

# Gender Checklists for Institutionalization in the Development Planning Cycle in District Badin

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# Gender Checklists for Institutionalization in the Development Planning Cycle in District Badin

## 1. BACKGROUND

In Pakistan, in recent years there has been a realization that, like environment, gender concerns have not adequately been integrated in the development planning process. Against this backdrop, IUCN, under the Pakistan Environment Programme (PEP) planned to develop gender checklists for institutionalization of gender into the appraisal formats of the Planning Commission of Pakistan. In the meanwhile, Canadian International Development Agency (CIDA) approved a US\$ 2.3 million project for the Planning Commission for integrating gender in the planning process.

Hence, it was decided to develop checklists for district level development planning - another key level for intervention. As PEP was already supporting district level visioning and planning in Badin District, the same District was selected to pilot this initiative. Shirkat Gah was requested to undertake this first of its kind initiative of developing checklists for integrating gender in the planning cycle at the district level. This initiative included:

- Preliminary consultations with district stakeholders, including the Nazim, District Coordination Officer (DCO) and relevant government functionaries;
- Drafting the checklist;
- Sharing the draft checklist with IUCN and relevant stakeholders at district level, through a workshop and;
- Finalizing the checklist.

With the advent of new local bodies devolved governance system, local institutions are gaining strength and importance in planning and policy making at district level. Like other parts of Pakistan, Badin district lags behind in gender related development indicators. The traditional rural social structure of Badin does not offer enough space for women to participate in the development process. Hence women in Badin are marginalized. IUCN has been supporting the district government in district level planning, so that the local communities can benefit more from the new governance system.

Considering the need of gender-sensitive planning, IUCN facilitated a process of developing a gender checklist for the district government so that women's participation in development planning can be enhanced. And through this integration to achieve the overall objective of making development gender-sensitive in the district.

## 2. INTRODUCTION

Badin in the province of Sindh, is a district situated between 24°-5' to 25°-25' north latitude and 68 21' to 69 20' east longitude. The district is bounded on the north by Hyderabad district, on the east by Mirpurkhas and Tharparker districts, on the south the Arabian Sea and *Rann of Kutch*, which also forms the international boundary with India, and on the west it is bounded by Thatta and Hyderabad districts.

Total area of the district is 6,726 square kilometers and the district consists of five *talukas*, they are Badin, Matli, Tando Bago, Golarchi and Talhar. These *talukas* have been sub-divided into 49 Union Councils, 109 *Tapas* and 511 *Dehs*.

The district is a part of the Lower Indus plain formed by the alluvial deposits of the Indus River. Being a vast alluvial plain, its land is very uniform in character and is not diversified by hills or rivers. The southern part of the district is close to the delta of the river Indus and the land surface is, therefore, relatively low as compared to the northern half. The general elevation of the district is about 50 meters above sea level.

Badin is considered an important district in Sindh, with a wealth of natural resources such as oil and gas reserves. Agriculture and fisheries are the major sources of livelihood of the local communities. Agricultural products such as sugar and sunflower oil are major contributors in supplying food for the country's population.

According to the PPA Sindh report,<sup>1</sup> it was found that women in Badin are mainly involved in looking after livestock, making *rillies*, embroidery and domestic tasks. Some people have small shops, but business depends on the purchasing power of local people. A few people are involved in government jobs, as teachers, doctors, and engineers.

Badin has a population ratio of 111 males to every 100 females. The total enrollment in primary schools is 100,000 males as compared to 62,000 females. Badin has 396 primary girls' schools out of 3,167 and 648 female primary teachers as compared to 3,528 male teachers. It has 12 secondary girls' schools as compared to 45 boy's secondary schools <sup>2</sup>.

### **3. LOCAL GOVERNMENT**

A new scheme of local governance has been introduced in recent years.<sup>3</sup> The Local Government Ordinances 2001 led to the establishment of a three- tier local government structure.

Under this new system these administrative units are accountable to elected councils and ultimately to the electorate. The Zilla Nazim assisted by the DCO monitors and manages the district administration which consists of district offices including sub-offices at the Taluka level. This new system of local governance has been designed to address the specific needs and problems of each district efficiently and effectively. The District Government is responsible to the people and the Provincial Government for improvement of governance and delivery of services.

