



Gender Audit **of** **Workers Welfare Fund** **Development Portfolio**

**Women Employment Concerns and
Working Conditions in Pakistan**



International Labour Organization



Government of Pakistan



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List of Acronyms

BoD	Board of Directors
DAC	District Allotment Committee
DCO	District Coordination Officer
DO	District Officer
DSC	District Scrutiny Committee
GB	Governing Body
GoP	Government of Pakistan
ILC	International Labour Conference
ILO	International Labour Organisation
MoL	Ministry of Labour, Manpower and Overseas Pakistanis
NGO	Non-governmental Organisation
NWFP	North Western Frontier Province
PWWB	Punjab Workers Welfare Board
SDC	Skill Development Council
WWB	Worker Welfare Board
WWF	Workers Welfare Fund

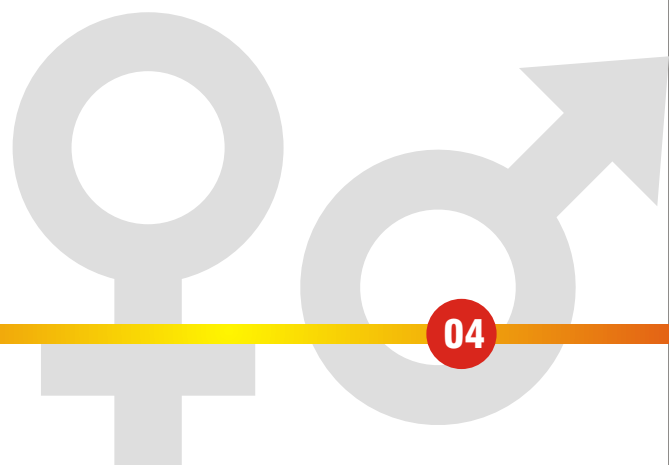


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We are also grateful to all those persons who gladly accepted our request for meetings and interviews at a short notice. Without their insights, our understanding of the issues and the WWF/WWBs activities would have remained limited.

INTRODUCTION AND BACKGROUND

A large, stylized number '1' is the central focus. It is composed of a thick black outline that forms a circle with a tail extending to the right. Inside this black circle is a solid red circle, and within that is a white number '1'.

1





1.1 Background to Labour Welfare Initiatives in Pakistan

Worker's Housing Recommendation No.115 was adopted by International Labour Conference (ILC) at its 45th session held in 1961 providing for ILO concern in the matters related to workers' housing. The recommendation enabled ILO to advise governments in development and formulation of national policies in the areas of worker housing. Subsequently, ILO Convention No.118 termed as "Equality of Treatment (Social Security) convention, 1962" further sought to streamline and strengthen the social security and benefits systems for workers throughout the world. Both these global conventions were instrumental in the development of national labour policies in Pakistan. Consequently, Labour policies unfurled by the Government of Pakistan in 1959 and 1969 categorically provided for addressing the housing problems of labour at all levels.

An important cornerstone of National Labour Policy 1969 concerned the proposal for establishment of Workers Welfare Fund (WWF) with explicit function of providing low cost housing and other amenities to industrial labour in Pakistan. Consequently, Workers Welfare Fund was established through promulgation of Workers Welfare Fund Ordinance, 1971 on 9th December 1971. The WWF Ordinance was subsequently amended to provide for establishment of provincial Workers Welfare Boards (WWBs) and for enhancing the ambit of welfare initiatives under the Fund. WWF is designed to act as a financial body to make allocations for welfare initiatives for workers in the areas of housing as well as education, health, water supply, transport etc.

1.2 Workers Welfare Fund - Basic Facts

Workers Welfare Fund is a federally managed entity working under the institutional control of Ministry of Labour, Manpower and Overseas Pakistanis (MoL) in the Government of Pakistan (GoP). WWF acts as an autonomous organisation working under the guidance and supervision of a Governing Body (GB), chaired by the Secretary to the Government of Pakistan in the Ministry of Labour, Manpower and Overseas Pakistanis. The GB has representation from the employers as well as the workers from various provinces in addition to ex-officio members from the provincial and the federal governments. Secretary, WWF is also the ex-officio secretary of the Governing Body.

