



RESEARCH PAPER

Governance in Perspective of Gender Mainstreaming in Pakistan

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ABSTRACT

Participation and equity are salient features of good governance. In this context, the government makes sure that all the members must feel that they have a stake in and do not feel excluded from the mainstream of society. A gender-sensitive approach is required to meet the demands of governance. The different ways in which men and women participate in and enjoy benefits from governance are considerably formed by the prevailing structure of gender, whose traditions, prospects, and institutional reflection restrict women's access to social and economic resources and political opportunities. Even though females make up fifty percent of the population of Pakistan their representation in local administration is not encouraging. They are often not entertained by policy-makers and planners which make them difficult to survive and are left far behind in Prosperity. Pakistani society assigns different roles to men and women. But still not succeeded to achieve gender mainstreaming by abolishing gender inequality which is a big hurdle in good governance in Pakistan. This study deals with the theme of mainstreaming women in Pakistan in the background of basic principles of governance and the diversity of needs of women. The nature of the study is qualitative in nature. The study concludes that women should empower to play a more active role in their social, political, and economic lives and eradicate the sociocultural obstacles to the satisfactory participation of women in governance. Policies and Planning must be gender aware in which women's demands and interests should be addressed.

KEYWORDS Gender Gap, Gender Mainstreaming, Governance, Participation

Introduction

Women make up half of the population of Pakistan. But unfortunately are often not considered by government officials and decision-makers and leaves them behind in the process of progress and development(Noreen, et.,al, 2019). so,they remain very backward and can not achieve prosperity and well-being. Sex and Gender is a sociological rather than a biological term. Gender means attitudes towards men and women and differences between them which are based on social-cultural, religious, political, and economic factors(Sivakumar,2016; Awan, 2004). It is important because the spheres and experiences of women and men take place within multifaceted dimensions of different social and cultural prospects. In contrast to sex, gender represents the scale to measure power (Sivakumar,2016). At the International level, many attempts have been made to remove the gender gap but failed. So it was realized at the international level by the conduct of different conferences' dialogues and debates that problems like gender discrimination 'increasing social crimes and the fast process of urbanization also affect society(Hainard,&Verschuur, 2001).

Literature Review

Women's equality and complete involvement in decision making is crucial for good-administration , poverty elevation and fair distribution of human resources can bring

change in developing nations . Knowing that the devolution of power in Pakistan 2001, provides women participation at all sectors. But still further progress is required in this matter(Jabeen, & Iqbal,2020) Because Pakistan is a patriarchal Society so, woman is in a subordinate position which created obstacles to women participation in administrative affairs and kept them socially as well as economically backward(Sajid et al, 2010). Different Governments in Pakistan set goals to satisfy women needs by providing gender justice and equality but practically situation is not so much improved because gender gap is the result of social as well as cultural traditions(Awan,2004).

Urban poverty and rural poverty are two different things due to demographic, economic and political and factors continue to be still unveiled in Pakistan. For example, a medium sized city of Pakistan, Sargodha has been examined to know the determinants of urban poverty. Primarily 330 household's women have been analyzed by their survey. Results show that reduction of poverty can be made by induction in public sector, capital investment for and access to public services. Where human employment in normal sector, excess in family and households domination of women increase poverty (Sarwar, & Iqbal, 2010).

All over world an acceptable democratic polity is rapidly realized to acknowledge the importance of women political participation 48% women of Pakistan is not being rightly put on the path of national development because of their lacking in technical education and empowerment within political movement. No democratic set up can work effectively with more 52% of population and rest of is marginalized. An old notion is that the politics, is related to " Public sphere " and women by nature belong to non-public sphere " that is why, politics is something unknown to their nature(Ali& Akhtar 2012).

A number of specific steps have been taken to minimize gender inequality in social and cultural domains. Gender equality and empowerment of women have become an objective that turn into as Millennium development goal. However, the differential treatment of father and mother to boys and girls increases the gap and creates habitual and social wish reflected their choice for boys over girls mainly in urban areas however, the significance of literacy has rendered dominating aspect to stop disparity between male and female registration in urban areas. This consideration has caused gender disparity at rural area and disparity level is so high that is does not realize because the abdication of father and mother for women girls education in urban areas is largely effected and at ordinary foundation. Resultantly, there exists gender disparity in Punjab province of Pakistan(Afzal, et, al ,2013)

Material and Methods

The nature of the current study is qualitative. The interpretive research method is applied to understand the action of people in social circumstances and situations. Secondary and primary sources of data were used for the present studies. Primary data consists of official reports whereas secondary data comprises books, research articles, and newspapers. Electronic sources like Google Scholar, JSTOR, and Springer are also used for data collection. For analysis of data analytical procedure for analysis of qualitative data as described by Creswell (2012) is used.

