Women Empowerment Policy-2017 of Khyber Pakhtunkhwa, Pakistan; Formation, Annual Funds Allocation, and Implementation Gap Analysis

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ARTICLE DETAILS

History
Revised format: Feb 2022
Available Online: Mar 2022

Keywords
Women Empowerment, Women Empowerment Policies, Annual Development Plans, Gender mainstreaming.

JEL Classification
H5, H6, E62, E63

ABSTRACT

Purpose: The government of Khyber Pakhtunkhwa (KP) launched Women Empowerment Policy (WEP) in 2017, the policy was based on the Women Empowerment Policy Framework (WEP-Framework) of 2014. Several policy interventions were planned to be achieved during the five-year implementation of WEP-2017.

Approach: This study aimed to analyze WEP-2017 from three distinct perspectives: 1) the formation of WEP-2017 as a strategic policy document focusing on the analysis of the identified key performing areas, the designed objectives, and the planned interventions/activities, 2) the linkage of WEP-2017 as a policy document with the annual fund's allocation of the govt. through annual development on gender mainstreaming interventions and 3) the implementation gap analysis of WEP-2017 by reviewing and comparing the post-2017 sectoral strategies of Agriculture, Education, Health, and Industry sectors with that of WEP-2017.

Findings: The study concluded that WEP-2017 objectives are non-quantifiable and specific, similarly no linkage between govt. funds allocation with WEP-2017 schemes was determined.

Value: The mentioned factors along with lack of advocacy and awareness within the govt. departments led to the non-achievement of the intended objectives of WEP-2017.

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Recommended citation: Gul, S., Iqbal, J. and Javed, A. (2022). Women Empowerment Policy-2017 of Khyber Pakhtunkhwa, Pakistan; Formation, Annual Funds Allocation, and Implementation Gap Analysis. Journal of Accounting and Finance in Emerging Economies, 8 (1), 45-58.

Introduction

political, and social conditions and grow faster. If empowered to lead and become part of the formal economy, women make the institutions that they represent more effective. As a result, women's empowerment has become an important issue in the contemporary world (Bushra & Wajiha, 2015). Considering the effective role of women in the socio-economic development of countries, Governments and non-governmental bodies (UN Women, ILO, World Bank, etc.) both develop policies for ensuring to provide the required conducive environment where women can play the expected effective role. Women constitute 51 percent of Pakistan’s population, with a 22.7 percent
representation in the labor force. The Constitution of Pakistan, Article 25 (2), makes it binding that there will be no discrimination based on sex. The government of Pakistan independently and in collaboration with international partners has developed several policies for improving the role and participation of women in its socio-economic development. The first national policy for the development and empowerment of women was launched in 2002, the same was followed up by a number of provincial and federal level policies e.g., Prevention of Anti-Women Practices Act, 2011, Prevention of Electronic Crimes Act, 2016, Punjab Women Empowerment Package 2016 (PWEP) and Punjab Women Development Policy, 2018, etc. These policies consider women's empowerment as a process, which is not fixed and non-linear, to achieve several directly and indirectly measurable outputs (Eyben, 2011). The women empowerment policies of Pakistan have divided the term “empowerment” into four dimensions i.e. economic, political, social, and legal. Within each dimension, several interventions are planned e.g., institutional capacity building, awareness, and advocacy, revisions in sectoral policies, etc. aligned with the same national rhythm, the Government of Khyber Pakhtunkhwa (KP) developed a provincial level policy, “Women Empowerment Policy Framework” (WEP-Framework) in 2014. WEP-2014 was designed to empower women in all possible domains varying from politico-economic spheres, to socio-cultural and personal life domains. The stated goal was sub-divided into economic empowerment, social empowerment, legal empowerment, access to justice, and political empowerment. In 2017, Women Parliamentary Caucus, Khyber Pakhtunkhwa (WPC-KP) reviewed the progress of the WEP framework-2014 to assert the policy's progress and identify gaps that lead to non-implementation of the policy. A consultative Pritt was access whereby stakeholders from civil society, development partners, legislative entities, administrative departments, and political representatives were taken on board for their respective inputs. After consultation, two major points were highlighted i.e. lack of an implementation framework and lack of general awareness about gender mainstreaming and gender equity concepts and initiatives. The mentioned recommendations were taken into account and an implementation framework was designed that included inherent monitoring and reporting mechanics to keep track of all the advised interventions and targets for a period of three to five years. The revised document was titled “Women Empowerment Policy-2017” and was to be implemented from 2017 to 2022. The goal and major policy objectives remained the same as given in WEP-Framework 2014.