WWF is responsible for managing the funds placed at its disposal under the Ordinance, their investment as well as using the income from the fund resources for undertaking worker welfare activities. The sources of income for the fund include: a) payments under the Workers Welfare Fund Ordinance, 1971 by industrial establishments in the private sector, equivalent to 2% of their pre-tax profits exceeding Rs.100,000 in any year of account; and b) the amounts left over after distribution of worker's share in Workers Participation Fund (equivalent to 5% of the profit of a company) established under the Companies Profit (Workers Participation) Act, 1968 are also transferred to the Workers Welfare Fund. It is noteworthy that industrial labour in a public or private industrial establishment is eligible for grant of benefits from WWF, irrespective of whether the industrial



establishment concerned has contributed anything¹ towards WWF under the WWF Ordinance, 1971 or the Companies Profit (Workers Participation) Act, 1968.

WWF invests the income form these resources and utilises the proceeds for implementing welfare measures both itself as well as through the provincial Workers Welfare Boards. Preamble of WWF Ordinance, 1971 lays down the provision of the Fund for providing resident accommodation and other facilities for the workers. Similarly, the law also lays down the purposes to which moneys in the Fund may be applied. These include funding for the projects connected with the establishment of housing estates or construction of houses for the workers or financing of other measures for the welfare of workers. Within the ambit of the above referred provisions of the Ordinance, WWF resources have been utilised for the provision of housing, education, health facilities, marriage/death grants, vocational training, sewing machines etc. to the industrial labour in the private and public sector. These welfare initiatives are planned and executed by the Provincial Worker Welfare Boards after eliciting approval of competent fora as per the provisions of law. Provincial Workers Welfare Boards (notified by Provincial Governments vide Section 11A of the WWF Ordinance) have full autonomy in planning, organising and executing the development schemes of labour colonies, construction of hospitals and schools after their approval by the Governing Body of WWF.

1. For example, an industrial establishment may not contribute to WWF under the legislation mentioned above because of running in loss.

GENDER AUDIT OF WWF







2.1 Gender Audit of WWF Activities in Pakistan Why and How

The word "gender" is used to refer to the culturally, socially, economically and historically defined roles of women and men with a view to understand as to how the unequal power relations between them are shaped and built into social institutions such as the family, legal systems, religious systems and beliefs. The gender based roles and responses are socially determined and transcend the whole body of the society including the formal and informal institutions. The existing social relationships influence and are influenced by notions of gender in a multi-dimensional dialectical process.

In a country like Pakistan, the gender question assumes greater relevance as typical social norms and behaviours tend to discriminate against the interests and expectations of women and further reinforce the historical concentration of power. Such behaviours also tend to become a part of the expected social norms and result in gender discrimination in various ways including institutional typifications. The trend is all the more pronounced in public sector organisations where gender question is considered rarely relevant and as rarely addressed. Such implicit as well as explicit ignorance leads to a situation where institutional frameworks in public sector organisations are indifferent to the needs and aspirations of the women and all decisions are made with minimum regard to their impact on women in general as well as in specific terms. Such institutional biases against the female sections of the society are motivated by a belief that men are equally suitable to articulate the requirements and demands of women. Such behaviours tend to impact the whole institutional outlook to the gender questions and promote varied forms of gender based discrimination in the performance of the institutions.

A Gender Audit provides an opportunity to objectively assess the organisational behaviour in terms of its institutional response to the laid down gender issues and questions. It enables a mechanism whereby the systems, processes and activities of an organisation are evaluated through a gender lens. Such a review enables the identification of loopholes in the institutional framework leading to gender discrimination and suggest remedial measures for enhanced scope for gender mainstreaming in the context of the particular institution.

It was in this context that the gender audit of WWF led initiatives was designed to address a wide range of systemic questions in the context of the welfare measures implemented through the WWF resources at the federal as well as the provincial levels. The assessment of the existing roles and opportunities (or lack thereof) for direct or indirect participation and benefit for women in each area of inquiry will enable an objective gender based assessment of the on-going measures under WWF. The lacuna pointed out and the distortions identified will form the basis for recommending remedial



measures.