It is within this governance structure that the need to develop gender checklists, to integrate gender into the planning process at district level was initiated.

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<sup>1</sup> **Between Hope and Despair, PPA Sindh Report, Government of Pakistan, 2002**

<sup>2</sup> **District Education Plan for Badin, District Government Badin, Technical Assistance of IUCN, 2005**

<sup>3</sup> **Sindh State of Environment and Development, IUCN, 2004**

#### **4. OBJECTIVES**

The objectives of this process were:

- To integrate gender in the planning cycle of development projects at all levels i.e. project formulation, implementation, monitoring and evaluation of projects.
- To hold consultations with local stakeholders e.g. Nazim, DCO and civil society representatives to understand the constraints in making development schemes gender sensitive.
- To develop a framework that may assist the District Government to bridge the existing gender gaps in the district.

#### **5. PURPOSE OF GENDER CHECKLISTS**

The purpose of the gender checklist is to support the district government during the preparation of the Annual Development Plan (ADP) so that it becomes a gender sensitive process. The exercise aims at providing district government with a tool through which they may ensure that all development projects address the gender perspective.

The following sectors were identified as key social development sectors/departments where gender sensitive planning can bring a gender balance to the district.

- Education
- Health
- Water Supply and Sanitation
- Agriculture

#### **6. APPLICATION OF GENDER CHECKLISTS**

- A gender checklist is a simple tool enabling planners to make development projects gender balanced.
- It assists planners to design projects in a way where men and women both become beneficiaries of development projects.
- It ensures that resources provided to men and women are not at the cost of each others benefit.

#### **7. PROCESS OUTLINE**

The process to develop the gender checklist, was intensive, and participatory, and involved discussing issues around district management planning. A major challenge was to find reliable and accessible data on gender. Since there is very little gender mainstreaming in public sector planning, government officials were not used to using the gender perspective in their work. Considering this limiting factor the process began with introducing basic concepts of gender, to develop an understanding of gender issues, and the link with the development process at district level. Since the development planning process at district level is still not a participatory process, it was difficult to convince government officials to provide space to

women in development planning. A presentation on basic gender concepts, in relation to Badin, and the linkages to the development planning process was developed.<sup>4</sup>

Therefore this would be an ongoing challenge at the time of resource allocation, project identification and implementation of the Annual Development Plan. The process of developing the checklists was as follows:

- **Step 1.** Review of development indicators of the district to assess the gender gap prevailing in the district.
- Review of development planning documents of the district government.
- **Step 2.** Scoping visit to meet key district government officials and civil society groups to introduce the gender perspective in development planning.
- Discussions with relevant officials of the district government to understand the existing approach of development planning in various sectors.
- **Step 3.** Development of draft checklist for four social sectors (Education, Health, Water and Sanitation and Agriculture).
- **Step 4.** Consultative workshop with local stakeholders including district government departments to share draft checklist and seek their inputs.
- **Step 5.** Finalization of the Gender Checklists.

## 7.1 Review Process

The review process began with an analysis of various documents, namely:

1. District Census Report, 1998.
2. District Government Badin, Finance & Planning Department, Budget 2005-06.
3. District Planning Manual, Project Formats (PC-Is), Planning & Development Department, Government of Sindh, Karachi, 2004.
4. District Planning Manual, Planning & Development Department, Government of Sindh, Karachi, 2003.
5. District Development Profile / Plan for District Badin, 1999.
6. District Education Plan for Badin, District Government Badin, Technical Assistance of IUCN, 2005-09.
7. ADP Gender Checklist.

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<sup>4</sup> Presentation in Appendix (Gender Checklist)

## 7.2 Scoping Visit

Prior to developing the gender checklist a scoping visit was conducted.<sup>5</sup> The main objectives of the visit were:

- To meet District Government (DG) officials to understand the development process and planning and to collect documents related to the Annual Development Plan.
- To meet local stakeholders e.g. NGOs, CBOs, Women Councilors and activists to understand prevailing gender issues.