Objectives of the Study
This study aimed to analyze WEP-2017 from three distinct perspectives: 1) the formation of WEP-2017 as a strategic policy document focusing on the analysis of the identified key performing areas for ensuring women empowerment, the designed objectives and the planned interventions (activities), 2) the linkage of WEP-2017 as a policy document with the annual spending of the govt. on gender mainstreaming interventions and 3) the implementation gap analysis of WEP-2017 by reviewing and comparing the post-2017 sectoral strategies of Agriculture, Education, Health, and Industry sectors with that of WEP-2017. Thus, in simple words the study was designed to achieve the following objectives:

1. Analyze the formation and design of WEP-2017, focusing on its intended objectives, designed activities, and key performing areas (dimensions).
2. Analyze the provincial annual development plans (ADP) post-2017 for tracking the women empowerment schemes in the four prioritized departments i.e. Agriculture, Education, Health, and Industry. The aim was to develop a link between WEP and departmental budget allocation, keeping ADP schemes as an indicator.
3. Analyze the Post 2017 sectoral strategies/policies of four prioritized areas i.e. Agriculture, Education, Health, and Industry were reviewed. The aim of including the sectoral policies was to assess the gender inclusivity in objectives and interventions in post-2017 sectoral policies and to assess the implementation gaps of WEP-2017.
Methodology

WEP-2017 has designed its major interventions for agriculture, health, education, and industry sectors therefore, the aforementioned sectors were shortlisted for analysis. For objective-I, Professor Robert S. Rubin’s SMART goal setting criterion was used for analyzing WEP-2017. For objective II, the study utilized secondary data extracted from annual development plans (ADP 2017 – 2021) for analysis. Apart from ADPs WEP-2017, sectoral policies of the four prioritized sectors were also reviewed. Whereas for objective-III sectoral strategies of the four prioritized sectors along with data on the completion of the assigned targets/tasks (in WEP-2017 to each of the four sectors) was collected from gender focal persons (appointed in each of the four prioritized sectors). A simple nominal scale form based on the assigned targets/tasks for each sector was developed for collecting the data from gender focal persons.

Women Empowerment Policy-2017: Formation and Design

WEP-2017 is an extension of WEP framework-2014 with an addition of the much-needed and well-elaborated implementation framework. There are four objectives of WEP-2017 that are further divided into four policy components; social empowerment, economic empowerment, political empowerment, legal empowerment, and access to justice. Each of the components is supported by respective policy prescriptions. Following is the summary of the objectives and policy components:

| Table 1: Overview of WEP-2017 Objectives and Policy Components |
|---------------------------------------------------------------|
| **Policy Objectives**                                          |
| 1. Create gender conducive socio-cultural, economic, political and legal environment |
| 2. Inclusion of women empowerment policy into strategic planning and project cycle |
| 3. Building and strengthening stakeholders’ participation and partnership |
| 4. Strengthening monitoring, evaluation, audit, data system and reporting to bridge the gaps. |
| **Policy Components**                                          |
| **Social Empowerment**                                        |
| a. Access to quality health care to all women in rural and urban areas |
| b. Maternal, Neonatal and Child Health (MNCH) and family counseling. |
| c. Access to Quality educational improving |
| d. Review the role of women in society for understanding their contribution and taking positive steps to promote their recognition. |
| e. Affirmative action through advocacy |
| f. Ensure women's citizenship rights |
| **Economic Empowerment**                                     |
| a. Employment and income generation opportunities for women in the formal and informal sector |
| b. Remove inequalities and imbalances in all sectors of socio economic development |
| **Political Empowerment**                                     |
| a. Equal participation of women in all political processes |
| b. Increase women's representation in all elective bodies and governance structures. |
| **Legal Empowerment and Access to Justice**                   |
| a. Strengthen the legal systems to eliminate all forms of discrimination and violence against women and girls |
| b. Ensure equitable laws and policies and their effective implementation for women and girls along with presence of affordable legal systems. |

Strategic planning requires setting S.M.A.R.T (Specific, Measurable, Attainable, Relevant, and Time-Bound) goals/objectives. S.M.A.R.T criteria of strategic planning ensure that goals are concrete and geared towards execution within the given period of time. The objectives of WEP-2017 are too broad and oftentimes overloaded. They aren’t measurable either as no metric, or number, is assigned that could identify when the objective is achieved. Specific refers to a clear description of what needs to be accomplished whereas WEP-2017 activities are too generic and may qualify as general guidelines only e.g., amendment of prevailing laws in the light of prevailing circumstances via understanding the local culture and tradition and formulation of the ethics committee that will look into a number of issues e.g., corruption, whistleblowers, conflict of interest, etc. Few but not all the activities in WEP-2017 can be measured against its given achievement marker/metric or a number e.g., ensuring women’s political representation by increasing the political quota to 33 percent from 22 percent by the end of 2019 and extending of women harassment bill-2010 to the provincial assembly by 2018-2022, yet many rather almost all
the activities given in the implementation framework are not assigned any quantifiable marker. However, the objectives are relevant to the broader concept of women empowerment yet lack relevance to particular areas of priority or focus.