The gender review of WWF has been informed by desk review of WWF/PWWB documents (including meeting minutes and periodical reports), focus group discussions and structured interviews with a range of key stakeholders of workers welfare regime in Pakistan. For practical convenience, the scope of the study has been confined to the federal level as well as to the provinces of Punjab and NWFP. Similarly, the data and statistical information related to WWF funded welfare initiatives has been based on data pertaining to the period 2001-2005.

The study explores the gender question in WWF related activities and systems at three levels, which are produced below:

- a) Whether the existing legal and institutional framework of WWF amply addresses the concerns, requirements and priorities of women, as workers as well as family members of the male workers?
- b) Whether the direct and indirect benefits of the existing development and welfare portfolio of WWF are reaching the female workers and female family members of the male workers?
- c) How can the issue of gender balance and mainstreaming be best addressed within the framework of WWF?

SOCIAL AUDITS

Traditionally, audits have been associated with financial accounting audits. Accountants performed audits and, with their declaration of approval, certified that finances and administration were legitimate, with established rules and regulations correctly followed. More recently, in the 1980s, quality management audits were introduced in companies to promote improvement of company performance. International company performance standards were developed, and assessed by audits which investigated how well an organisation complied with internal and external demand. Quality audits in turn established whether internal arrangements were attuned to each other, and rules followed.

Building on these principles, social audits have been developed in a range of community development agencies and enterprises as processes that enable organisations to measure the extent to which they live up to 'the shared values and objectives' to which they are committed. In this context, a social audit is a framework which allows an organisation to build on existing documentation and reporting and develop a process whereby it can account for its social performance, report on that performance and draw up an action plan to improve on that performance, and through which to understand its impact on the community and be accountable to its key stakeholders.

Source: Netherlands Development Organisation (2004); www.caledonia.org.uk; www.cbsnetwork.org.uk.



The following portion tries to answer the above questions in qualitative as well as quantitative terms.

2.2 The Legal Framework - WWF Ordinance, 1971

The existing WWF Ordinance may be viewed in terms of its gender sensitiveness at three different levels. The section dealing with definitions does not differentiate between male and female workers or beneficiaries. While it follows the standard scheme of things related to labour laws, it leaves no scope for female worker-specific welfare measures. Secondly, the sections dealing with the purposes to which WWF moneys may be applied are also lacking in covering any gender based welfare initiatives. The section only mentions “other welfare measures” for the workers without any specific reference to the female workers or the female members of the male worker's families. There is an underlying presumption that by covering the workers as a whole, the benefits to the females could also be guaranteed. More importantly, the section does not explicitly provide any basis for female specific welfare activities. Such a provision could have been critical for flagging and highlighting the importance of female specific welfare measures under WWF. Thirdly, the sections of the Ordinance dealing with different management bodies under the WWF law also do not provide for any fixed or specific representation of women employers/workers. While the existing provisions do not debar females to become members of such bodies, the real chances of this are remote, given the prevailing social norms in the sector

In view of the prevailing gender discriminatory social norms, it would be safer to incorporate female workers as a separate entity in the Ordinance to facilitate focussed welfare and development activity. Similarly, the definition of the purposes of expenditure also needs to be reviewed for reflecting “affirmative action based” areas for utilising WWF resources. Such gender balancing through redefining the legal context could minimise the chances of female exploitation besides promoting their chances of benefiting from WWF investments. Subsequent to the gender based affirmative amendments to the substantive WWF law, similar consequential amendments to the secondary laws and various rules and policies may pave the way for better utilisation of WWF resources for the benefit of female workers as well as female members in the workers' families.

