 2016. With the Vision 2025 having already incorporated the SDGs framework, the MoPDR and the UNDP signed a framework agreement under a National Initiative for SDGs, which aims to develop mechanisms for achieving the SDGs as per the respective priorities of the federal and provincial governments and in collaboration with the private sector, civil society and academia.

Specific to women's participation in public administration, the SDGs have reiterated the need to pursue equal participation and leadership between women and men in public life. This need is best captured in Goal 5 and Goal 16 through Target 5.5 on ensuring women's full and effective participation and leadership in public life and Target 16.7 on ensuring responsive, inclusive and participatory public institutions. As the

central instrument through which national policies and programmes are implemented, an accountable and inclusive public administration is, therefore, an essential accelerator for human development overall. The SDGs framework promotes putting women at the centre of development as an accelerator for overall human development. Hence, it acknowledges that expanding choices for women will expand choices for all, not just a few, and allowing to build and sustain peace through just and inclusive governance of our societies.

In 2011, UNDP undertook a research and policy development initiative globally and launched a report on GEPA in 2014, which was based on 13 country case studies to analyse the situation of women in decision-making in public administration, to identify challenges that contribute to on-going gaps in gender parity, even when laws and policies have already been developed and to propose recommendations to address these gaps. The two stated priorities of the GEPA initiative are to: (i) support women's empowerment and expanded participation and leadership in the executive branch of the state; and (ii) contribute to the availability of up-to-date information on GEPA and of evidence and analysis to facilitate informed policy and decision-making.

Prior to the launch of the GEPA initiative, UNDP Pakistan in 2007 undertook a research on achieving gender equality in public offices

TABLE 1: SDGS AND WOMEN IN POLICY DECISION-MAKING IN PUBLIC LIFE

Goal 5: Achieve gender equality and empower all women and girls	Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice to justice for all and build effective, accountable and inclusive institutions at all levels
Target 5.5: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life	Target 16.7: Ensure responsive, inclusive, participatory and representative decision-making at all levels.
Indicator 5.5.2: Proportion of women in managerial positions	Indicator 16.7.1: Proportions of positions (by sex, age, persons with disabilities and population groups) in public institutions (national and local legislatures, public service, and judiciary) compared to national distributions

in Pakistan to understand the quota system in parliament and in public administration. The report analyses quotas from the following three viewpoints:

1. Quotas as a catalyst – does improving the presence of women in public offices lead to different outcomes in terms of policy, implementation and evaluation?
2. Quotas in context – what socioeconomic, political and cultural environment is needed in order for quotas to be effective?
3. Quotas as part of a bundle of policy initiatives needed towards furthering gender equality in public offices.

According to a UNDP report (2007), the percentage of women in administrative and managerial roles in Pakistan in 1998 was 8 percent and increased only to 8.7 percent in 2002. This contributed to alerting the Government of Pakistan to introduce a quota¹ as a strategy for addressing the regional disparities of women's representation in public life. This was done based on the logic that increased representation of women through quotas will have direct and tangible outcomes which will be good for the political system and democratic dispensation, in general. The data given in Mahbub ul Haq's report (2016) does not seem to support this:

"imbalance in [the] judiciary is not isolated as it persists in the bureaucracy as well. Civil service representation is sharply contrasted to women's improved participation in politics since it seems to have declined over time. There are 4.5 percent women in the civil service in 2016, which has declined from 5.4 percent and 4.9 percent in 1993 and 2006, respectively". However, it is important to note that a point of departure for the current research is that it is focused on leadership and is therefore looking at those officers inducted through the CSS competitive examination.

While UNDP Pakistan's report in 2007 was addressing the critical issue of gender equality in public life in Pakistan, this report is specific to GEPA in Pakistan.

The more specific objectives of this report were to:

- a) Identify challenges and opportunities within the civil services of Pakistan for women's leadership in public administration/institutions;
- b) Articulate and contextualize the phenomena/challenges that contribute to representational gaps for women in the public administrations; and
- c) Recommend targeted policy reform measures and linked programmatic interventions that address the key challenges, in Pakistan's civil service.

¹ Please see Annexe D for notification on the ten percent quota introduced by the Government of Pakistan.

Hence, to do so the report at hand is framed within the overarching Agenda 2030, forms part of the UNDP GEPA initiative and builds on the work done in 2007 by UNDP in Pakistan.

1.1 APPROACH AND METHODOLOGY

1.1.1 Approach

The link between access to power structures, role in decision-making and achieving a gender balance between women and men was first made emphatically and from a large platform, in Beijing in 1995. UNDP's target of a minimum of 30 percent of women in leadership positions originates from the United Nations Economic and Social Council (ECOSOC) which was advocated for in 1990, and later endorsed in the Beijing Platform for Action in 1995. The need for GEPA is one connection of the same link.

The target of a minimum of 30 percent of women in leadership positions by 1995 and 50 percent by 2000, originally endorsed by the United Nations ECOSOC in 1990 and reaffirmed in the Beijing Platform for Action in 1995 applies equally to public administration as it does to politics. UNDP's work aligns with achieving participation of equal numbers of women and men in governmental bodies, as well as public administration.

Gender diversity in decision-making contributes to improved trust in public institutions and favours more informed and inclusive policy-making. Not only does it ensure that women have a voice in shaping public policy, it also maximizes the use of talent in the economy, which is critical to achieving inclusive growth and to bolstering national competitiveness. For instance, in wage employment, the public sector,² under which public administration falls, remains the largest employer in Pakistan (Pakistan Labour Force Participation Survey 2014–15). GEPA can, therefore, contribute to generating a more equitable and sustainable economy as well as building inclusive institutions and policies in Pakistan.

Hence, the study analyses the policies, their implementation, and women's level of participation and understanding, thereby contextualizing how gender is 'relational, contested and always political'. In Pakistan, this is all the more relevant to contextualize the gaps and barriers since there are two distinct and often contending sets of narratives on women's role in society. For example, in the early years, religion was used to make a case for the advancement of women's roles in the public sphere. Later, this was subverted by using the narratives by Maududi and Islahi, the founders of Jamat-e-Islami (Islamist political party) whose ideas were eventually adopted by General Zia ul Haq in the 1980s setting the course for polarization of Pakistani society.

This is important to understand the context within which women in society, at large, are perceived. In our consultation for the research, it appears that women officers in public administration are able to successfully break this perception.

In keeping with constitutional provisions and as per the recommendations of the Gender Reform Action Plan (GRAP), the Pakistan government has employed a quota strategy to include women in public institutions. It is therefore important to understand the longer-term implications of this quota strategy, beyond just looking at recruitment numbers, but also in terms of retention, grading, and the impact of this livelihood opportunity on the socialized gender roles of these professionals. To be more precise, this involves comprehending (a) women's participation in public administration through the channels they navigate from recruitment to career progression to be a public decision-maker; (b) the socio-cultural expectations and barriers they face.

In analyzing the impact of quotas on gender equality, Rai et al. (2007) studied their impact on policy results as a catalyst for women-friendly results like getting women into public administration positions. The question remains as valid today and should be updated

2 Public Administration. Beyond CSS officers only.

from what was the initial analysis of 2007 when quotas were introduced. This study is an attempt to also understand how gender-specific policy measures have contributed to GEPA in Pakistan. However, the findings and analysis are focused at the federal level, since the 18th Amendment of the Constitution of Pakistan (Box 1) led to the dissolution of 17 ministries from the Federal Government to provincial governments, which are now responsible for formulating and implementing their own policies and projects. Therefore, with the fiscal decentralisation of provinces, detailed province-wise research is needed for a countrywide analysis of GEPA.

BOX 1

The 18th Constitutional Amendment

Article 70 of the Constitution, 1973 envisaged two distinct legislative and administrative arrangements: (i) Federal Legislative List, whereby 97 subjects were the sole authority of the Federal Government; and (ii) Concurrent List, containing 47 subjects over which both the federal and the provincial governments could legislate. Any residual subjects were the responsibility of the provinces.

In April 2010, the parliament of Pakistan passed a landmark constitutional amendment that transformed the functions and role of the federation and provinces. Its enactment included the elimination of federal/provincial shared functions, a devolution of power from 17 federal ministries (including the Ministries of Food and Agriculture, Education, Health, and Social Welfare), and a strengthening of institutions for inter-governmental coordination (i.e. Council of Common Interests, CCI).

The main implication of the amendment in terms of gender equality, generally, has been the discontinuation of a federal-level MoWD which was the national focal point for all gender-related issues, including policy formulation. This has in turn affected policy continuity as provinces were to take the lead after the 18th Amendment. Coordination for reporting on international obligations has been retained as part of the federal legislative list and delegated to the federal MoHR. However, the National Commission for Status of Women remains as an independent oversight body in parallel but does not have any of the reporting and collation functions that were earlier performed by the MoWD.

However, it is difficult to trace an established integrated policy framework for women from federal to local levels post-18th Amendment and cessation of GRAP. At the provincial level, Provincial Commissions on the Status of Women have been established. Moreover, the provincial Women Development Departments (WDDs) and Directorates continue to operate. An in-depth analysis of the provincial frameworks remains outside the scope of this study; however, it is pertinent to mention that while legislation that promotes gender equality has been enacted by all provinces, the status of policy integration at the provincial level is perhaps, an area which needs to be looked at to segue with the role of women public administrators.

Table 2, below, shows that while the Pakistan Vision 2025 recognizes women empowerment, the provincial response has not yet been integrated.