Similarly, none of the WEP objectives are time bound as no end date is assigned rather are generically assumed to be completed within five years (2018 – 2022). The timeframe allocated to the majority of the activities is not realistic e.g., Engagement of the Gender Coordinator and the Monitoring and Reporting coordinator to support P&D in a frame of 06 months i.e. from January 2018 – to June 2018, given the fact that the WEP implementation frame was finalized in the winters of 2017. Even to date i.e. after 04 years a number of departments have not engaged gender focal persons. Some departments have assigned the Gender focal person positions to existing employees as an additional task. Similarly, very few know in concrete terms what are their TORs.

There are issues of departmental relevancy in the assigned activities/interventions e.g., the inclusion of a chapter in the nursing staff syllabus (chapter title-women protection at the workplace) is considered Health Department’s responsibility as per WEP-2017, whereas it is not relevant to the health department but is covered by Pakistan Nursing Council, which is federal subject.

Furthermore, the implementation framework of WEP-2017 has listed several activities/interventions that were to be achieved within a specified period (2018 – 2022) by assigning respective departmental and provincial responsibilities. The framework is divided into five parts; Institutional Capacity Building for Policy Implementation, Social Empowerment, Economic Empowerment, Political Empowerment & Legal Empowerment, and access to justice. The five components are further divided into several priority areas and sub-divided into activities and interventions as follows.

| WEP-2017 Component                               | Dimensions | Activities and Interventions |
|--------------------------------------------------|------------|------------------------------|
| Institutional Capacity Building for Policy       | 4          | 10                           |
| Implementation                                   |            |                              |
| Social Empowerment                               | 3          | 10                           |
| Economic Empowerment                             | 4          | 11                           |
| Political Empowerment                            | 3          | 13                           |
| Legal Empowerment and Access to Justice          | 8          | 18                           |
| Total                                            | 22         | 62                           |

The five components are subdivided into a total of twenty-two dimensions i.e institutional capacity and policy implementation are further sub-divided into four distinct sub-categories/dimensions, social into three, economic into four, political empowerment has three sub-categories/dimensions, and legal has eight. The number of activities given in the third column represents the total number of interventions to be implemented across the respective five WEP components. Institutional capacity and policy implementation components’ four dimensions are represented via ten interventions or activities, meaning ten activities spelled out in the implementation framework were designed to achieve the targeted four distinct dimensions of institutional capacity and policy implementation.

The given division of WEP-2017 components generates a paradoxical debating point, on one hand, each of the identified empowerment components is very comprehensive by nature, therefore its division into three, four, or even eight sub-categories seem to be an under-representation, yet on the other hand, a total of twenty-two sub-dimensions in a single policy document seems to be a very broad scope from implementation and coordination perspective. Similarly, the under-
representation of each sub-category into five, six, or even thirteen activities is under-representation categorically, but in totality completing 62 different interventions/activities over five years (policy implementation period) appears to be a challenge in its own given space. At first glance, the division of the dimensions and planned interventions/activities seem to be very crisp but once the responsibilities of the planned 62 activities are looked into the entire picture loses its clarity. The planned 62 activities were to be achieved by a total of nineteen (19) departments and autonomous bodies (including the provincial parliament). Coordination among 19 departments and autonomous bodies about the infant concept was the biggest challenge of WEP-2017.

All the activities/interventions of WEP-2017, can be divided into five Key Result Areas (KRAs) i.e the respective 62 activities under the given five (05) components of WEP-17 correspond to the following key result areas:

- Capacity Building
- Operational Level Interventions
- Policy Level interventions (Revisions in objectives)
- Advocacy and Awareness of WEP
- Assessment Studies for identifying challenges and key important areas for WE

The activities/interventions that focused on the capacity building of the govt. officials/aligned departments, and other stakeholders are clubbed together under the theme of the capacity building e.g., “Stakeholder’s consultation for developing an understanding of policy documents, capacity building of gender focal persons in all administrative departments and skill development of women farmers, etc. Activities and interventions that focused on taking actions were labeled as operational activities e.g., appointments of gender focal persons in all departments, appointments of ombudsperson for the ‘protection against harassment of women at workplace act 2010’, and allocation of a reasonable amount of human and financial resources to meet revised policy goals and targets, etc. Activities and interventions that were aimed at improving the general awareness about women empowerment and gender mainstreaming were put together under advocacy and awareness e.g. Awareness and advocacy campaigns for the public to orient them about governments policies, laws, and programs that are designed for women, and similar campaigns for orienting the general public about the role of women and their respective rights in both public and private spheres etc. whereas all the planned activities/interventions of WEP-2017 that pinpointed towards the conduct of assessment studies/ baseline assessments were labelled as assessment Studies for identifying challenges and key important areas for Women Empowerment e.g. “Conduct assessment studies in priority sectors to identify priority areas for service delivery to women, critical to improve their status in development process” and “Review all sectoral polices to identify gaps and integrate women empowerment guidelines with clear objectives and indicators” etc. The division of WEP-2017 activities/interventions within each theme provides an understanding of the primary focus of WEP-2017. The following table summarizes the number of activities/interventions within each theme.