Gender Mainstreaming

- Gender mainstreaming means to abolish inequality and attempt to make sure that all gender benefit without any discrimination in how human settlements function.
- It is a strategy to enhance women's rights and to make policies and projects gender-responsive(Sivakumar,2016).

Gender and Governance

Governance is the involvement of men in power and citizen indecision-making process (Griffin, 2015). (The modern concept of governance is associated with an approach that deals with "good governance" as a development issue and has characteristics of accountability, efficiency, participation, equity, and protection of human rights (Robinson, 1995). Policies related to the decision-making function perform only for the satisfaction of the necessities of citizens. At the Global level, this approach has developed to remove gender inequalities and gender-sensitive governance, requiring that concentrates on women's rights in goal setting and functioning of governance institutions (Brody, 2009). In this connection, awareness of policies about gender is connected with governance for example imbalanced social, and economic powers, benefits, duties, and choices, and understanding the fact that the wants of women are entirely different from men.

Gender and Governance in Pakistan

South Asia declared the least gender-sensitive region of the world because of bad conditions for women (Chancel, et., al, 2022). Pakistan is a patriarchal society so the woman is in a subordinate status which creates hurdles in the participation of women in administrative affairs. Different governments in Pakistan set goals to satisfy women's needs by providing gender justice and equality but the practical situation is not so much improved because the gender gap is the outcome of social and cultural traditions (Jabeen, & Iqbal, 2020).

Constitutional Guarantee

1973 Constitution maintains the self-esteem and rights of women. Article 25-1 guarantee equality and independence for all citizens and forbid prejudice on gender base. The third clause of the article protects children's and women's rights. According to Articles 91, 41, 62, 63, and 113 (Perveen, 2016; Yilmaz, 2011; Khan, 2005) women can also be elected as prime Minister or President of Pakistan. They can elect as members of parliament, speakers of the national and provincial assemblies, and chairman senate as well as can be nominated as members of the Council of Islamic Ideology.

Issues Influence the Women

Even though men's and women's needs and choices are entirely different in terms of services and infrastructure (Rezzadeh, 2011). Interests of women do not entertain in planning and ignore in decision-making process.

Table 1

Women in progress in Pakistan						
% of Female Population	Life expectancy at birth	Life expectancy at birth	Women associated with non-agriculture sector	Women associated with agriculture sector	Women in Parliament	
2022	Male	Female	32	67.95	1990	2018
49.6	64.5	65.5			10	68

Source: Noreen, N., Zakar, Z., Ali, A., & Yousaf, U. (2019).

Following are highlighted some issues which should be considered during the decision-making process regarding governance.

Basic urban Services

Women are most affected by poor services like water, sanitation, fuel and waste management, and infrastructure than men because of their household tasks. UN Human Rights Council 2010 recognized sanitation and safe drinking water as basic Human Rights. so, to provide these facilities is the primary obligation of the governments, the majority of the population has no access to safe water. According to a survey 88% of unsafe water provides to citizens.

Table 2
Access to water and sanitation in Pakistan

		Rural (63% of the population)	Urban (37% of the population)	Total
Water	Safely Managed Drinking Water	32%	41%	39%
Sanitation	Basic Sanitation	82%	60.16%	68%

Source: <https://www.bing.com/search?q=access+to+pakistani+urban&https://www.indexmundi.com/facts/pakistan/access-to-basic->

Women are most often the direct organizer of basic services at the domestic level so, with poor or absence of facilities women suffer more as compared to men. (Cooper, 2018; Moser, 1992; Beall, 1996; Chant, 1996). As far as housing is concerned when the government design scheme to improve the Human settlement ignores gender-sensitive approach. For example, women are often disqualified because of traditional requirements. So, because of their low income, shortage of time and skills, they are unable to engage in self-help schemes. Poverty or absence of services not only increases the workloads of women but also hurt their self-esteem and respect.