TABLE 2: VISION 2025 ON WOMEN'S EMPOWERMENT

Vision 2025 statement	Follow up legislation and actions
The legislative framework to protect women's rights shall be strengthened and enforcement machinery will be made gender sensitive to improve implementation	Women's Protection Bill, 2006 follow up legislation Anti Rape Laws Offences in the name or pretext of honour Act 2016 See Annexe D for details of women-friendly legislation enacted in 2015–16.
Practices based on gender discriminatory cultural patterns will be discouraged	No follow up to Prevention of Anti Women Practices Law, 2011
To increase women's participation in decision-making, affirmative action will be taken in all public spheres.	Federal-level legislation for fair representation still pending. Punjab Fair Representation Act, 2014
Women will be protected from harassment at work through strict enforcement of the legislation.	Everyone knew the law but little or no knowledge of committees existing and functioning at their ministry/division
Economic empowerment of women through ensuring access to education and enterprise shall be promoted	Multiple initiatives. Need to be quantified better
Day-cares will be provided at offices to facilitate women and enable them to work even after marriage	Existed only at two of the seven offices visited for the purpose of this study

1.1.2 Methodology

In early 2015, UNDP partnered with OECD to develop a joint methodology to evaluate the state of gender equality in public life, including specifically in the public administration; and to learn about possible policy options to reach equal representation of women and men in public institutions. The methodology consists of using carefully developed surveys that assess:

- Mechanisms for gender mainstreaming and machinery for advancement of women in UNDP and OECD and non-UNDP and OECD countries at the central/national/federal and sub-national government levels;
- Policies, legal framework and overall operations of agencies/ministries/departments that make up the civil service;
- Policies, legal framework and overall operations of a particular ministry; and

- Perception of barriers and challenges to women's participation and leadership in the civil service.

The UNDP-OECD toolkit is used to develop the master questions sheet³ used in this research. The specific methods/tools used to achieve the objectives of the study are:

Situation analysis: Using quantitative and qualitative data obtained from grey literature, published data including previous commissioned reports and interviews with key informants.

Semi-structured interviews: Leading key questions selected from the master question sheet as per the respondents. Respondents included members of the bureaucracy, members of parliament, retired bureaucrats and civil society representatives.

Focus group discussion (FGD): The participants were young women and men

³ Please see Annexe C.

serving within the non-officer cadre and as contract employees.

Assessment sheets: Assessment sheets for perception on key areas are developed based on the tool for perception from the UNDP-OECD toolkit.

Table 3 shows a list of government ministries and offices where in-depth interviews and FGDs were held. In addition, selected women politicians/parliamentarians and retired bureaucrats were also met.

TABLE 3: LIST OF GOVERNMENT STAKEHOLDERS			
Organization/institution	Rationale	Inter-views	Group consultations
FPSC, Islamabad	Responsible for recruiting civil servants and bureaucrats.	2	
	Functions under Article 242 of the Constitution of the Islamic Republic of Pakistan. It has been provided autonomy under the Rules of Business, 1973 and FPSC Regulations, 1978.		
Civil Services Academy (CSA), Lahore	The CSA, Lahore is a premier training institution of Pakistan for pre-service training of Civil Servants recruited by the FPSC through a competitive mechanism commonly known as the CSS examination.	1	Planned but not available due to change in leadership
Punjab Safe Cities Authority (PSCA)	The PSCA is an autonomous government body based in Lahore that aims to improve safety in the province of Punjab. The project started in Lahore and has expanded to six other cities in Punjab.	4	1
National Institute of Public Policy and National Institute of Management (NIM) Lahore	After the inception of the National School of Public Policy (NSPP), the erstwhile National Institute of Public Administration (NIPA) Lahore became the Senior Management Wing of the National Management College, Lahore for conducting the Senior Management Course for BS-19 Officers at one locale.	2	
Foreign Services	After graduation from CSA, those selected in the Foreign Service of Pakistan join the Foreign Service Academy, Islamabad for a nine-month Specialized Diplomatic Course.	3	Planned but no batch enrolled at the time of fieldwork
	Foreign Services of Pakistan considers itself an equal opportunity employer. Prides itself in women serving with distinction as envoys, deputy head of missions and at senior levels within the Ministry. The Foreign services website promotes this attitude actively by explicitly stating that the "Foreign Service of Pakistan provides numerous opportunities for women to excel and to have an outstanding career as diplomats. Providing an ideal work environment for women is a high priority. It includes an environment free of gender discrimination and harassment and providing equal pay and allowances as well as maternity benefits".		

	<p>The officers of the Office Management Group (OMG) function in the Federal Secretariat at the level of Section Officers (basic pay scale [BPS]-17 and 18) and are also posted on deputation or under Section 10 of Civil Servant Act, 1973 to provincial governments, attached/subordinate departments, authorities/corporations, district governments etc. up to the level of BPS-18. The cadre of OMG in BPS-19 is elevated/merged into the Secretariat Group (SG), a specialized group consisting of officers of all occupational groups according to an allocated share. They are then posted at senior levels in the federal and provincial secretariats and elsewhere in any government organization.</p>		
	<p>The mobility of its officers within the bureaucracy makes it a viable choice for the study.</p>		
Benazir Income Support Programme (BISP)	<p>A social cash transfer programme supported by an act of parliament which established the BISP Secretariat. Since only females in a qualifying household are entitled to receive the cash transfer it is considered a women-centric service. Since its inception, the programme has been headed by a women chairperson. Currently, the Secretary of BISP is, also, a woman. Insights from female management of a service perceived to be for women can shatter or confirm many general perceptions and biases. It may also feed into another study on service delivery for women that UN Women intends to undertake in Pakistan.</p>	2	
Ministry of Finance	<p>A key ministry since tasked with budget making and allocations.</p>	3	1
Member, Parliament	<p>They have a pivotal role in enabling change in law/policy.</p>	1	

1.1.3 Key challenges during the case study

First, the lack of well-coordinated and publicly available sex-disaggregated data delayed the collection of statistics necessary to analyse the state of GEPA in Pakistan and thereby set a firm baseline for the study.

Second, with the 18th Amendment of the Constitution leading to significant decentralization of power to the provinces in Pakistan, the study unearthed the limitations of focusing on national-level data in a case when disparity amongst provinces is of high

importance. More time and resources would have been needed to acquire data at both national and local levels in order to also provide a provincial-level analysis.

Third, because of frequent postings/transfers, government departments, ministries and institutions were often without a focal person for the case study. This caused severe delays, and in some cases made it impossible to follow-up for additional information specifically on statistics, which was often necessary.

1.1.4 Recommendations for the UNDP/OECD joint methodology

Overall the UNDP-OECD toolkit helped cover the case study well at the federal level. Nonetheless, the following recommendations merit consideration for future case studies.

- Interviewing women at various stages of their career provides a more comprehensive overview of the different challenges and obstacles women face at different stages and how social attitudes have changed over the years.
- Non-verbal responses, such as body language, are an important aspect in understanding the comfort level of respondents.
- In the case of Pakistan, the use of the Survey Monkey tool could not work despite efforts to follow up. In such cases, an alternative could be to collect such data through group interviews.



02

SETTING THE CONTEXT

SETTING THE CONTEXT

In order to understand women in Pakistan, it is important to understand their diversity and not to see them as a monolith. Hence, alongside a low gender development index (GDI) of 0.742 (UNDP 2016), Pakistan is also the country with two Academy Award (the Oscars) wins (2011 and 2015) by a woman filmmaker working on women issues. Similarly, a low gender inequality index (GII)⁴ of 0.546 (ibid) comes from a country that elected the first woman head of a Muslim country. To further illustrate, Malala Yousafzai is a Noble Laureate struggling for education for girls in Pakistan alongside Samina Baig, the first Pakistani woman to climb the Mount Everest. It is important to acknowledge that women of Pakistan have demonstrated excellence in diverse fields. Yet, at a time when Pakistan is seeing more and more women entrepreneurs, CEOs, parliamentarians and other professionals, many more are still faced with injustices. This is the reality of Pakistan, within which we shall view the women in public administration as well.

Pakistan became a signatory to CEDAW in 1996 and in so doing accepted obligations concerning employment in Article 11. Pakistan is also a signatory to the International Convention on Civil and Political Rights (ICCPR). Pakistan was among the 189 governments which in 1995 signed on to the Beijing

Platform for Action and committed to “taking measures to ensure women’s equal access to and full participation in power structures and decision-making” and to “increase women’s capacity to participate in decision-making and leadership”. To achieve these objectives, they pledged a “goal of gender balance in governmental bodies and committees, as well as in public administrative entities, and in the judiciary, and in all governmental and public administration positions” (Rai et al 2007).

To this end, Pakistan did make progress on policy. In 1998, the National Plan of Action to take forward the 12 points of Beijing was endorsed by the Government of Pakistan. In 2000, the National Commission on the Status of Women (NCSW) graduated from being a committee to a statutory oversight body. In 2002, the national policy for women development and empowerment was formulated, with an emphasis on economic empowerment. GRAP was approved in 2005 (ibid).

More recently, the 2010 labour policy clearly outlines the need to recognize women's labour and increase their labour force participation. The Vision 2025 also emphasizes women's empowerment. Most importantly perhaps is the work in the area of legislation whereby BISP launched in 2008 set the criteria that only women in a household were eligible to receive cash transfers, for every household meeting the poverty thresholds and criteria established (Box 5).

4 GII reflects gender-based inequalities in three dimensions – reproductive health, empowerment, and economic activity. Empowerment is measured by the share of parliamentary seats held by women and attainment in secondary and higher education by each gender.

The 19th annual human development report of the Mahbub-ul-Haq Centre, "Empowering women in South Asia," 2016 analyses progress between 2000 and 2015 on key Millennium Development Goal (MDG) indicators related to women's empowerment.