| WEP-2017 Key Result Areas (KRAs) | Activities and Interventions | Representation % |
|----------------------------------|-----------------------------|-----------------|
| Capacity Building                | 04                          | 06%             |
| Operational Level Interventions  | 28                          | 45%             |
| Policy Level interventions (Revisions in objectives) | 16                          | 26%             |
| Advocacy and Awareness of WEP    | 11                          | 18%             |
| Assessment Studies for identifying challenges and key important areas for Women Empowerment | 03                          | 5%              |

For a country like Pakistan, where a comprehensive national-level policy on women empowerment is yet to be developed and general awareness about terms like women empowerment, gender equality and gender mainstreaming are in its infancy, WEP-2017 designed only 6% of its total activities on capacity building interventions and a meager 18% on advocacy and awareness.
Majority of planned interventions i.e., 45% were at the operational level. Operational level interventions require financial allocation in addition for them to being time-bound. In the case of the WEP-2017 implementation frame, none of the planned activities or interventions is backed up by specific financial resources exclusively allocated for a particular activity or intervention. Operational level activities ideally, should stem from assessment and research studies. So, the need for an intervention, available resources, and prioritization of interventions is rooted in ground realities. In the case of WEP-2017, only three (03) planned activities were related to research studies.

**Analysis of Provincial Annual Development Plans (ADP) (2018-2021)**

The Annual Development Programme (ADP) is the instrument through which the Government of Khyber Pakhtunkhwa plans, executes, and monitors a significant proportion of development spending in the province (ADP Policy, 2019-2023). The 1st amendment in the ADP Policy of the Govt. of KP (2019-2023) considers ADP as “a reflection of the short-term vision and priorities of the Government of Khyber Pakhtunkhwa” (page1). Thus, ADP can be considered a quantifiable image of the government’s approved strategies and policies. As mentioned in the review of WEP-2017, almost 45% (28 activities of the total 62) of WEP activities are at the operational level, demanding action. Since any and every action (schemes/projects) requires financial allocations for completion therefore it was considered essential to review post-2017 ADP schemes to generate evidence on Govt. of KP’s seriousness in mainstreaming women’s development agenda. Since the approval of WEP-2017, Govt. of KP has successfully launched three ADPs; 2018-2019, 2019-2020, and 2020-2021. The ADP review aims to understand the nature of government funding in the context of WEP-2017. Therefore, post-2017 new projects and fund allocation in four priorities sectors (Agriculture, Education, Health, and industries) are analyzed. Following is a quick review of the new projects and fund allocation post-2017:

**Table-4: Number of New and Ongoing KP-ADP Projects (2018-2021)**

| Year       | Projects | Agriculture | Elementary & Secondary Education | Health | Industries | Total ADP Projects |
|------------|----------|-------------|----------------------------------|--------|------------|--------------------|
| 2018-2019  | Ongoing Projects | 30          | 62                               | 86     | 13         | 1384               |
|            | New Projects         | 10          | 8                                | 18     | 4          |                    |
|            | **Sectoral Total**   | **40**      | **70**                           | **104**| **17**     |                    |
| 2019-2020  | Ongoing Projects    | 28          | 52                               | 73     | 13         | 1356               |
|            | New Projects         | 15          | 15                               | 44     | 12         |                    |
|            | **Sectoral Total**   | **43**      | **67**                           | **117**| **25**     |                    |
| 2020-2021  | Ongoing Projects    | 125         | 120                              | 141    | 48         | 2462               |
|            | New Projects         | 8           | 40                               | 42     | 16         |                    |
|            | **Sectoral Total**   | **133**     | **160**                          | **183**| **64**     |                    |

Whereas the allocation of funds is detailed as follows:

**Table-5: Fund Allocation of New and Ongoing KP-ADP Projects (2018-2021)**

| Year       | Projects | Agriculture | Elementary & Secondary Education | Health | Industries | Total ADP Allocation |
|------------|----------|-------------|----------------------------------|--------|------------|----------------------|
| 2018-2019  | Ongoing Projects | 2179.999    | 8466.977                         | 7098.335| 9 22.499   | 108900.000           |
|            | New Projects         | 355.001     | 260.003                          | 779.665| 105.501    |                      |
|            | **Sectoral Total**   | **2535.000**| **8727.000**                     | **7878.000**| **1028.000**|                      |
| 2019-2020  | Ongoing Projects    | 1812.999    | 8606.520                         | 8275.982| 681.551    | 154000.000           |
|            | New Projects         | 2387.001    | 1091.480                         | 1727.018| 796.449    |                      |
|            | **Sectoral Total**   | **4200.000**| **9698.000**                     | **10003.000**| **1478.000**|                      |
| 2020-2021  | Ongoing Projects    | 7500.998    | 18533.649                        | 17429.442| 2579.972   | 231857.000           |
|            | New Projects         | 719.002     | 2638.351                         | 4751.558| 763.028    |                      |
|            | **Sectoral Total**   | **8220.000**| **21172.000**                    | **22181.000**| **3343.000**|                      |
The following figures provide an overview of the table given above

**Figure-3: Sectoral number of Projects in ADP Projects out of Total ADP (2018-2021)**

**Figure-4: Sectoral Funds Allocation in ADP Projects Out of Total ADP (2018-2021)**

### Sectoral ADP Analysis, the WEP-2017 Perspective

Sectoral ADP review from the WEP perspective was carried out for four prioritized sectors; Agriculture, Health, Elementary and Secondary Education, and Industries. A total number of sectoral (04 sectors) new schemes and funds allocation post-2017 were compared with WEP-2017 operational level interventions. The aim was to analyze the alignment between the ADP allocations with that of WEP-2017 sectoral objectives.