Preliminary consultations were conducted with district stakeholders, including the Nazim, DCO and relevant government functionaries, to discuss the purpose of the gender checklist. Meetings were conducted with the following:

### 7.2.1 Local Government:

- District Coordination Officer (DCO).
- Executive District Officer (EDO) Education.
- Executive District Officer Finance and Planning.
- Executive District Officer Revenue and Community Development.
- Information Department.
- Agricultural Department.
- Health Department.
- Women Councilors (4).



### 7.2.2 Non Government Organizations:

- Young Sheedy Organization.
- Natural Resources Protection Badin Development and Research.

After lengthy discussions with these stakeholders, the main issues which emerged were as:

- The Annual Development Plan is not developed through a participatory process. No identification of needs at the local level, or prioritization is conducted with relevant stakeholders. Almost all development schemes are decided on a political basis.
- Gender is not considered at the time of developing the Annual Development Plan.
- Most of the district government officials are not familiar or aware of the gender dimension to development, and therefore do not even consider it at the time of planning.
- Women Councilors are rarely consulted regarding the Annual Development Plan.

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<sup>5</sup> Details in Appendix (Questionnaire for the Scoping Visit and Consultation of Gender Checklists)

### 7.3 Stakeholders Workshop

After developing a draft Gender Checklist; a stakeholder workshop was organized on March 30, 2006 in Badin. The objective of the workshop was to share the draft checklist with various stakeholders to seek their input before finalizing the checklist.

The following departments/organizations participated in the workshop:

- Naib Nazim.
- EDOs, DCOs, and government departments.
- Women councilors.



The workshop began with a welcome by Mr. Nasir Ali Panhwar, IUCN, Senior Coordinator, who shared the background and objectives of IUCN and outlined its support to the District Government of Badin. The session was chaired by Ms. Shagufta Ali Zai and Ms. Meher Marker Noshirwani, of Shirkat Gah. After that Ms. Zubaida Birwani, Shirkat Gah described the process undertaken, and shared the draft checklists with participants.

Two presentations were shown to participants. The first presentation <sup>6</sup> described the background of gender gaps in Badin and explained the significance of the gender checklist in making development more equitable.



The second presentation, <sup>7</sup> focused on the draft checklist of selected sectors of the Annual Development Plan.

District Naib Nazim Mr Abdul Aziz Dero agreed that the district government needs to focus on reducing discrimination against women in development. He said that women are an important part of society and they deserve an equal share in development. He also said that the district government of Badin has been making efforts to make women beneficiaries of development schemes.

After these presentations, the participants were divided in four groups. Each group was provided a draft checklist of one sector, and the participants were asked to critically review the checklist and suggest necessary additions, deletions or changes. The groups provided useful inputs in the checklist, which were later incorporated in the final draft.

Recommendations by the groups were:

#### **Group – 1: Water and Sanitation**

- Annual development plans should include provision of drinking water in remote areas, where women have to walk long distance to fetch water.

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<sup>6</sup> Presentation in Appendix (Gender Checklist)

<sup>7</sup> Presentation in Appendix (Developing Gender Checklist)



## **Group – 2: Agriculture**

- Women's role in agricultural sector should be recognized in annual development plans.
- Women should be provided access to markets to sell their commodities, which are otherwise sold by men who control the income.
- Small loans should be provided to women to generate income from agriculture, livestock and poultry business at household level.
- The needs of elderly women should also be considered in the planning process.

## **Group – 3: Education**

- Special steps and incentives should be introduced to promote girls education.
- Female teachers in remote areas should be given special incentives.
- Local teachers should be preferred for village schools.
- Scholarships should be provided to girls especially in rural areas.
- Technical education should be given priority in development plan.
- School monitoring need to be strengthened through better allocation of resources in the Annual Development Plan.

## **Group – 4: Health**

- Boys and girls should get equal attention for their health needs.
- Women health workers should get proper training and facilities to reach remoter areas.
- Women health programs should be designed after proper understanding of local norms and practices.
- Traditional Birth Attendants should get better training to facilitate mother and child health in remote areas.

## **8. GENDER CHECKLIST FOR VARIOUS STAGES OF THE DEVELOPMENT PROCESS AT DISTRICT LEVEL**

In a typical development cycle of any district government a Gender Checklist can be applied at three key stages.