The report shows that female enrolment has increased at all levels: primary, secondary and elementary. Similarly, access to health (specifically contraceptive use) improved and female labour force participation has expanded. Yet it points to stubborn challenges to female leadership, voice and representation and also violence against women (Lahore University of Management Sciences [LUMS] 2016).

2.1 HUMAN DEVELOPMENT AND WOMEN

In Pakistan, too, a positive shift in women's participation in the political and economic domains is reported. However, women's participation in the political domain still remains a challenge. Female representation in Pakistan's Parliament is reported to be 17 percent in the Senate and 20.5 percent in the National Assembly. The 2013 General Election showed under-representation in the electoral process from candidates to election administration and voters. Even though the number of women candidates in the 2013 elections was almost double that of 2008, the number remained low and represented only 2.9 percent of the total number of candidates for general seats (LUMS 2016).

A further challenge identified for women in Pakistan was ensuring the implementation of provisions within the legal framework to protect women's rights and privileges. The percentage of women judges in high courts is 5.3 percent only and 15 percent in session courts. The Supreme Court does not have a single female judge out of the 16 judges on the panel and a woman has never been appointed to the Supreme Court. This fact applies to the provincial high courts, as well. To date, there have been only 14 women ever appointed in High Courts.

Designing policy or studying change requires a multi-faceted approach that should ideally include an examination of the socioeconomic realities of women's lives. While this may not be possible for this study, we will, briefly, examine some statistics while setting the context for women in Pakistan.

2.1.1 Education

Access to education like the missing women phenomenon is determined by the lower economic and social value attributed to women in South Asian culture. In Pakistan, one indicator for this is the 0.65 Gender Parity Ratio in adult literacy (which translates into approximately 54 women for every 100 men).

Interestingly, girls in Pakistan performed slightly better on learning outcomes as compared to boys. Hence, 52 percent of girls obtained a minimum learning standard as compared to 49 percent of the boys for reading assessments for 2013. A thorough understanding of any of these statistics would require a socioeconomic analysis and disaggregation by location and other parameters that are beyond the scope of this report. We will, however, briefly look at sex-disaggregated net enrolment ratio (NER) data at different levels of education before closing the discussion.

Cultural restrictions on female mobility have long been cited as deterrents to getting girls to school; girls without a male member are considered unsafe and, therefore, sometimes not sent to schools if they are at a distance. Further, with growing security issues, girls' schools are sometimes threatened or targeted. Table 4 below shows that the problem with school education is an issue of getting girls to school since it is quite evident that in terms of transition, gender does not play a role until secondary education where a combination of puberty, mobility and access to women-only spaces might create hindrances. Suffice to say, we can make the argument that once girls reach school, their transition into the next level compares better with boys as compared to the NER at the primary level, where there are 88 girls going to school for every 100 boys who are attending.

TABLE 4: NET ENROLMENT AND TRANSITION BY SEX, 2016

	Female (%)	Male (%)
NER (primary)	66	78
NER (middle)	43	52
NER (secondary)	27	35
Transition (primary–middle)	80	81
Transition (middle–secondary)	92	99

In absolute terms, the number of, both, boys and girls accessing education in Pakistan needs to be improved if Pakistan’s human development statistics are to be improved.

When it comes to public administration, education becomes even more important. Moreover, the public administration positions being looked at as part of this report are appointed through a competitive examination. The minimum qualification for being able to sit for the competitive examination is a bachelor’s degree.

In the past five to ten years, we have seen significant increases in the number of women pursuing higher education being reported. Pakistan still does not have enough tertiary-level institutions. According to the Higher Education Commission (HEC), the number of degree awarding institutes and universities stood at 163, in 2015 (HEC 2016). With a ten percent NER (UNESCO 2015) the effort to increase access to tertiary-level education for both males and females, therefore is significant. However, in terms of gender parity, out of 1,117,000 students enrolled at the tertiary level, 509,000 (43.5 percent) were women (ibid). Furthermore, when viewed separately, university enrolment achieved a gender parity index (GPI) of 1 in 2013–14 and is expected to reach 1.10 in 2015–2016 (Government of Pakistan 2015).

2.2 SOCIOECONOMIC STATUS, EMPLOYMENT AND EMPOWERMENT

Gender stereotyping and social norms contribute to hindering women’s economic participation and access to formal employment. The responsibility for unpaid household work limits women’s ability to apply their skills at paid employment, which also limits them from getting fair wages and high-quality jobs. Moreover, household duties of women are not acknowledged in the national statistics, even though they can be estimated at 10–50 percent of GDP in terms of monetary value (LUMS 2016).

While women’s labour force participation in Pakistan over the past 15 years has increased by more than 50 percent, only one of every five women participates in the labour force (ibid). It is also important to note that of women participating in the labour force, only 27 percent are in the non-agricultural sector and around 13 percent are in non-agricultural wage employment (UN Women 2016). The majority of women working in agriculture and informal sectors are often denied legal protections like minimum wage and social security (LUMS 2016).

Women also have a minuscule share in asset ownership with only 1–2 percent of women between the age of 20 and 40 owning a house alone. Similarly, only one percent of women from the same cohort own land alone (ibid).

The correlation of female employment to education is poignant. “Educational attainment beyond a BA degree significantly improves women’s labour force participation more so in urban areas where the returns to education may be higher” (ibid 72). Other key factors include whether the household is female-headed, where it is more likely for women to be working, a high dependency household or a poor household. Interestingly, education attainment (college/university level) and poverty are quite similar at 30–33 percent women labour force participation (ibid).

Cultural constraints for women in terms of 'purdah'⁵ and translating into ancillary services like transportation and permission from family are well documented (LUMS 2016; UN Women 2016).

2.3 PUBLIC ADMINISTRATION: LEGAL FRAMEWORK, STRUCTURES AND PROCESSES

The present study focuses on women government officials within the cadre services, only at the federal level. These include recruitments done through a competitive examination for 12 occupational groups given in Section 2.3.3 on "Definition, structure and recruitment". Therefore, the discussion would revolve around the relevant legal framework, structure and process around cadre services. To begin with, though, the overarching constitutional provisions and international commitments are discussed.

2.3.1 Constitutional provisions and international commitments

Comprehensive legislative and policy foundations are the first step toward gender equality and gender parity (UNDP 2014:18). According to Article 27 of the Constitution of Pakistan, "No citizen otherwise qualified for appointment in the service of Pakistan shall be discriminated against in respect of any such appointment on the ground only of race, religion, caste, sex, residence or place of birth". This relates directly to fundamental rights to safeguard citizens against discrimination in services. Fundamental rights in Pakistan can be contested for in the high court with the Supreme Court with appellate jurisdiction.

The report considers the question of gender in public administration within the civil services structure in Pakistan. It, therefore, begins with Box 2 which gives the constitutional basis (Article 240) for the civil services.

The target of a minimum of 30 percent of women in leadership positions originates

5 Purdah is often interpreted as religious and is a social practice of female seclusion.

BOX 2

Constitutional provision for the civil services

240. Appointment to service of Pakistan and conditions of service: Subject to the Constitution, the appointments to and the conditions of service of persons in the service of Pakistan shall be determined:

- (a) in the case of the services of the Federation, posts in connection with the affairs of the Federation and All-Pakistan Services, by or under Act of Majlis-e-Shoora (Parliament); and
- (b) in the case of the services of a Province and posts in connection with the affairs of a Province, by or under Act of the Provincial Assembly.

Explanation: In this Article, "All-Pakistan Service" means a service common to the Federation and the Provinces, which was in existence immediately before the commencing day or which may be created by Act of Majlis-e-Shoora [Parliament]

(Constitution of the Islamic Republic of Pakistan, 1973).

from the United Nations ECOSOC, which was advocated for in 1990 and later endorsed in the Beijing Platform for Action in 1995. Pakistan is a signatory to the Beijing Platform for Action, 1995 that pledges a minimum of 30 percent of women in leadership positions in the public sphere. As previously mentioned, this target equally applies to political participation and public administration. Pakistan ratified CEDAW in 1996. Article 1 of CEDAW defines discrimination as "any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by

women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field” (CEDAW in UNDP 2014).

BOX 3

CEDAW on employment

Article 11

States Parties shall take all appropriate measures to eliminate discrimination against women in the field of employment in order to ensure, on a basis of equality of men and women, the same rights, in particular:

1. The right to work as an inalienable right of all human beings;
2. The right to the same employment opportunities, including the application of the same criteria for selection in matters of employment;
3. The right to free choice of profession and employment, the right to promotion, job security and all benefits and conditions of service and the right to receive vocational training and retraining, including apprenticeships, advanced vocational training and recurrent training;
4. The right to equal remuneration, including benefits, and to equal treatment in respect of work of equal value, as well as equality of treatment in the evaluation of the quality of work;
5. The right to social security, particularly in cases of retirement, unemployment, sickness, invalidity and old age and other incapacity to work, as well as the right to paid leave;
6. The right to protection of health and to safety in working conditions, including the safeguarding of the function of reproduction.

The SDG 5 on gender equality and women’s empowerment lays out the following target: Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life. Similarly, SDG 16 lays out the following target: Promote peaceful and inclusive societies for sustainable development. GEPA is essentially captured in Goals 5 and 16 through Targets 5.5 and 16.7 and their respective indicators on the proportionate representation of women in managerial positions (5.5.2) and proportionate representation of population groups in public institutions (16.7.1) (Table 1).

According to Article 34 of the Constitution, steps shall be taken to ensure full participation of women in national life, for which the FPSC has taken responsibility to ensure its implementation.