### Agriculture Sector

WEP-2017 has comprehensively discussed the role of the agriculture sector in the economic empowerment of women and as a result, had designed several operational level activities/interventions. Following is the snapshot of the agriculture sector’s operational level activities/interventions extracted from WEP-2017
Table 6: Agriculture Sector’s Operational Activities and Interventions in WEP-2017

| Dimension | Activities                                                                 | Time Frame |
|-----------|-----------------------------------------------------------------------------|------------|
| Integration of WEP’17 into policies and actions | Programs/projects initiated and designed to build skills of women farmers | 2018-2022 |
| | Programs designed and initiated for women farmers for access and provision to information and technology | 2018-2022 |
| | Programs designed and initiated for women farmers to connect women, farmers, to market channels | 2018-2022 |
| | Programs designed and initiated to ensure easy availability of inputs (fertilizers/seeds etc.) for women farmers | 2018-2022 |
| | Assessment studies were conducted to identify priority areas for service delivery to women, critical to improving their status in the development process | 2018-2019 |

Source: Extracted from the Implementation Framework of WEP-2017

These identified activities give an overall direction for what needs to be done, for empowering women related to the agriculture sector, in a time frame of 05 years. The following extract from Agriculture Sector’s ADPs (2018-2021) shows that 3 new projects have been started in the 2019-21 period. Projects dealing exclusively with women empowerment are a mere 1.5% of the total agriculture sector projects in 2020-21.

Table 7: Gender-Based Agriculture Sector No. of Schemes for Women Empowerment (WE)

| Agri. Sector No. of Projects/Schemes in ADP | 2018-2019 | 2019-2020 | 2020-2021 |
|-------------------------------------------|-----------|-----------|-----------|
| New Projects                              | 10        | 15        | 8         |
| WE Based projects                         | 0         | 1         | 2         |
| % of WE projects out of new projects      | 0         | 6.67%     | 25%       |
| % of WE projects out of total Sector Projects | 0     | 2.32%     | 1.5%      |
| % of WE projects out of total ADP Projects | 0         | 0.073%    | 0.081%    |

Out of the total new allocations over the three ADPs, there is a stark increase in allocations for women empowerment projects. Yet out of the total sector allocations, these projects amount to only 4.17%.

Table 8: Gender-Based Agriculture Sector Funds Allocation for Women Empowerment (WE)

| Agri. Sector Funds Allocation in ADP      | 2018-2019 | 2019-2020 | 2020-2021 |
|-------------------------------------------|-----------|-----------|-----------|
| New Allocation (Million Rs.)              | 335       | 2387      | 719       |
| WE Based Allocation (Million Rs.)         | 0         | 70        | 343       |
| % allocation for WE out of new projects   | 0         | 2.93%     | 47.71%    |
| % allocation for WE out of Total Sector Allocation | 0     | 1.66%     | 4.17%     |
| % Allocation for WE out of Total ADP      | 0         | 0.045%    | 0.147%    |

There is a consistent increase in the past three ADPs for newer schemes to have women empowerment embedded into them while allocations show an upward direction.

Elementary and Secondary Education (E&SE)

For the E&SE department, the WEP proposes the inclusion of material in textbooks related to the protection of women against gender-based violence and assessment studies to identify service delivery to women. Table 12 suggests that 8 new projects have a clear link to these two prescriptions of WEP. In terms of financial allocations, new women empowerment projects have been allocated 7.7%, 6.2%, and 2.7% respectively for 2017-18, 2018-19, and 2020-21 (table 13), showing a declining trend.
Table 9: E&SE Sector’s Operational Activities and Interventions in WEP-2017

| Dimension                                | Items                                                                                                                                  | Time Frame       |
|------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------|------------------|
| Integration of Women Empowerment policy into policies and actions | The department has included the women protection against violence chapter in Grade 9-12 of the KP Text Book Board                                                                 | 2018 – 2019 |
|                                          | The department is working on including the women's protection against violence chapter in Grade 9 12 of the KP Text Book Board                                                                                     |                  |
|                                          | Assessment studies were conducted to identify priority areas for service delivery to women, critical to improving their status in the development process                                                                 | 2018 - 2019 |
|                                          | The department has integrated WEP based activities and interventions into its plans/ policies /strategies developed post-2018                                                                                       |                  |