- **Policy Level:** To ensure gender balance in overall policies and development planning of the district.
- **Sector Level:** To ensure that each sector develops gender sensitive plans and allocates adequate resources to bridge gender gap in the district.
- **Project Level:** To ensure that each project benefits both men and women. It essentially provides access to women and makes women a major beneficiary of various projects.

## **8.1 Importance of Gender Checklist in District Annual Development Plans**

The Annual Development Plan is the development guideline for the district government and reflects the district government's development policies. All sectoral policies and annual plans are initiated from this policy document. Therefore it is essential to make Gender interventions right from this policy stage. This plan provides details of the development schemes of all sectors. A gender checklist at this key policy/planning stage will establish gender-sensitive projects in various sectors. The process may start with the following steps.

- Develop a gender baseline of key a social sector in Badin.
- Identify the gender gap in key social sectors.
- Identify critical sectors for gender sensitive planning. It may include education, health, water supply & sanitation, micro credit, agriculture, livestock, poultry, fisheries etc.
- Make policies to bridge the gender gap (district council may formulate such policies).

## **8.2 Checklist at Policy and Planning Level**

- Is there a gender baseline of key social sectors of Badin?
- Has the gender analysis of critical sectors (health / education) been undertaken?
- Does the annual development plan consider gender for allocation of schemes and resources?
- Does the ADP include any women specific scheme/budget allocation of resources in the district?
- Does the district government policy offer any incentives to encourage women's participation in critical sectors e.g. health and education?
- Does the DG have any plans to provide more employment opportunities for women?
- Has the DG formulated any policy /mechanism to stop different forms of violence against women in the district?
- Does the DG ensure that women councilors are genuinely involve in the planning process of ADP?
- Is there any policy/procedure to ensure that schemes proposed by women councilors get priority in ADP?
- Has the DG developed any policy/ procedure to screen the schemes of various sectors from a gender perspective?
- Has the DG developed any policy /procedure to ensure women in the communities are consulted during planning of development schemes?

## **9. CHECKLIST FOR EDUCATION SECTOR**

Education is a basic human right. In Pakistan the gender gap in the education sector is very high, particularly in rural areas. A situation analysis of Badin shows that the education sector needs serious attention in terms of gender gaps. Badin has 111 males against every 100 females in the population. District Badin's literacy Rate is 24.83, net enrollment rate is 56%, Gross enrollment rate is 87% and dropout is rate is 70%.<sup>8</sup>

### **9.1 Sector Policy & Planning Checklist**

- Is there any baseline information/ data to indicate reasons for lower girls' enrolment in education?
- Does the annual plan have any special allocations for bridging gender gap in education sector of the district?
- Has there been any need assessment of missing facilities in girl's schools?
- Has there been any consultation with female teachers / female officers of the department at planning stage of education sector?
- Has there been any assessment of shortage of female teachers in the district?
- Has there been any training need assessment for female teachers and female supervisory staff in the department?
- How can school facilities be improved to make education more accessible to girls and adult women?
- Is there any plan to promote women's technical education in the district?
- Are there any policies to allocate adequate resources to establish girls' hostels in district?
- Are there any policies for providing scholarships and stipends to encourage female enrollment?
- Have separate schools for girls in rural areas, where mix education is socially not acceptable ever been considered?

### **9.2 Project Planning Checklist**

- Were the local women consulted while setting the project objectives and implementation methodology?
- Would this project help bridging the gender gap in education?
- Does the project consider the cultural, social and constraints of women's participation in the project?
- Are there any indicators which measure the project benefit for both men and women?
- How should the project deal with cultural norms that keep women and men separate for education opportunities?

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<sup>8</sup> District Census Report, 1998

- Has the allocation of flexible school hours in the project to provide easier access for girl students?
- Is the project facility accessible to girl students and female teachers/staff?
- Does the project provide culturally acceptable form/approach of education services for women?
- Does the project provide any incentives to encourage girl's education and hiring of female staff?
- Does the project involve women in monitoring and evaluation of the project?
- Do you consider local teachers for village schools?
- Do you consider technical education a priority in the ADP?

## **10. CHECKLIST FOR HEALTH SECTOR**

Badin, like many other districts of Sindh face several challenges in the field of community health. The critical amongst them include how to make health service providers more sensitive to the health needs of women, and making women more aware of their rights and responsibilities to seek appropriate health care. Rural women are largely deprived of adequate health facilities. Almost all women related health indicators appear poor. Policy makers in the health sector need to consider gender in the health sector and formulate appropriate policies and capacities to address the gap.