Health Issue of Women

Doubtlessly a large number of the population of Pakistan is not enjoying better health facilities but women are facing more health problems compared to men. A women's health is said to be in danger if she gives birth to a child "too early, too late, or too frequently". The sociocultural features in Pakistan reveal women to all of these dangers. A gender-blind health facility supply system ignores the basic needs of reproductive health facilities for women and increases their poor conditions.

Table 3
Nutritional issues women of reproductive age 15-49 years

Underweight prevalence	14.5%
Overweight prevalence	24.2%
Obesity prevalence	13.9%

Source: https://www3.weforum.org/docs/WEF_GGGR_2023

Table 4
Health and Nutrition

Maternal mortality deaths per 100,000 live births	140
Births attended by skilled personnel % live birth	68.00
Prevalence of anemia % of pregnant women	44%

Source: https://www3.weforum.org/docs/WEF_GGGR_2023.

The absence of services not only damages the health of women but also damages their self-esteem and respect. In case of a shortage of health facilities at the time of delivery because of the poor condition of health facilities and ignorance of doctors or other staff female gives birth at stairs or outside of the hospitals.

Violence

Gender-Based Violence (GBV) affects women in developed and developing countries which create hurdles to women's participation in society(Krook, 2019;Hyzer,1998). The most prevailing practice used by families and communities is violence against women to stop the struggle of women for change of existing social order and also demonstrates the traditionally uneven power relationship between males and females(Walby et.,al 2017). The social structure of Pakistani society introduces men's dominance over women and encourages gender-based violence in the Country(Ismail, et.,al 2020).

Types of violence against women observed in Pakistan comprise

- i. Murder
- II. Honor-killing,
- II-Sexual harassment
- IV- Abduction
- V. Rape
- VI-Women trafficking,
- VIII-Forced prostitution
- IX-Watta satta
- X-Vanni
- XI-Custodial Violence
- XII-Domestic Violence

**Table 5
Violence against Women 2023**

Prevalence of gender violence in lifetime % women	85.00
Physical or Sexual Intimate Spouse Violence	14.5 %
Child Marriage	18.3 %

Source: https://www3.weforum.org/docs/WEF_GGGR_2023.

It is hard to evaluate the level of violence against female because of the nonavailability of proper data because of social reasons events of violence are not reported by the victim. so, most cases of violence remain unreported. The Human Rights and Legal Committee of the Supreme Court Bar presented a report that during the period from 1998 to 2008, 7480 incidences of Violence were reported.

Harassment at workplace

Harassment at the workplace is one of the main reason that obstruct women from joining the workforce in Pakistan(Salman, 2016;Ali&kramar, 2015). Government of Pakistan has identified harassment of women as one of the big hurdle in women empowerment as well as gender mainstreaming. In this regard the workplace act 2010 was passed which provides guarantee to women against harassment at the workplace(Hadi,2022; Ali, 2019; Yasmin, 2017).

Table 6
Indicators of sexual harassment at workplace

Type of Harassmen	Indicators
Nonverbal	Unwanted emails, unwanted messages on cell phone ,
Physical	touching, leering or ogling, homophobic comments, whistling
Psychological	Rejection of the work on the basis of gender, unnecessary meetings to attain sexual favor, Usage of authority in demanding sexual favor

Source: Mahmood, Q. K., & Ahmad, I. (2011).

Economic Capacity

Economic struggle by the government should have a goal to provide opportunities to all people of the country for living a reasonable life (Barrientos, Bianchi, & Berman, 2019). But in Pakistan, women experience economic discrimination instead of this fact they perform their role in urban economic life particularly in the informal economy, their contribution is hardly recognized as well as their participation remains unmeasured. Most laws do not entertain women's needs in perspective of settlement and constraints of their mobility. Failure to encourage women's participation harms the urban economy as a whole. Gender inequality is one of the major characteristics of the history of economic progress Of Pakistan.