Table 10: Gender-Based E&SE Sector Number of Schemes for Women Empowerment (WE)

| E&SE Sector Number of Projects/Schemes in ADP | 2018-2019 | 2019-2020 | 2020-2021 |
|---------------------------------------------|-----------|-----------|-----------|
| New Projects                                | 08        | 15        | 40        |
| WE Based projects                           | 02        | 03        | 03        |
| % of WE projects out of new projects        | 25%       | 20%       | 7.5%      |
| % of WE projects out of total Sector Projects | 2.85%     | 4.47%     | 1.87%     |
| % of WE projects out of total ADP Projects  | 0.0144%   | 0.22%     | 0.121%    |

Table 11: Gender-Based E&SE Sector Funds Allocation for Women Empowerment (WE)

| E&SE Sector Funds Allocation in ADP | 2018-2019 | 2019-2020 | 2020-2021 |
|------------------------------------|-----------|-----------|-----------|
| New Allocation (Million Rs.)       | 260.003   | 1091.48   | 2638.351  |
| WE Based Allocation (Million Rs.)  | 20.00     | 67.24     | 72        |
| % allocation for WE out of new projects | 7.7%    | 6.2%      | 2.7%      |
| % allocation for WE out of Total Sector Allocation | 0.23% | 0.69% | 0.34% |
| % Allocation for WE out of Total ADP | 0.018%   | 0.044%    | 0.031%    |

Table 12: Health Sector’s Operational Activities and Interventions in WEP-2017

| Dimension                                | Items                                                                                                                                  | Time Frame       |
|------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------|------------------|
| Integration of Women Empowerment policy into policies and actions | Included women protection against violence chapter in the syllabus of nursing staff                                                                 | 2018 – 2019 |
|                                          | Assessment studies were conducted to identify priority areas for service delivery to women, critical to improving their status in the development process                                                                 | 2018 - 2019 |

Table 13: Gender-Based Health Sector No. of Schemes for Women Empowerment (WE)

| Health Sector Number of Projects/Schemes in ADP | 2018-2019 | 2019-2020 | 2020-2021 |
|------------------------------------------------|-----------|-----------|-----------|
| New Projects                                    | 18        | 44        | 42        |
| WE Based projects                               | 3         | 5         | 7         |
| % of WE projects out of new projects            | 16.67%    | 11.36%    | 16.67%    |
| % of WE projects out of total Sector Projects   | 2.88%     | 4.27%     | 3.83%     |
| % of WE projects out of total ADP Projects      | 0.22%     | 0.37%     | 0.28%     |

Table 14: Gender-Based Health Sector Funds Allocation for Women Empowerment (WE)

| Health Sector Funds Allocation in ADP | 2018-2019 | 2019-2020 | 2020-2021 |
|--------------------------------------|-----------|-----------|-----------|
| New Allocation (Million Rs.)         | 779.665   | 1727.018  | 4751.558  |
| WE Based Allocation (Million Rs.)    | 80        | 50.001    | 1923.557  |
| % allocation for WE out of new projects | 10.26%  | 2.90%     | 40.48%    |
| % allocation for WE out of Total Sector Allocation | 1.02% | 0.50% | 8.67% |
| % Allocation for WE out of Total ADP | 0.07%     | 0.03%     | 0.83%     |
Industries

Table-15: Industries Sector’s Operational Activities and Interventions in WEP-2017

| Dimension | Items | Time Frame |
|-----------|-------|------------|
| Integration of Women Empowerment policy into policies and actions | Business incubation programs initiated at the micro-level (including in rural areas) to provide opportunities for women to engage in home-based cottage industries | 2019-2020 |
| | Assessment studies were conducted to identify priority areas for service delivery to women, critical to improving their status in the development process | 2018 - 2019 |

Table-16: Gender-Based Industries Sector No. of Schemes for Women Empowerment (WE)

| Industries Sector Number of Projects/Schemes in ADP | 2018-2019 | 2019-2020 | 2020-2021 |
|---------------------------------------------------|-----------|-----------|-----------|
| New Projects | 4 | 12 | 16 |
| WE Based projects | 0 | 02 | 02 |
| % of WE projects out of new projects | 0 | 16.67% | 12.50% |
| % of WE projects out of total Sector Projects | 0 | 8% | 3% |
| % of WE projects out of total ADP Projects | 0 | 0.15% | 0.08% |

Table-17: Gender-Based Industries Sector Funds Allocation for Women Empowerment (WE)

| Industries Sector Funds Allocation in ADP | 2018-2019 | 2019-2020 | 2020-2021 |
|-----------------------------------------|-----------|-----------|-----------|
| New Allocation (Million Rs.) | 105.501 | 796.449 | 763.028 |
| WE Based Allocation (Million Rs.) | 0 | 200 | 200 |
| % allocation for WE out of new projects | 0 | 25% | 26% |
| % allocation for WE out of Total Sector Allocation | 0 | 14% | 6% |
| % Allocation for WE out of Total ADP | 0 | 0.13% | 0.09% |