### **10.1 Sector Policy & Planning Checklist**

- Is there any baseline survey or data to indicate gender based health status of Badin?
- Does the Annual Development Plan address the fact that the women and men have different health needs? Therefore, the health sector should address men and women's health needs differently?
- Is there any resource allocation to reduce gender gaps in the health sector?
- Are there any incentives for women health service providers such as lady doctors, LHVs?
- Is there any program for controlling birth rates thereby improving women health in the district?
- Do the local men and women have access to health facilities, specially in the rural areas of Badin?
- Are the health facilities properly managed to provide culturally acceptable environment for women so that their health benefit can be maximized?
- Are there any reproductive health services available in the district where adolescent men and women can access such services?
- Is there any mechanism in place to properly treat women victims of violence?
- Are boys and girls equally nourished especially in rural areas of the district?
- Are women health workers engaged to provide reproductive health services at the village level?

- Do the women health workers acquire comprehensive training regarding new medical techniques?
- Is there any women health education program designed appropriate to cultural norms of rural areas?
- Are there any provisions in ADP to reduce mother and infant mortality rates in the district?
- Is there any program for social mobilization on women health in rural areas?
- Are there any plans to build the capacity of Traditional Birth Attendants at the village level?
- Is there a strategy for training women in the health profession to encourage the growth of participatory, community-based women-to-women health services?

## **10.2 Project Planning Checklist**

- Have you conducted an assessment of health needs for men and women in the project area?
- Is the project design appropriate to health needs of both men and women?
- What is the potential of the project for improving the health status of women?
- How can the project contribute to long-term strategies for overall health status of women?
- Does the project provide access to women for basic health services?
- Have you developed indicators which may measure the project benefit for both men and women?
- Does the project provide culturally acceptable form/approach of health services for women?
- Does the project address the mother and infant mortality rates?
- Does the project provide services for reproductive health for women and men?
- Are there adequate female staff to facilitate women patients?
- Is the project facility adequately equipped for separate health needs of men and women?
- Does the project provide any doorstep health services for rural women?
- Does the project have trained staff to provide specific health facilities to men and women?
- Is there any provision for 24 hour emergency health facilities for women?
- Does the project involve women in monitoring and evaluation of the project?

## **11. CHECKLIST FOR WATER AND SANITATION SECTOR**

Water supply and sanitation are among the basic needs of the people in both rural and urban areas. Women are the primary collectors, transporters, users, and managers of domestic water, and promoters of home and community-based sanitation activities. But women are not represented in decision-making bodies of the sector.

Gender role in this sector needs more detailed research for better understanding of gender issues in water and sanitation sector. For example the following fundamental aspects need to be explored.

- ADP should include provision of drinking water in remote areas, where women have to walk long distances.
- What are the activities of women and men, and their respective access and control to water supply?
- What are the limitation of local women and men, girls and boys in access to appropriate water and sanitation facilities?

### **11.1 Sector Policy and Planning Checklist**

- Has the gender baseline of the sector been considered in the annual sector plan?
- Were the women councilors and community women involved in the planning process?
- Have gender based water and hygiene needs been addressed in the ADP?
- Has there been any consideration for water and sanitation baseline information regarding men and women needs?
- Are the water supply and sanitation facilities affordable and easily accessible to men and women?
- Does the sector plan consider seasonal differences in availability, quantity and quality of water supply and sanitation which involves associated gender dimensions (e.g. women to fetch more water in summer)?
- Are there any female staff in public health department; if yes then how many?
- Do the female staff participate in field activities?
- Is there any provision for training of men and women on water supply and sanitation services at community level?
- Is there any community education program for men and women on importance and proper management of water supply and sanitation facilities?
- Does the sector plan addresses cultural sensitivities / limitations for providing water supply and sanitation facilities?
- Is there any monitoring mechanism to assess the overall gender impact of the sector plan?