Tale 7
Participation of women in Pakistan

Indicators	Rank
Economic Participation and Opportunity	143 rd
Labour-force participation rate %	140
Wage equality for similar work 1-7 (best	71 st
Estimated earned income int'l \$ 1,000	137 th
Legislators, senior officials and managers %	139 th
Professional and technical workers %	132 nd
Health and Survival	132 nd
Healthy life expectancy** years	140 th
Political Empowerment	95 th
Women in parliament %	94 th
Women in ministerial positions %	126 th
Years with female/male head of state (last 50	36 th

Source: https://www3.weforum.org/docs/WEF_GGGR_2023

According to Global Gender Gap Report,2023 of World Economic Forum Pakistan ranks 142nd out of 146 countries, with a Gender Empowerment Measure value of 0.575 which is the demonstration of a very low calculated woman-to-man earned income ratio. These depressive facts and figures depict the gender gap in the economic input of males female because of poor economic conditions and the settlement of families in urban areas compared to the past more female are working and earning money. Instead of the fact that a large number of women are participating in economic activities, there is an approach prevalent among women spending their time in Household tasks rather than outside the house. So, the government remains reluctant to introduce policies to create opportunities for employment for women as well as to give legal assistance to women for their participation in the labor force.

Table 8
Opportunities for Females in Pakistan

I. Labor Force	II. 2022
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III. Total Labor Force(% of Females)	IV. 23.31
V. Self employed(% of Females)	VI. 69.44
VII. Contributing family workers(% of Females)	VIII. 19.08

Source:<https://tradingeconomics.com/pakistan/labor-force-female-percent-of-total-labor-force->

The economic power of women in urban areas is associated with basic services. Because a large number of women are busy in the informal sector and preferably in their residential areas so, necessary resources to businesses like safe drinking water, sanitation, property, and land should be provided in their localities. Policy based on gender sensitivity would identify the importance of informal and survivalist economic activities that help in poverty alleviation and economic Progress of the city.

Poverty

In Pakistan, most of the population is living below the poverty line and has no access even to basic facilities like sanitation, safe drinking water, and better health services. On Human Development Index Pakistan's value is 0.557 and the rank of Pakistan is 154 among 189 states, whereas on Human Poverty Index its value is 39.2% and the status of Pakistan is 161 among 192 countries (UNDP 2021). An organized gender investigation of poverty is available because of a lack of gender-disaggregated, poverty-based data. There is a strong relationship between poverty and gender that can be observed all over the world. Among the 1.3 million poor population 70 % are women. Likewise, the worldwide trend, particularly in developing countries women are the poorest among the poor and the most susceptible in societies. The value of the Gender-related Development Index (GDI) is 0.750 and the GDI number (among 178 countries) is 181 (GDI, 2023)

Human Rights

The rights of individuals which, by birth are the rights of Human beings and recognized by the state consider human rights and the state must protect these rights. In Pakistan Women's equal rights are rooted in international instruments including conventions, resolutions, and declarations (Byrnes, 2005). The universality of these rights is the necessary characteristic of all international standards which contains the Universal Declaration of Human Rights, the Declaration on the Elimination of Violence Against Women, the Convention on the Elimination of All Forms of Discrimination Against Women and the Vienna World Congress Declaration (1993)

emphasizes the priority attached to the universal acknowledgment of the women's right as human rights. UN also adopted an approach of rights-based in the Habitat Campaign of Good Urban Governance (Cecilia, 2000). The primary responsibility of the government is to provide rights not only within the legal boundaries and international agreements but also outside them. The concept of human rights is associated with the rights of citizens which is linked with localities that give rights to gender oriented.

In Pakistan, factors related to women's rights are mentioned below

The Constitution treats all citizens equally and gives them equal rights. it particularly denies discrimination based on gender and bound the state to take steps to ensure this. But there are some difficulties in its implementation for example constitution does not guide women's reproductive health and creates a suitable environment that should be equally favorable for women. On the issue of political rights women have the constitutional right to vote, and contest the election but the practical situation is not encouraging because of social, and cultural Constraints and the lack of interest in political parties taking a step

- I. to increase participation of women(Azam, 2006).
- II. Many steps have been taken by different governments to improve the situation like the establishment of women's police station age relaxation for government jobs, and increased seats in parliament but these are not sufficient still a lot of work is required to improve the condition of women's rights.