The challenges that Pakistani women face, in general, are due to a lack of implementation of international obligations and constitutional provisions and entrenched societal attitudes relating to women.

Specific policies⁶

Although progress is being made in terms of total numbers of women in public administration, both glass ceilings and glass walls continue to present challenges to women’s equal participation in decision-making positions. The Government of Pakistan has put in place some facilitation mechanisms to strengthen retention of women joining the civil service.

Wedlock policy: As of 1998, husbands and wives can request transfers/postings in the same duty station. Moreover, for those couples already serving in the same duty station, efforts to keep them together will be made until such time that both can be posted, together, to a different duty station.

Rotation policy: For cadres under the APUG⁷ and Pakistan Administrative Service (PAS), it is imperative to serve outside the officer’s home province. Women officers can choose to get an exemption from this rotation policy to stay closer to their families.

⁶ Please find in Annexe D.

⁷ Further explained below in section 2.3.3.

Unmarried women postings: As of 1999, unmarried women can choose to request posting in the city where their parents are residing. This an affirmative action to mitigate against family or societal pressure against staying alone. However, it does perpetuate the societal attitude of women requiring 'guardianship' by keeping them with their parents, if unmarried.

Maternity leave: Women employees can avail 90 days of paid maternity leave which is not charged to their regular annual leave account. Moreover, they can combine leave from their leave account to their maternity leave, should they want to extend. Rules also permit maternity leave to be combined with extraordinary leave (EOL).⁸ This is in-line with the West Pakistan Maternity Leave Ordinance, 1958 which integrates maternity provisions to be upheld under different employment and labour laws, including the Civil Servants Act. After the 18th Amendment, the provincial governments where required by jurisdiction, have promulgated their own maternity leave procedures, keeping the same principles.

2.3.2 Quotas in civil service

The quota system in the civil services of Pakistan was introduced to address initial regional disparities in the newly independent state.

The quota was to be folded back after five years. However, it continues to this day and is given in Table 5. Women's quota was introduced in 1989 and increased to ten percent in 2007. A five percent quota for religious minorities also exists in addition to the quota for women.

According to the United Nations ECOSOC Resolution in 1990, the proportion of women in leadership positions must be increased to 30 percent by 1995 and 50 percent by 2000 (UNDP 2014). However, Pakistan's National Plan of Action (1998) made it mandatory to have five percent women in all occupational groups and grades of public service, and the NCSW and GRAP insist on increasing the quota to at least ten percent, which is an inadequate target in itself, considering the proposed percentage by the United Nations ECOSOC. However, this was materialized by the Establishment Division in 2007 where a ten percent quota was made mandatory within each province, as well. This ten percent quota is applied to the regional quotas, as explained above.

2.3.3 Definition, structure and recruitment

The Civil Servants Act, 1973 and the rules provide a legal basis for regulating the appointment to, and the terms and conditions

TABLE 5: REGIONAL QUOTAS AND WOMEN'S QUOTAS

Open merit: 7.5%	Punjab: 50%
Sindh: 19% (rural: 11.4%, urban: 7.6%)	Khyber Pakhtunkhwa (KP): 11.5%
Balochistan: 6%	Gilgit-Baltistan and the Federally Administered Tribal Areas: 4%
Pakistan administered Kashmir: 2%	

The ten percent women's quota is applied to the share of each province/region.

In a hypothetical example, if the quota system has to be applied to 320 candidates then 24 candidates (7.5 percent) securing the highest marks, irrespective of gender or region/province and religion would enter through open merit. In the next layer, 50 percent of the candidates (148 women and men) would be included securing highest marks from Punjab would be included. If the top candidate from Punjab is at number 31 instead of 25, the count for 148 will begin from 31. Moreover, the count will stop after selecting the top 134 candidates from Punjab list. After 134, the next 15 candidates (since ten percent of 148 is 14.8) will have a further criterion of being women applied. Hence, if the next woman candidate is at number 148 in the Punjab list instead of number 135, the count for the 14 starts at 148. This means that a count which would have included only one more woman if stopped at 148 will include 14 more women even if it means going up to no. 170 on the list. A similar process will continue for all other provinces/regions.

⁸ EOL is up to five years of leave without pay.

of an All-Pakistan service or a civil service of the Federation or a post in connection with the affairs of the Federation (National Commission on Governance Reform [NCGR] undated).

In other countries which were part of British India, class I–V officers still exist. In Pakistan, as part of the 1973 reform, these were merged into grades from 1 to 22. The following three unified grades were created under the new rules (framed on the basis of Civil Servants Act, 1973) which continue to this day:

- a. **APUG.** The APUG officers are posted to Federal as well as Provincial Governments, including Districts, mostly on posts reserved for them. The APUG comprise the following occupational: (1) PAS (BPS) 17–22, (2) Police Service of Pakistan (BPS 17–22) and (3) SG (BPS 19–22).
- b. **FUG.** As a rule, the FUG officers are posted to the Federal Government posts only. The occupational groups within the FUG are shown in Table 6.

TABLE 6: FUG OCCUPATIONAL GROUPS

a. Accounts Group
b. Commerce and Trade Group
c. Customs and Excise Group
d. Foreign Service of Pakistan
e. Income Tax Group
f. Information Group
g. Military Lands and Cantonment Group
h. Office Management Group
i. Postal Group
j. Railways (Commercial and Transportation) Group.
k. Economist and Planners Group

Further, the ex-cadre officer of grade 17 and above as well those serving from grade 1 to 16 are part of the Federal Government. It is pertinent to note that for the last four decades, any changes in the civil services have not been systemic but more incremental and may even be perceived as arbitrary or expedient by different interest groups. However, while these discussions remain outside the direct scope of this study, any effort for reform can provide an opportunity to further improve things for women in public administration in Pakistan.

Recruitment

Recruitment to the federal services/posts is regulated by Civil Servants (Appointment, Promotion and Transfer) Rules, 1973; and FPSC (Functions) Rules, 1978. Recruitment to all federal services/posts at the entry level is made on provincial/regional quota basis, through:

1. FPSC for employees of BS-17 and above.
2. Ministry/Division/Department Recruiting Committees for employees of BS-I to BS-16.

The eligibility, assessments and limitations to entry-level recruitment are explained in Table 7. All citizens, female or male can compete, with a ten percent quota for women as explained above, in keeping the constitutional principle of ensuring steps to recruit women.

TABLE 7: ENTRY-LEVEL REQUIREMENTS FOR CADRE SERVICE**Eligibility**

Pakistani citizen
Not more than 28 years of age
Up to 30 years for less developed areas, Buddhists and scheduled classes, persons with disabilities, in-service candidates
Payment of examination fee
Minimum of a bachelor's degree with not less than a C grade

Assessment

Written examination
Medical examination
Psychological assessment
Viva voce

Limitations

Disabled candidates in the categories of physically impaired, hearing/speech impaired and visually impaired (blind) are allowed to compete for the competitive examination against four Occupational Groups/Services (a) Commerce and Trade Group (b) Pakistan Audit and Accounts Service (c) Information Group and (d) Postal Group. Disabled candidates securing a position against a prescribed 7.5 percent merit quota on an all-Pakistan basis may be considered for allocation to the Foreign Service of Pakistan on the basis of his/her choice.



**PERSPECTIVES
FROM THE FIELD**

03

PERSPECTIVES FROM THE FIELD

3.1 GENDER PROFILE: NUMBERS AND CRITICAL MASS

The Pakistan Public Administration Research Centre within the Establishment Division is responsible for publishing annual statistics of Federal Government employees. The latest bulletin available is that of 2013–14, which gives us an overview of some statistics beyond the occupational groups and APUG grades, into the so-called ex-cadre services as well. Box 4 gives a snapshot.

This study also analyses the path to decision-making positions and therefore is looking closely at the cadre services. Currently, there are 13 percent women from the APUG serving in the Federal Government, a slight improvement from the 12 percent women serving in 2014–15. The concentration of these women officers is at entry level BPS 17 with a share of 17 percent (Establishment Division).

Since APUG officers can serve across provincial and the federal government, looking at the women officers in each of these services will give a more comprehensive outlook.

At the entry level (BPS 17), 28.5 percent of officers serving in the PAS are women. This thins out to 6.6 percent at BPS 22, the highest grade within the APUG. For all grades, the percentage of women officers is 17 percent. For the OMG and SG, 29 percent of entry-level officers are women, whereas with 1 of 20 BPS 22 officers the percentage of women is five percent (ibid).

BOX 4

Snapshot of overall gender profile of the Federal Government, 2013–14

The total strength (all grades 1–22) of the Federal Government in 2013–14 was 444,521 out of which 20,428 (4.6 percent) were women. However, 182,846 of these Federal Government employees were reported to be Civil Armed Forces (CAF) personnel under the Ministry of Interior. While there is a case and valid debate for the inclusion of women in CAF, it is important to acknowledge that when CAF is not counted, women account for 7.6 percent of the Federal Government. In 2013–14, in the Federal Government, the capital administration and development division were the largest administrative units in terms of women employees, 35.63 percent. The department is responsible for teachers and medical staff within the capital territory. This is reflective of prevailing societal attitudes determining women's choice of careers with women's participation in public administration being confined to the sectors deemed "soft", namely the health and education sectors.

In a years-in-service promotion system, the above statistics demonstrate the increase in the number of girls qualifying for the CSS examination in recent years. In any system, the increase of women being recruited at the entry level will mean an increased pool of women for leadership and decision-making positions.

A path-breaking trend is with respect to the Police Services of Pakistan, also an APUG cadre, with only one woman officer in four senior grades BPS 19, 20, 21 and 22 combined; whereas there are 33 women officers at BPS 18 (14) and BPS 17 (19) (ibid).