## 11.2 Project Planning Checklist

- Does the project address the gender gaps identified in the gender baseline of the sector?
- Does the project consider the needs of men, women, elderly, and children in the design and location of water supply facilities, latrines, and other water supply and sanitation facilities and services?
- Does the project design care for women specific cultural constraints in the community?
- Have you consulted the community women group before designing the project?
- Does the project identify ways in which men and women beneficiaries and other stakeholders, especially poor women, can participate in the project?
- Does the project ensure sufficient gender balance in the field teams?
- Are the field team members gender sensitized and have local knowledge, and cultural understanding?
- Do women have access to decision making position in the project?
- Have you developed indicators which may measure the project benefit for both men and women?
- Is the project designed in a manner which should not overburden women in terms of physical labor e.g. location of drinking water facility?
- Does the project involve women in monitoring and evaluation of the project?

## 12. CHECKLIST FOR AGRICULTURE SECTOR

The role of women in agriculture has been recognized throughout the world. The economy of Badin is mainly dependent on agriculture. Rice, cotton, *jawar*, wheat and barley are cultivated. Agriculture is a major source of food security for rural communities. Unlike other parts of Sindh, women are actively involved in various activities in agriculture sector and its sub-sectors i.e. livestock, poultry and fisheries.

### 12.1 Sector Policy and Planning Checklist

- Has the gender baseline of the sector been considered in the annual sector plan?
- Were the women councilors and peasant women involved in the planning process?
- Is there any female staff in the agriculture department to facilitate women; if yes then how many?
- Do the female staff participate in field activities?
- Is there any provision for training of men and women on improved agriculture practices to improve crop productivity and avoid health risks?
- Does the sector plan address cultural sensitivities/limitations for providing agriculture facilities?

- Is there any monitoring mechanism to assess the overall gender impact of the sector plan?
- Does the plan address the issue of control of women over agriculture produce and relevant assets e.g. land, livestock etc?
- Has any information about pesticides and its impact on women health been considered?
- Have women issues been considered where women are working in areas of serious health risks (during pregnancy)?
- Does the ADP recognize women's role in agriculture?

## **12.2 Project Planning Checklist**

- Does the project address the gender gap identified in the gender baseline of the sector?
- Does the project design care for women specific cultural constraints in the community?
- Have community women been consulted before designing the project?
- Does the project identify ways in which men and women beneficiaries and other stakeholders, especially poor women, can participate in the project?
- Does the project ensure sufficient gender balance in the field teams?
- Are the field team members gender sensitized and have local knowledge, and cultural understanding?
- Do women have access to decision making positions in the project?
- Are there any indicators which measure the project benefit for both men and women?
- Is the project designed in a manner which should not overburden women in terms of physical labor?
- Does the project explore the impact of women in terms of environmental issues (pesticides, chemical fertilizer, water logging, and salinity)?
- Has it been considered that women and men have different priorities and how these differences might affect the proposed project?
- Have both men's and women's needs in the project sector been defined?
- Have cultural, social, religious, and other constraints on women's potential participation been identified?
- Does the project involve women in monitoring and evaluation of the project?
- Do women have access to markets?
- Do women have control over their income?
- Are elderly women considered a priority at the planning stage of projects?
- Are small loans provided to women to generate income from agriculture livestock, and poultry at household level?



### **13. CONCLUSION**

This gender checklist is an initiative towards making interventions into the policy process at the district level. However implementation of the gender checklist is a difficult task with many challenges. There are various approaches to gender mainstreaming at the policy level. The checklist is one such tool to integrate gender into the planning cycles at district policy sector and project levels.

### **14. RECOMMENDATIONS**

- All District Governments should be facilitated to develop a Gender Policy of the district.
- The district governments should have gender-based database of key social development sectors in the districts.
- Gender Checklist should be made an essential part of project documents such as PC-1.
- Annual Development Plans of the District Government should have a specific chapter on gender perspectives of the ADP.
- Each year a Gender Audit of the district should be conducted to analyze resource allocation, to include women as marginalized group particularly in the remote rural areas.
- Key functionaries and elected representatives of the district government should receive comprehensive training on gender issues in national, provincial and local context to increase awareness on gender issues in development planning.
- A certain portion of the annual budget should be reserved as mandatory for women-specific schemes.
- Women Councilors should be involved in planning stage of ADP. Their recommendations should be included through a consultative process.

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