Women in Decision making

Different agreements at the Global level like The Committee on the Elimination of Discrimination against Women and Beijing Platform for Action participation recognize the women in the process of decision-making. According to these agreements, gender discrimination should be stopped by Government and set gender-oriented goals, and try to achieve gender balance in the decision-making process in public as well as private administration(Hora,2014;Cecilia,2000).In 1989, the first Women's Bank was established in Pakistan where women were appointed to managerial posts. Discrimination is not only practiced in financial matters but also reflects in the biased attitude that has been adopted towards Females in the workplace. For engendering urban governance, the participation of women in civil service is important.

Women participation Government

Women participation in decision-making and political processes as candidates and elected representatives is vital to democratic development and women political empowerment (Manandhar, 2021).Like other developing countries participation of women in political process is not satisfactory. In 2013 election women elected 3.3 % on general seats of national assembly, 3.0 % Punjab assembly 1.5 Sindh Khyber Paktunkhwa Assemly 0Balochistan Asse 2 total 2.59 (Zia,2013).in 2018 election women elected 2.9 % on general seats of national assembly, 1.6 % Punjab assembly 1.5 Sindh Khyber Paktunkhwa Assemly 0Balochistan Assembly 0 over all 1.7 (Pakistan Women and Elections Report,2018)

According to International union of local Authorities,Worldwide Declaration on Women in Local Government, in 1998 people are facing problems at a global level but these are happening and are being tackled at the regional level(Cecilia,2000). To cope with these issues. women must participate as administrators and decision-makers in Local government.In Pakistan till 2000 female participation in local Bodies was very discouraging. In 1991, seats reserved for women were only 2%.In 1999 a new system of Local Government was introduced in which 33% was reserved for women. This gender-sensitive action enhanced the participation of females in political decision-making. In the 2001-2002 elections, 4001 seats were not filled because of social pressure on women, and in Khyber Pakhtunkhwa and Baluchistan they were forbidden by their tribal/spiritual leaders to participate in elections (Yazdani, 2004). This reflects the social constraints for women to play their role in the political system not only social pressure discouraged the women as well as legal constraints were also created for them and their seats were decreased at the Union Council level from 21 to 13(Naima, 2005).

Instead of this fact that women can play very effective roles at the all level of Government to face the challenges as well as tackle the issues (especially linked to women) related to governance. So, it is the need of the hour to encourage women and should be gender sensitive not gender blind approach.

Transport Issue

Women in Pakistan especially in urban areas are also suffering problems of transport severely as compared to men. Women's transport problems are (a)Long hours of waiting(b)Insecure traveling patterns(c) Paying extra costs(d)Face harassment

Conclusion

Pakistan is a patriarchal society so, women who fulfill more of above than fifty percent of the total population with inferior status economically and socially also face the burden of poor governance. To reduce the gender gap it is important to recognize gender-sensitive governance global level. Women issues like disparity in income, gender needs, choices, social status, and functioning of institutions which are linked with governance. The effective role of the female in mainstream politics, their representation in the legislature, and the administration would support for gender-aware governance should be addressed with objectives. Women's participation in politics and their representation in parliaments would support adopting a gender-sensitive approach as well as executing gender-responsive reforms. To reduce the gender gap and bring women into the mainstream gender issues must be addressed from the perspective of Pakistani society.

Recommendations

The basic issue in Pakistan is the implementation of policies. The following suggestions are to improve the status of women, particularly in urban areas as well as to bring them into the mainstream of Governance.

- I. Government should adopt gender- sensitivity in policy-making instead of gender-blind.

Government should decide on some goals for the removal of gender inequality and try its best to achieve these objectives.

To upsurge the women participation in local administration there is a need to develop the faculty of women and area-based organization.

- II. Government as well as society should be sensitized to encourage women's participation.
- III. There should be gender budgeting by the government.
- IV. Majority of women perform their economic activities in the informal sector so, the government should focus on this sector as well as encourage domestic base industries.
- V. Mobility is a big problem for women in urban environments so; necessary action should be taken by the government to provide better transportation to women.
- VI. To make cities safer for women, policies are required to secure them from violence, especially domestic violence.
- VII. Gender mainstreaming should be taken into consideration in urban planning and design.
- VIII. There should be uniformity in wages in male and female wages.
- IX. To improve health facilities, especially maternity homes should be established.
- X. In Policies and programs which are made to reduce poverty micro loan schemes should be introduced for women.

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