In the overall CSS examinations (APUG + FUG) for 2015, out of 238 candidates recommended for postings, 106 are women. This translates into 44.5 percent of total recruitment done into the cadre services of Pakistan for 2015 (FPSC). For the Foreign Service, this results in a 1:1 female to male ratio in the upcoming cohort in 2017 or an unprecedented 50 percent female probationers. The last batch passing out in 2016 had 36 percent women (Foreign Service Training Institute). Coincidentally, this is the same year that the Ministry of Foreign Affairs appointed its first female Secretary.

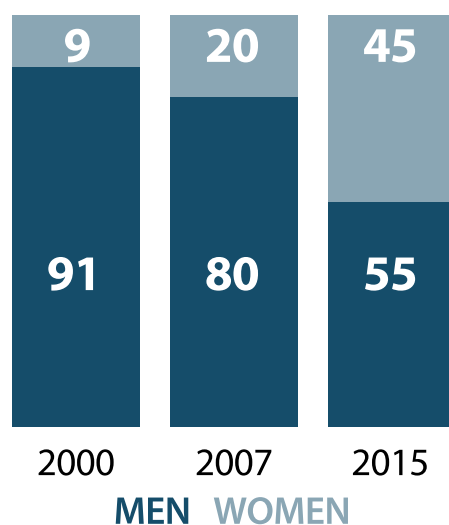


Figure 1: Change in recruitment patterns into the CSS by sex

Figure 1 shows that the share of female recruitment into the CSS has more than doubled from 9 percent in 2000 to 20 percent in 2007 when the ten percent quota was introduced. In the past eight years, this has again more than doubled to 45 percent in 2015. The argument is clear, most decision-making positions within public administration come from those employed after competing for their CSS examination. Hence, the first and crucial step towards bringing more women into decision-making role in public administration is to recruit more women, specifically through the CSS examination. With 45 percent women entering this year (the 2015 examination makes for probationers in 2016/17), the rise seems steady. As per the latest results, that of 2016 examination, published by FPSC on 10 May 2017, 44 percent of the qualifying candidates are women, showing that the trend continues.⁹

To fully contextualize women in public administration, it is important to take into account the perspective of women who are within the system. However, before going into the next section of the report which brings together the insights from the interviews and FGDs, it is important to comment on federal-level commitment on women development, as a policy imperative. In this regard, perhaps the most prolific example is BISP which sees translation from manifesto to policy action in terms of a social protection (cash transfers) mechanism dedicated to women (Box 5).

3.2 PORTRAYING A CIVIL SERVANT

In discussions when designing the tools and analytical approaches, the expectation was to be able to sketch a portrait of women CSS officers in Pakistan. However, what the team encountered in the field was a collage portraying different hues yet coming together as one. In short, there is no one single image or even uniform set of attributes defining women officers in public administration.

⁹ http://www.fpsc.gov.pk/icms/admin/news/related_links/CSS_2016-Final-Result_10-05-17.pdf.

BOX 5

The Benazir Income Support Programme

Launched in 2008, BISP is the largest social safety net in Pakistan, providing quarterly stipends to nearly 5.4 million of the poorest of families. BISP was established through an act of Parliament. Like most social cash transfer programmes, BISP was designed with the objective of providing relief to the poorest of families hit by economic shocks, including the global financial crisis and rising inflation.

In addition to meeting its primary objectives of reducing poverty and implementing targeted programmes for the economic uplift of underprivileged communities, BISP is providing cash transfers to households exclusively through women.

Cash transfers are done through a systemized process in order to ensure transparency and fairness. A mechanism has been established through which a registry has been set up. Computerized national identity cards (CNICs) of the beneficiaries have been made as the prerequisite to getting a payment.

It is widely recognized that fewer women than men have CNICs in Pakistan. An estimated 40 percent increase in CNICs for women has been observed since BISP linked its system to the National Database and Registration Authority (NADRA) CNIC verification system for receiving the cash transfer (Ayub and Hussain 2016). With a CNIC, these 5.4 million are now also politically empowered to vote.

Administratively, BISP has had strong female leadership. There are three top-level positions within BISP served by well-respected women civil service officers and parliamentarians.

Currently headed by a woman, Ms. Marvi Memon, who is also the Minister of State, the leadership at BISP provides a very clear example of cash transfers being designed to meet a multitude of objectives by focusing on women's empowerment.

"The initiative is a strong commitment by the government of Pakistan to include women in the process of sustainable development. BISP is tackling poverty through empowering women. The poor need to be empowered. We are looking at the strata of people right at the bottom of the pyramid. BISP wants to lift them out. Not just be giving them cash but by giving them dignity and empowering them" (Chairperson, BISP).

BISP was a flagship programme for the outgoing government led by late Benazir Bhutto's political party, the Pakistan People's Party (PPP). The current government led by the Pakistan Muslim League (N) is not only continuing the programme but increasing budgetary allocations to BISP, which is a clear sign of continuing policy commitments to women and poor, unprecedented at this scale in Pakistan.

In terms of respondent profiles, 60 percent of the women were in decision-making roles which corresponded to their posts, given the focus of the report,¹⁰ around ten percent of the women were in the initial phases of their career. Approximately, 30 percent of the respondents were men. Table 8 is an age-wise representation of women interviewed for the study.

TABLE 8: AGE-WISE REPRESENTATION OF WOMEN INTERVIEWED	
Age	Percentage of women interviewed
25–35	50.0
35–45	25.0
45–55	16.7
55–65	8.3

Women in the civil services have been designing a dynamic role for themselves. The important element is that they are consciously carving out a niche, individual to themselves despite their differences in:

- i. Socioeconomic background: government schools, private institutions
- ii. Marital status
- iii. Reasons for joining the service/ appearing for the examination
- iv. Occupational groups differences
- v. Defining ambition differently

All women interviewed did mention, though, that they have, at some point in their careers, been made to feel that they were answerable on behalf of all women that they worked with. While it is very clear that men are judged as individuals, women may, at times, be judged collectively. Some women explained it as one odd person of their gender making it difficult for them while a few explained it as men finding the opportunity for validating their cultural or social biases (Box 6).

Moreover, gender-sensitive provisions such as providing transport facilities to women have proven to be effective in not only retention of women employees, but an incentive for recruitment. PSCA is an example that gender-sensitive provisions are effective. The PSCA is an initiative by the Punjab Government that is geared towards improving security in Lahore primarily by incorporating technology. Currently, the project is running in Lahore and will be initiated in six other cities in Punjab. PSCA is an example for other organisations/projects for women employment. More than 25 percent of the employees are women, working as Police Communication Specialists. The median age of staff is 23, and technical staff is 28.

One of the most important measures taken by PSCA to ensure the retention of women employees is mobility - the provision of transport for women employees. There are three 8-hour shifts at work, and pick and drop facility is being provided to all women employees.

3.3 RECRUITMENT

The recruitment process for both cadre and ex-cadre services for BPS 16 and above are undertaken by the FPSC, following the set criteria for advertisement, examination and interviews. In interviews outside the FPSC, recruitment was considered a gender-blind process.

However, in conversations with FPSC it was very clear that for all positions, the advertisement is designed to encourage women to apply for all positions except where specific to men, which are rare. According to FPSC, positions advertised specifically for women or men are usually for teachers or sometimes doctors. Moreover, for all positions, the applicable quotas are calculated and the recruitment has to be undertaken accordingly. This includes the gender quota, where applicable.

¹⁰ The younger officers were to be involved in the FGDs at the training institutes, only half of which could be conducted for reasons of on-going classes at the time of fieldwork.

BOX 6

Women civil servants' perspectives

A woman civil servant, married with children would have a different approach to fulfilling her ambition. She will primarily be striving for a work-life balance. Over the years, the priorities for men have changed as well. Just as it is important for women to strive for balance, it has become pertinent for men as well. This is also reflected in the new management styles. Management styles over the years have evolved as well and are more result oriented. This gives employees the opportunity to maintain a work-life balance (woman officer, Ministry of Commerce).

There are no barriers to entry for women. Over the years, the critical mass has increased. The barriers, if encountered, are social. Attitudes within society generally discourage female employment. We do observe that families where working daughters are not a norm would consider working for the government better than working in the private sector (woman officer, Office Management Group).

Women have come a long way in the civil services. From 1984, when women constituted less than 10 percent of the total students, today they make up more than 40 percent of the students at the CSA. Pressure is only coming as a norm. As long as the civil servant is performing well and is accessible to the public, gender does not make any difference to the

public (woman officer, CSA).

Working with finance is recognized as demanding. I have been working here for quite a number of years now and I have seen women work as hard as men. They are officers and work as is demanded by the nature of the assignment. There are periods when we have worked here as teams, with women, until very late in the night. No problem. I usually try to accommodate that by providing them transport to their homes or ensure they do not have to go alone late night. I have sometimes driven my car alongside theirs to their homes. I think I do this so that their families are comfortable as it is not usual in our society for women to be out and about late at night, alone (male officer, Ministry of Finance).

Pakistan is an environment which allows women the opportunity to compete with men in most areas. There are certain no-go areas (like wrestling, e.g. like it used to be in the military). It also allows public space for them to function. Maybe within that function, may not be ideal but that space is enough for them to respectably work. You may not be able to see a lot of equality, but within the given space there is growth for them. Not many women utilize that space. More women should come and utilize it (woman officer, Ministry of Finance).

There was a consensus among those interviewed that the same policy is applied to all applicants. It was also explained that if there is a perceived problem with any recruitment, specifically related to gender, it is protected under fundamental rights and the Government's decision can be challenged in the High Court, as per the Constitution of Pakistan.