Multi-Sectoral Development Projects

WEP-2017 has proposed several assessment studies for developing an understanding of the challenges faced in the empowerment process and strengthening institutional capacity (refer to table-5). Since a major portion of R&DD is covered in Multi-Sectoral Development (MSD) projects, thus, it was considered necessary to evaluate the multi-sectoral schemes given in ADP 2018-2019, 2019-2020, and 2020-2021. Following is the summary of WEP proposed MSD projects:

Table-18: Summary of WEP Proposed MSD Projects

| Content | Description |
|---------|-------------|
| No. of WEP-2017 Proposed MSD Projects | 22 |
| Nature of Proposed MSD projects | 1. Awareness and Advocacy  
2. Capacity Building  
3. Assessment & Empirical Studies |
| Responsible Authorities, Departments & Partners (combination) | 1. Govt. of KP  
2. P&D, KPCSW, SW WED, and media and information department  
3. KPEZDC and Labor department  
4. Financial institutions, P&D, and the Government of KP  
5. Labor department in coordination with relevant line departments  
6. NADRA, Local government, Interior Ministry  
7. ACS, P&D; Gender Coordinator |

MSD sections of ADP 2018-2019, 2019-2020, and 2020-2021 were evaluated to analyze the alignment of the ADP MSD section with that of WEP-2017. The following tables provide a summary;
New projects within each ADP year were compared with that of WEP-2017 to understand the alignment between ADP and WP 2017. The analysis shows that a healthy 25% of the new schemes in 2018-19 may be termed as women empowerment schemes. However, there is a declining trend noted in 2019-20 and 2020-21 MSD schemes focusing on the women empowerment components as shown in the table below.

**Table 20:** Gender-Based MSD No. of Schemes for Women Empowerment (WE)

| MSD Number of Projects/Schemes in ADP | 2018-2019 | 2019-2020 | 2020-2021 |
|--------------------------------------|-----------|-----------|-----------|
| New Projects                         | 08        | 19        | 24        |
| WE Based projects                    | 02        | 04        | 03        |
| % of WE projects out of new projects | 25%       | 21%       | 12.5%     |

**Table 21:** Gender-Based MSD Funds Allocation for Women Empowerment (WE)

| MSD Number of Projects/Schemes in ADP | 2018-2019 | 2019-2020 | 2020-2021 |
|--------------------------------------|-----------|-----------|-----------|
| New Allocation (Rs. in Millions; Foreign Funding Included) | 521.916 | 22,312.899 | 3,881.245 |
| Projects covering WE aspect Allocation (Million Rs.) | 231.505 | 1,127.262 | 450.25 |
| % allocation for WE aspect out of new projects | 44% | 5% | 11.6% |

**Departmental Sectoral Strategies Analysis- the WEP Perspective**

WEP-2017 in its “Institutional Capacity Building for Policy Implementation” component had assigned all departments the task of revising their respective existing and futuristic policies/strategies. The task was to include women empowerment indicators to the objectives and thematic areas of the sectoral scopes by 2018 and ensure that the revised women empowerment policies are converted/translated into Annual Development Program’s schemes. This section aims to review the sectoral policies of the four prioritized sectors to track the subscribed revisions. Overall, all four departments have shown considerable focus on women empowerment in their strategies yet we may conclude that most of the strategies are gender-neutral and need refinement in terms of a specific bent toward women empowerment. The following table shows the list of sectoral policies that govern the operations of the four prioritized sectors;

**Table 22:** Prioritized Sectors Sectoral Policies

| Sectors                          | Policies List                                                                 |
|----------------------------------|-------------------------------------------------------------------------------|
| Agriculture                      | Agriculture Policy Khyber Pakhtunkhwa, A Ten Year Perspective (2015-2025)     |
| Elementary and Secondary Education| Education Blueprint 2018-2023                                                 |
| Health                           | Khyber Pakhtunkhwa Health Policy (2018-2025)                                 |
| Industries                       | Industrial Policy 2020-2030 “Revised Industrial Policy for Khyber Pakhtunkhwa” Revival, Rehabilitation, Growth and Competitiveness (RRGC) |

The review of the aforementioned strategies shows that none of the policies have included any exclusive gender mainstreaming or women empowerment-related objective and/or indicator. Health Policy approved in 2020, however, has included a number of gender-inclusive indicators in its devised outcomes. The health policy included the provision of health services to the poor and
vulnerable as one of the outcomes. The outcome is divided into 33 action points, 02 focusing on newborn survival; birth spacing and contraceptives supply, and availability of staff (especially female staff) for service delivery particularly in primary health care facilities in rural areas. Whereas, under the improved human resource management outcome, several initiatives were designed e.g. creating a women-friendly workplace in all departments and institutions that provide health facilities; specialized training about workplace harassment, violence at the workplace, workplace ethics, etc. the training was made mandatory for all employees; capacity development of nurses, LHVs and midwives were also prioritized. It may be summarily deduced that the health policy is generally gender-aware and attentive toward women’s empowerment across different themes. Education Blue Print (2018-2023) chose seven key areas: 1) Reforming Primary Education; 2) Closing the gap in Secondary Education; 3) Partnering with the Private Sector; 4) Improving Education Management in the Districts; 5) Engaging the Community; 6) Special Reforms for the newly merged districts, and 7) Selected Special Initiatives. None of the given areas provides exclusive coverage to girls’ education as issues related to access and quality appear to be seen from a gender-neutral perspective. The education blueprint’s special initiative of sports, IT, and green school programs to appear gender-neutral.