3.4 POSTINGS AND PROMOTIONS

Promotions are based on years in service. They are subject to basic criteria, including the completion of performance evaluations and completion of requisite training presented for consideration before a promotion board (Box 7). Among colleagues, postings are informally categorized as coveted, despised and all shades in between. There are postings that are considered tough/challenging and those which are considered standard or easy.

Almost all of the respondents noted that both the recruitment process and access to training programmes¹¹ are equal for women and men and the recruitment processes are quite transparent.

- I. Most men thought women opt for easier positions. However, all men were able to quote examples of women who had not opted for the 'easy' posting. All men also quoted Police and PAS field postings as exceptions to the rule. When probed, their implication was that easier postings were where there was less work.
- II. Most women thought that postings can be subjected to gender considerations, especially the most coveted PAS postings in the field where females getting posted is practically unheard of, however, (almost a flip side) none of the women we met considered any role in the government

as being beyond them on the basis of their being women. It is also pertinent to note that when probed on what is an easy position they defined easy not in terms of technical aspects of the post but proximity to the family. One officer even shared that when her children were younger, she would actively look if there were such openings available which would allow her a shorter commute, for instance. All the women respondents we met were holding equally challenging posts as their male counterparts.

- III. Women did share that they adapt their career choices to best suit their families, especially children. They considered that a very important aspect of working within the civil services which had clearly laid out protocols enabling them to pursue a fulfilling career.
- IV. We did come across women who had served and were serving at what were

BOX 7

Promotions

Promotions and transfer to posts in BPS 2–18 and equivalent shall be made on the recommendation of the appropriate Departmental Promotion Committee and promotions and transfer to posts in BPS 19–21 and equivalent shall be made on the recommendation of the Selection Boards (Clause 7, Chapter 2, ESTA Code 2015).

No promotion on regular basis shall be made to posts in BPS 17–22 and equivalent unless the officer concerned has completed such minimum length of service, attended such training and passed such departmental examination, as may be prescribed from time to time (Clause 8A, Chapter 2, ESTA Code 2015).

¹¹ Trainings include Common Training Programme (CTP) and specialized training for new recruits. A mid-career training for promotion for grade 18 officers, Senior Management Course for grade 19 and a strategic policy-level course for grade 20 officers.

considered tough postings, generally. These included women working in the Ministry of Finance where the workload and pace of work both are considered more demanding than most other ministries/departments. Specifically, around the budget period, the hours worked are close to working 24/7. Similarly, we met women working within the Ministry of Interior where the work is considered more stressful and demanding. Finally, we met women from the foreign service who had successfully served in responsible positions in countries where it takes tremendous diplomatic skill to create headways within the host government, for example, countries previously part of the former Soviet Union. One of our respondents had served as the very pivotal position of Deputy Head of Mission in China, a country which is strategically important to Pakistan. Therefore, it is also a country where this position becomes stressful and high profile.

Most respondents, however, were of the opinion that career progression with children is challenging globally, not just in Pakistan. There are too many domestic responsibilities and only a few hours in a day. Nevertheless, they acknowledged that public administration still offers manageable working hours contrary to the private sector.

Overall, there was no clear majority of opinion on the issue. However, a narrow majority perceived an inherent bias of men towards women who are married and want to keep a balance. The bias is that married women cannot do justice to their jobs. However, more than 70 percent of the women we talked to were married and were of the opinion that this is not an issue at an official level. However, women and men both felt that this is a discussion that might come at the time of postings. The women were very clear that as the critical mass is increasing, women can no longer be ignored for important government posts.

Social barriers do find their way into the office space: It was shared that the socially constructed self-perception of men can also find its way into the office space. It is important to consider that they did not have to break any barriers (if any) to get to where they are. Working a government job is the more conventional path that might have compelled them to think differently. In comparison, most if not all women have had to navigate the socio-cultural narrative to create a way for themselves. This does not mean that any of them had overcome patriarchy. Yet, all the women we met had a considered opinion on gender relations within the office, and gender identity within the workspace.

- a. Age: All women agreed that age matters. The senior officers acknowledged that with age they were more self-aware and more self-assured. There was more acceptability with age. They could assert themselves better as senior officers. The power dynamic of their gender identity was overtaken by the power associated with their official position.
- b. Nearly 40 percent of women who were interviewed shared that as younger officers they would occasionally have to ward off the odd comment on their appearance or behaviour or some other personal aspect. However, with age that all but diminishes.

It will, however, not be accurate that this disappears on its own. As related by a former civil servant, it was clear that even without a sexual harassment act, there was strict adherence to zero tolerance to harassment when reported. In this incident, the officer reported the behaviour to the head of the organization (i.e. Secretary) who made sure a meeting of the staff was called to clearly lay out the limits of acceptable behaviour among colleagues, especially women colleagues. He specified instances of behavior (like personal comments) that were brought to his notice and therefore wanted to educate and warn staff before taking punitive measures, if necessary.

Interestingly, most women and men interviewed were of the opinion that they have observed the attitudes towards gender differences to be more relaxed in the recent entrants, i.e. younger officers. This opinion was shared across the board in Finance, Commerce, Foreign Services, Establishment, and BISP, that with the number of women increasing at entry level, the collegial relationships also seem to be evolving. A minority of women further qualified this attitudinal change and shared that the younger male officers were not only accepting of their female colleagues, but they also do not consider any job not being a 'woman's job' in the office.

- I. Appearance: Examples of comments on appearance were shared. One respondent shared how she got to hear about how "her beautiful hair hand landed her a prized posting as a BPS-17 (entry level) officer". Another shared how when she started coming to work in attire she considered was suited her as a more senior officer, it was construed as conservative and she received comments on how she will now lose her 'edge'. Two women also shared how when they joined as vibrant young officers, adapted to the work culture by toning down their dressing.
- II. When men were presented with a hypothetical situation where women had to dress conservatively (toned-down), all except one thought it appropriate, especially since non-officer staff may find it unusual.
- III. When women were given the same hypothetical situation, they shared a different response. Most women would refer to the common training as probationers where both women and men were told about office attire and office decorum as probationary officers. In their opinion, any advice over and above that was encroaching into the personal choice realm. The only caveat that one of them allowed for was that given that for women in Pakistan, there

is not set officer attire. Every individual has to get to their balance within their personal style and can be experimenting before they get there.

- IV. Nearly 20 percent of the male respondents *did* consider being female an 'asset' in the workplace. None of the women considered that to be the case.

There are policies against sexual harassment within the civil services in Pakistan. The Protection Against Harassment of Women at the Workplace Act, 2010 is a detailed document.¹² Questions about harassment and reactions to harassment were raised at all the interviews and group discussions. Most were aware but did not know the details. In all FGDs and four interviews, respondents were of the view that there was a need to raise more awareness about the law in the workplace in general.

3.5 REMUNERATION

The gender pay gap is an important aspect to discuss especially given that there is a gender pay gap in Pakistan's labour force. Illiterate women earn 60 percent less than illiterate men, with women who have graduated still earning 33 percent less than men (LUMS 2016).

For women and men to be paid without consideration for gender is, therefore, an important aspect that needs to be highlighted. Men in Pakistan earn 71 percent more than women on average (controlling for other individual, educational and labour characteristics), pointing to considerable discrimination in remuneration (UN Women 2016).

Pay scales in the government are based on occupational groups and professional groups. Bonuses are ministry/department based- not nomination based. No difference based on gender was reported during this study.

¹² The Protection Against Harassment of Women at the Workplace Act, 2010 (<https://qau.edu.pk/pdfs/ha.pdf>).

However, some postings are more lucrative, for example, if special projects had extra allowances, officers would take that into account when planning promotion or postings.

3.6 WORK-LIFE BALANCE

We categorize the women we met, as follows those who see:

- I. A choice between marriage and career
- II. Themselves as mothers and wives
- III. Life with a job and with contributing husbands and children

Work-life balance depends on a combination of factors: the direct supervisor and the ability to perform. Nearly 50 percent of the women we spoke to had 18–20 years of experience. In their experience, the flexibility within the system existed, however making intelligent choices about balancing career and family laid with an individual person. It is interesting that among our interviewees, women officers who were considered to be ‘outstanding/good’ each had a different definition of ‘ambition’ yet they were considered as effective as male officers by their peers, colleagues and in some

cases, where we had access, their supervisors.

In terms of the specific facilities available, a majority of the respondents reported not having adequate childcare facilities and subsidies for childcare. Some of the women recalled being able to bring their children to work when little, which was not frowned upon by their supervisors. Two of the ministries visited also provided crèche facilities. However, they did suggest that the education system in Pakistan was not supportive for working women. Physical facilities, such as restrooms were covered in detail and well-documented at the time of GRAP. In our discussions, the issue of facilities was in relation to numbers, whereby a respondent narrated that when she was posted out of administration to the judiciary and posted in a higher court, she was the only woman officer in that building and the men had issues with a restroom being designated for women in the building. It was designated and it was kept locked and some other women working nearby also started using it. For the men though, “it was one less bathroom for the few hundred men who worked there” (female officer, Ministry of Finance). The respondents reported the absence of childcare facilities as a crucial factor in facilitating working mothers.



CONCLUSIONS AND RECOMMENDATIONS

04

CONCLUSIONS AND RECOMMENDATIONS

It is almost counter-intuitive that women in civil services in Pakistan have been designing a dynamic role for themselves. This together with an increasing number of women entering in the recent years, augers well for women's role in decision-making in public administration.