Khyber Pakhtunkhwa Industrial policy (2020-2030) is divided into sixteen (16) objectives. “Break stereotypes about labor as a male activity and actively encourage women to participate in the industrial activities, workforce and benefit from the rewards and output of industrial activity” and “Direct efforts to encourage women and those from marginalized groups to participate in the workforce and contribute to the industrial growth” are the only objectives that appear to have an economic women empowerment angle.

Agriculture Policy Khyber Pakhtunkhwa, A Ten Year Perspective (2015-2025), has set three objectives: enhance sector productivity and competitiveness by activities such as improving the supply chain, technology dissemination, and trade promotion; address food security and incomes needs of the vulnerable sections of the population and targeted actions are needed to improve food security, reduce poverty and enhance the role of women; and Improve national resource management, adaptation to climate change and disaster risk management. The strategy is attentive to both economic and political mainstreaming of the women population as is clear from a paragraph under the “Addressing food security and needs of the vulnerable groups” section. The mentioned paragraph draws attention to the importance of gender mainstreaming but falls short of providing explicit, quantifiable steps for ensuring women’s empowerment or mainstreaming.

**Implementation Gap Analysis**

A departmental level secondary data collection instrument based on the Key Result Areas (KRAs) of WEP-2017 was designed and data from 04 selected government departments were collected. Descriptive analysis was carried out to map the current implementation status of the KRAs of WEP-2017. A self-explanatory table given below provides details of the implementation of the targets.

| Dimension                  | Task                          | Health | E&SE | Industries |
|----------------------------|-------------------------------|--------|------|------------|
|                            | Gender Coordinator            | No     | No   | No         |
|                            | Monitoring and Reporting coordinator | No     | No   | No         |
| Institutional Capacity Building | Number of Stakeholders workshops (policy understanding) | 0      | 0    | 0          |
|                            | Guidelines for integrating WEP | NONE  | NONE | YES        |
|                            | Capacity Building Programs    | NONE  | NONE | NO         |
### Integration of Women Empowerment Policy into Policies and Actions

| **Number of sector-specific reviews conducted to identify gaps and integrate women empowerment guidelines with clear objectives and indicators** | Not Aware | None | None |
| **Number of revised women empowerment policies converted/translated into projects/actions in Annual Development Plans (ADPs)** | None | None | None |
| **Several workshops were conducted or led by Gender Focal Points to guide and give input to the monitoring and reporting on the progress made on women’s integration in sector-specific plans, resources allocation, progress, and achievement.** | None | None | None |
| **List the Gender Impact Assessment (GIA) guidelines developed/integrated into projects** | Not Aware | Not Aware | None |
| **List the number of women empowerment indicators added to the Objectives and thematic areas of the Strategic Development Partnership Framework** | None | None | None |
| **List assessment studies conducted to identify priority areas for service delivery to women, critical to improving their status in the development process** | Not Aware | None | None |

### Special Women Empowerment Initiatives Within the Department

| **The department has a functional workplace harassment committee operating under the ’Protection Against Harassment of women at workplace act 2010’** | No | No | yes |
| **The department has implemented a policy with reference to the right to privacy at work in the department** | No | No | Yes |
| **The department orients staff (all staff) regularly about the right to privacy at work** | No | No | No |
| **The department has integrated WEP based activities and interventions into its plans/policies/strategies developed post-2018** | No | No | yes |

### Final Remarks

In the backdrop of the detailed review and analysis, the study has reached the following conclusive points:

- **WEP-2017 lacks quantifiable objectives (comparison with S.M.A.R.T. criteria)**
- **WEP-2017 objectives are more of guidelines that may assist in devising a gender mainstreaming strategy but as objectives of a policy, the objectives are too broad and generic.**
- **The departmental responsibilities assigned to several activities in the implementation framework are overlapping within the defined functions of the assigned departments. Some of the activities in the implementation framework are assigned to irrelevant departments.**
- **None of the activity/intervention is backed up by financial resources exclusively allocated for that particular activity even though most of the designed activities are operational-level activities. The focus of the policy is on operational activities, ignoring the much-needed awareness and advocacy.**
- **Provincial ADPs that were developed post-2017 are not aligned with WEP-2017, thus the planned activities/interventions of WEP-2017 are not reflected in post-2017 ADP schemes.**
- **The concerned govt. departments are not aware of their respective responsibilities as assigned to them by WEP-2017. Labor Department has worked on a few of the assigned tasks and has completed them but not as per the assigned timelines.**

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