4.1 CONSTITUTIONAL, LEGISLATIVE AND POLICY FRAMEWORKS

A review of existing laws, policies and regulations, related to public administration shows that within the cadre services, are generally favourable towards women. Particularly, some of the retention policies, which from all our conversations seemed to be followed as per procedure. These specific policies are also in line with the constitutional provision to ensure women's participation in public administration.

As such, all the provisions of Article 11 of CEDAW (Box 3) are provided for in the Constitution. The Constitution recognizes the right to work as a fundamental right and the recruitment criteria are gender neutral. In addition, there is a ten percent quota specifically for women. Women and men are both paid at the same level. Moreover, maternity benefits are applicable for women civil servants. In the province of Punjab, a 15-day paternity leave for the father has also been introduced, further safeguarding reproductive rights by providing more support. Though

there can still be a more improved system, the principle of support and involvement of the father is acknowledged by the State.

From the experiences of women officers, it was clear that gender-specific policies are implemented, by and large. However, we did find that these facilitative policies are reflective of prevalent social attitudes. Whereas, most of these women are challenging such social attitudes by taking up roles which are non-traditional.

A meaningful discussion on policy framework specific to women in civil services remains elusive without a meaningful discussion on a policy framework for civil services as a whole. The most recent thorough effort of an evidence-based discussion on such a policy framework was worked within the research done by the NCGR in 2007–8. However, a lot of those discussion papers, policy notes and recommendations are set to be debated in a manner which can translate into a menu for reform.

Commendable support has been provided by UNDP on aligning the functionality of the civil services post-18th Amendment, and a reforms unit continues to work at the Planning Commission. To further the work of civil services reform, the work of the NCGR needs to be brought together with this work to have a research- and evidence-based understanding of what is required after provincial devolution, what is expected from

the civil services and finally, how the civil service can provide a platform for performing its role in attitudinal change on gendered roles and gender empowerment.

4.2 LINKAGES BETWEEN WOMEN'S LEADERSHIP IN PUBLIC ADMINISTRATION AND THE GENDER EQUALITY AGENDA

As discussed, after the 18th Amendment, policy on women is within the provincial domain. Legislations that promote gender equality have been passed in all provinces, including a progressive Women's Protection Bill, 2016 in Punjab, laws on inheritance in KP, child marriage prohibition laws in Sindh so on and so forth.

The role of women in decision making in public administration can benefit women, at large, when there is a well-defined Gender Equality Agenda articulated and committed to by the government. This provides these women, who as mentioned have a considered opinion on their role as well as gender relations within the workplace and within society, an opportunity to expand their influence to empower women in Pakistan in a more direct manner.

The Vision 2025 mainstreams some crucial elements of women's empowerment legislative protection, desisting gendered cultural practices, affirmative action in public sphere (beyond public administration) and facilitating women workers by providing facilities like a crèche. This may not be enough in terms of a well-defined gender agenda. Moreover, with the 18th Amendment, as GRAP could not mature into policy framework and in the absence of an alternative framework, the work has to be paced up by the provinces in real terms where only limited gender agenda exists.

4.3 CONVENTIONAL ROLES, UNCONVENTIONAL SPACES

There are levels of complexities and inter-linkages between the barriers faced by women and their role in the public sphere, including public administration. From the women interviewed, we could see that contrary to the findings on gender in public administration which reports women being preferred for departments dealing with functions more aligned to their social role, welfare, health, education. We found a variety of roles being occupied by women, including responsible positions within the diplomatic corps, Ministry of Finance, and Ministry of Interior. These are highly qualified and competent women carving their space beyond the realm of what is conventionally expected. Indeed, even in our conversations with some of the male officers, it was clear that these women were defying even their perception of roles of women officers, albeit, their perception was defined by their socio-cultural context. Pakistan needs to translate the change in office space into change in the larger public space, with more women in the street. There is a need for continued engagement at the societal level to change attitudes, specifically those of men.

Within the civil services, there can be an effort to introduce women's networks within public service to promote mentoring opportunities for young women and sharing of experiences.

Pakistan is uniquely poised to share its experience of an increased critical mass necessary to form the base on which to structure equal participation of women in decision-making in public administration. These experiences can very well be shared beyond Pakistan as part of South-South cooperation.

UNDP views public administration as the bedrock of quality policy development, planning and implementation. It has long since supported technical assistance to improve public administration across the 134 countries. In 2012, alone, the total value of UNDP support to public administration was US\$ 384 million. Likewise, UN Women advocates for and has supported gender mainstreaming across public sector institutions, including areas such budget reform, service delivery, and the decentralization of resources and services from the national to the local level, often in collaboration with UNDP and other partners. From Tanzania to Timor-Leste, one of UN Women's key interventions entails developing capacities among local and national officials to incorporate gender equality in managing public administration functions. UNDP and UN Women are uniquely positioned to identify and engage with these dynamic women in public administration to develop synergies not just across Pakistan but perhaps with the whole Asia-Pacific region.

4.4 ENGAGING LAWMAKERS

Engagement with Parliament is required for meaningful dialogue on the translation of the benefits of increased induction into the civil services to society at large, and even before that, to the so-called ex-cadre recruitment. With the dissolution of the MoWD, there is no longer a standing committee on women development. Alternatives and means of reengagement, therefore, have to be explored.

The MoPDR is the owner of Vision 2025. Therefore, more parliamentarians, especially those represented in the responsible standing committee, need be informed through a special session on the provisions of women's empowerment. An emphasis, to begin with, can be on the provisions of facilities in government offices specific to women government employees. In this regard, UN Women may take on the responsibility of holding information sessions with the Standing Committee where it provides statistics on facilities, across government offices.

A similar engagement for the Standing Committee on Human Rights can be developed to improve information sessions and information material on the status of commitments under international conventions to which Pakistan is a signatory. Here UNDP may come in alongside UN Women to support some of the inter-tier coordination bodies to facilitate in resolving the issue of provincial data reporting.

In the absence of any immediate prospects of a civil services reform, a gender policy/gender responsive strategic framework for civil service may be developed with the support of UN Women and UNDP with reporting on the status after every six months to the parliamentary committees it engages with.

With the increasing number of women entering the civil service in Pakistan in recent years, women have been designing a dynamic role for themselves. The following recommendations build on the progress made to date and address the significant challenges that still remain to increasing women's participation and, in particular, leadership in public administration.

Systematic, real-time, reporting on women's representation at all decision-making levels of the civil service

Disaggregated and publicly available data is necessary to measure progress on increasing gender equality in the civil service. Although some ministries and government departments were developing comprehensive online databases at the time of this study, Pakistan would benefit from institutionalizing the monitoring of women's participation and access to decision-making in the civil services across all ministries and departments. Based on similar experiences in a number of other countries, UNDP, UN Women and other development partners could support the Government of Pakistan with the development of a tracking system to be used nationally and sub-nationally. The national data would ideally be available to the public as it reflects recruitments, promotions, etc., but could also be released as part of, or

in conjunction with, the Annual Statistical Bulletin of Federal Government Employees.¹³ This will provide the necessary evidence base to inform the Government's work on civil service reform and ensure the civil service provides a data-driven platform for setting baselines and driving attitudinal change on gendered roles and women's empowerment. Investing in a solid GEPA tracking mechanism would also allow Pakistan to report on progress against the targets of relevant SDGs and other international commitments made by the Government of Pakistan.

Strengthen key government institutions through capacity building

There is scope to strengthen the promotion of gender mainstreaming across all government institutions. A key intervention would be the implementation of gender-responsive planning, budgeting and monitoring within key government institutions at national and local levels. UN Women, UNDP and other development partners would be well-placed and ready to support local and national institutions in Pakistan in acquiring the knowledge and tools to analyse, formulate and execute gender-responsive plans and budgets. This could be through the introduction of modules on gender-responsive budgeting in the capacity building courses designed for senior civil servants.

Institutional coordination for monitoring of policy measures

Following the 18th Amendment of the Constitution, the MoWD was devolved to the provinces and assigned the responsibility of gender issues into the Women Development Departments/Social Welfare Departments and the provincial Commissions on the Status of Women. The NCSW, an independent oversight body, is the only women's machinery at the federal level, and has the role to promote social, economic, political and legal rights of women as provided in the Constitution of Pakistan and in accordance with international declarations, conventions,

treaties, covenants and agreements relating to women. On the other hand, the MoHR has the responsibility for coordination for reporting on international obligations including CEDAW. The MoPDR has been the key agency in the development of the Vision 2025 document which mainstreams some crucial elements of women's empowerment legislative protection including desisting gendered cultural practices, affirmative action in the public sphere (beyond public administration) and facilitating women workers by providing facilities.

Coordination between the MoPDR and the MoHR would, therefore, benefit from being further strengthened in order to monitor progress on women's empowerment as per Vision 2025 and commitments under international conventions to which Pakistan is a signatory. Options for how to strengthen the coordination could be to organize regular information sessions (e.g. every six months) to review statistics on recruitment and promotion, implementation of gender-responsive budgets, and gender-responsive infrastructures such as child care facility, separate toilets and working women hostels which would attract more women to join the public administration and would strengthen retention rates.

Networking and South-South engagement

The survey that was conducted as part of the GEPA case study revealed that existing gender-specific policies are implemented to a certain extent. However, it did find that these facilitative policies are implemented in ways that reflect the prevalent social attitudes. Most of the women interviewed are challenging such social attitudes by taking up roles which are non-traditional. Therefore, the introduction of women's networks within public service to promote mentoring opportunities for young women and sharing of experiences could motivate other women to enter the civil service. Since 2010, UNDP has supported national partners in setting up women's public service networks in a range of countries, and there are other experiences

¹³ The last publication was released in 2013.

that UN Women and UNDP can draw upon to support the Government of Pakistan in setting up international networking and South-South exchanges.

Pakistan is also uniquely poised to share its experience of an increased critical mass necessary to form the base on which to structure equal participation of women in decision-making in public administration.

These experiences can very well be shared beyond Pakistan as part of strengthened, mutual South-South cooperation. A South-South Women in Public Administration network could be developed and exchange visits arranged, in particular for women who are either in, or aspiring to, decision-making positions in the civil service, including management-level women officers identified through this study.



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ANNEXURES

ANNEXE A: LIST OF INTERVIEWEES

Names	Organisational level	Gender
Naeem Aslam	Dean, National Management College Lahore	Male
Arifa Sabooi	Director General, CSA, Walton Campus and Programme	Female
Akber Nasir Khan	Chief Operating Officer, PSCA	Male
Mariam Aftab	Director General Africa, Foreign Services	Female
Samar Ihsan	Joint Secretary, Ministry of Commerce	Female
Humaira Zia Mufti	Director General, Cash Transfers, BISP	Female
Marvi Memon	Chairperson, BISP	Female
Bushra Gohar	Former member Parliament	Female
Anita Turab	Joint Secretary, Ministry of Interior	Female
Iftikhar Aziz	Director General, Foreign Service Academy	Male
Amjad Mehmood	Joint Secretary, Ministry of Finance	Male
Saqlain Syedah	Director General (CARs and ECO), Foreign Office	Female
Izzat Jehan	Joint Secretary, Ministry of Finance	Female
Jawad Paul	Additional Secretary, Establishment Division	Male
Sabrina Qureshi	Director General (Research), FPSC	Female
Shahid Ali	Deputy Joint Secretary	Male

ANNEXE B: LIST OF FGD ATTENDEES

Names	Organisational level	Gender
Ayesha	Assistant, Ministry of Finance	Female
Fauzia	Assistant, Ministry of Finance	Female
Fauzia	Upper Division Clerk, Ministry of Finance	Female

ANNEXE C: INTERVIEW AND FGD TOOL

	Sub-topics/ pointers for coding	Questions	Source(s)	
General	Department demographics	1. How many women are employed in the civil service of your department as compared to the total number of employees? Including part-timers?	UNDP-OECD 2015 Survey on Gender in Public Administration (agency/department ministry)	
		2. Do you know how many of these women are in top management and middle management? Also in professionals, secretarial and technical support? What is the approximate division?	UNDP-OECD 2015 Survey on Gender in Public Administration (agency/department/ministry)	
	Icebreaking	3. Do you see improving the gender balance within your agency/department/ministry, at all levels, as a priority or a concern of your country's civil service?	UNDP-OECD FGD Guide: Women in Public Administration	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration
		4. How would you explain the gaps between policy and implementation as regards gender equality in your agency/department?	UNDP-OECD FGD Guide: Women in Public Administration	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration
Recruitment	Selection criteria	1. In your opinion, do women and men receive equal access to job interviews?	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	
		2. In your view, do women and men receive equal treatment in the selection process?	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	
	Opportunities for career development	3. Do you believe women and men have equal access to leadership positions within your agency/department?	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	
		4. In your view, do women and men have equal access to special training programmes for taking entry examinations?	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	
	Departmental policies	5. Do you think women and men receive equal treatment in the overall recruitment process in civil services of Pakistan?	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	
		6. What are some of the barriers you think exist for women entering the civil service?	UNDP-OECD FGD Guide: Women in Public Administration	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration
		7. Are recruitment processes within your agency/department/ministry transparent?	UNDP-OECD FGD Guide: Women in Public Administration	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration
		8. In your department, are there policies or initiatives in place that explicitly seek to enhance the recruitment of women factoring in organisational rewards and consequences for meeting or not meeting targets?	UNDP-OECD 2015 Survey on Gender in Public Administration	

Career Stream	General overview of career stream	1. Do you think women and men receive equal treatment in career advancement?	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	
		2. Within your agency/department/ministry, what can employees do to advance to the upper ranks of management?	UNDP-OECD FGD Guide: Women in Public Administration	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration
	Fast-tracking career path (based on personal experiences)	a. What are the steps? Are they the same for women and men?	UNDP-OECD FGD Guide: Women in Public Administration	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration
		b. How can someone fast-track the process? Is it the same for women and men?	UNDP-OECD FGD Guide: Women in Public Administration	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration
		c. What were the most significant factors that contributed to your advancement to a senior management role?	UNDP-OECD FGD Guide: Women in Public Administration	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration
		d. What were the most significant barriers you faced in advancing to a senior management role?	UNDP-OECD FGD Guide: Women in Public Administration	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration
		3. In your view, do women and men receive equal opportunities for promotions and trainings?	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	
	Differences in policies for men and women	4. In your view, are women and men subject to the same retrenchment policies/procedures?	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	
		5. In your view, are women and men subject to the same redundancy policies/procedures?	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	
		6. In your view, are women and men subject to the same retirement policies/procedures?	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	
	Policies in making	7. Do you see specific efforts to increase the representation of young women in management positions within your agency/department?	UNDP-OECD FGD Guide: Women in Public Administration	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration
		8. If they exist (following question 7), how effective, in your opinion, are support networks, such as women's mentorship programmes, in helping women attain decision-making positions? What makes such networks effective (or not)?	UNDP-OECD FGD Guide: Women in Public Administration	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration
Remuneration	General overview of differences in remuneration between women and men	1. Are you aware of any differences in remuneration between women and men? i.e. bonuses and other allowances?	UNDP-OECD FGD Guide: Women in Public Administration	
		2. In your view, do women and men receive pay equality (equal pay for equal work)?	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	
		3. In your view, do women and men receive pay equity (equal pay for work of equal value, requiring similar qualifications)?	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	
	Opinion of interviewees in top management positions only	4. As someone in a senior management role, is gender a consideration when it comes to remuneration? i.e. bonuses and other allowances? Please elaborate.	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration	

Work-life Balance	Recent trends	1. Has there been a shift in attitude in terms of work-life balance policies?	UNDP-OECD FGD Guide: Women in Public Administration	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration
		2. What are the effects of home responsibilities on a woman's career in the civil service? How does this differ from men's experiences?	UNDP-OECD FGD Guide: Women in Public Administration	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration
		3. From a senior management perspective, are there any non-explicit consequences (i.e. in perceptions of, or attitude towards staff) for taking advantage of policies meant to reconcile work and home responsibilities? i.e. for taking maternity leave, flexible working hours, etc.	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration	
		4. Are there consequences for taking advantage of policies meant to reconcile work and home responsibilities? i.e. for taking maternity leave, flexible working hours, etc.	UNDP-OECD FGD Guide: Women in Public Administration	
	Opinion-based propositions	5. What measures would you propose to improve work-life balance?	UNDP-OECD FGD Guide: Women in Public Administration	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration Guide: Women in Public Administration
	Specific facilities available	6. Do you have provision for maternity leave and home care leave?	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	
		7. Can you easily take leave to take care of a sick family member?	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	
		8. Are you provided childcare facilities and subsidies for childcare?	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	
		9. Do you have part-time employment solutions?	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	
		10. Are there any specific measures in your department for the needs of pregnant women (e.g. facilities, working time allocated for resting).	UNDP-OECD 2015 Survey on Gender in Public Administration: Perception Survey	

Behaviours	Recent trends	1. Does a woman's word carry as much weight as the word of a man with equal responsibility?	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration	UNDP-OECD FGD Guide: Women in Public Administration
		2. Are questions of professional equality or inequality between women and men discussed in meetings?	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration	UNDP-OECD FGD Guide: Women in Public Administration
		3. Are such questions of equality and inequality addressed at the trade union level, if there are any?	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration	UNDP-OECD FGD Guide: Women in Public Administration
	Specific parameters of inequality	4. Have you noted that there are forms of inequality between women according to:	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration	UNDP-OECD FGD Guide: Women in Public Administration
		a. Their degree of qualifications?	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration	UNDP-OECD FGD Guide: Women in Public Administration
		b. Their grade within the civil service?	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration	UNDP-OECD FGD Guide: Women in Public Administration
		c. Whether they have children?	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration	UNDP-OECD FGD Guide: Women in Public Administration
		d. Appearance?	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration	UNDP-OECD FGD Guide: Women in Public Administration
		e. Age?	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration	UNDP-OECD FGD Guide: Women in Public Administration
		f. Race?	UNDP-OECD Senior Manager Interview Guide: Women in Public Administration	UNDP-OECD FGD Guide: Women in Public Administration

Is there anything else that you would like to talk about?

ANNEXE D: WOMEN-SPECIFIC LAWS PASSED IN 2015–2016

Parliament

The Criminal Law (Amendment) (Offences Relating to Rape) Act, 2016 (October 2016)

The Criminal Law (Amendment) (Offences in the name or pretext of Honour) Act, 2016 (October 2016)

Balochistan Assembly

The Balochistan Protection Against Harassment of Women at Work Place Act No 1 of 2016 (21 January 2016)

KP Assembly

The Khyber Pakhtunkhwa Maternity Benefits (Amendment) Act, 2015 (24 February 2015)

Punjab Assembly

The Punjab Protection of Women Against Violence Bill, 2015 (Bill No. 31 of 2015) (25 May 2015)

The Punjab Maternity Benefits (Amendment) Bill, 2015 (Bill No. 26 of 2015) (22 May 2015)

Sindh

The Sindh Commission on the Status of Women Act, 2015 (12 May 2015)



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