2.3 The Institutional Framework of WWF - Role of Women

Workers Welfare Fund Ordinance provides for the establishment of the Governing Body for the administration and management of the Fund. Similar bodies have also been provided for managing the Workers Welfare Boards in the respective provinces. These governing bodies include representatives from workers and employers as well as government functionaries. Similarly, there are also bodies which are mandated with the identification, approval or monitoring of welfare initiatives under the Fund at the federal/provincial levels. There is no specific provision for female



membership in any of these bodies. While women may be included in these bodies as members in various capacities, there is no safeguard as

to how their presence is ensured as against the male membership for the same slots. Since the nominations (other than the ex-officio memberships) are made by the heavily male-centred provincial/federal executive authority, any female nominees are hardly mandated to speak for their gender rather than the nominating authority. The notion of institutional membership from representative organisations of women is alien to the current legal and institutional framework. In practice, therefore, there is minimal representation of women either as independent or official members in any of these bodies. The WWF GB the apex decision making authority as it is currently composed does not have any female representation at all (Appendix A). The situation in provincial Boards is hardly better. Both Punjab and NWFP have only one female member each in the Board (Appendix B). An examination

of the District Allotment Committees (DAC) and the District Scrutiny Committees (DCS) of Punjab (responsible in turn for allotment of flats/quarters/plots to eligible workers and processing of applications for scholarships and death/marriage grants) shows that of all the committees notified in various districts of Punjab, only three had female representation. As such, the decisions regarding the identification, preparation, approval, implementation of all welfare measures are almost solely left to male dominated bodies in WWF as well as WWBs at the provincial levels. Such absence of women from these crucial fund management bodies ensures gender-insensitive decision making at these forums.

The implementation level presents with a similar situation: Hardly any female employees except in schools operated by the provincial Boards. Key decision makers like Chairmen of provincial Boards, Secretaries and Directors (Finance and Works) are all men. Even at junior levels, one can find only a couple of odd exceptions.

This systematic and endemic bias means that in the matters of allotment, scholarships, medical facilities or other welfare opportunities, the operational level decisions are almost entirely made by male dominated bodies. In such cases,

How this institutional bias is readily translated into marginalisation of women is reflected in the fact that despite having spent Rs. 9.1 billion during the last five years, WWF or any of the provincial Boards has not developed any working women hostel, child care centre or health care facility that specialises in gynaecology.

It is interesting to note that the proposal to establish working women hostels and child care centres was actually floated by a GB member in 2003. In its collective wisdom, however, the GB did not consider it 'feasible' and decided to drop the proposal. The same proposal was again submitted in 2005 by the same member. It has not been taken up yet for discussion.



the considerations for vulnerabilities and inherent limitations of women workers and family members usually tend to be ignored. Last but not the least, the absence of women in these operational bodies dealing with WWF resources also precludes the possibility of finding innovative welfare initiatives, specifically targeting the women.

2.4 Nature of welfare measures under WWF

The existing law and procedures provide for the following categories of welfare initiatives for industrial workers form WWF resources.

- Housing
- Education
- Health
- Technical and Vocational Education
- Other Welfare Measures including
 - Marriage Grant @ Rs.30, 000 per daughter per worker
 - Death Grant @ Rs.150, 000
 - Post-Matriculation Scholarships to children of workers

Almost all documents/reports prepared by WWF/WWBs are gender blind.

2.5 WWF Development Initiatives (2001 - 05) What Do Statistics Say

As of now, 11,611 houses, 4665 flats, 87 schools, 20 vocational training centres,/technical institutes, 18 hospitals, 10 wards and 34 dispensaries have been established throughout country by using WWF resources. During the period 2001-05, a total amount of Rs.17,542 million was provided for undertaking development/welfare initiatives at the federal as well as the provincial levels, out of which an amount of Rs. 9,194 million has been utilised at a utilisation ratio of 52%.

The province wise utilisation of the budgeted amount between 2001-05 stands at Rs. 3,129, Rs. 2,732, Rs. 1,871 and Rs. 326 million for the provinces of Punjab, Sindh, NWFP and Balochistan respectively. For the same time period, federal level WWF was allocated an amount of Rs.1, 652 million, out of which Rs. 1,137 million were utilised. For the current year 2005-06, an amount of Rs. 3,062 million has been budgeted for WWF and the four WWBs, including an amount of Rs.1,686 million for development, Rs. 801 million for education and Rs.402 million for welfare.



Punjab

Following is a summary of the budget utilisation in various heads made by WWB Punjab during the period 2001-02 to 2005-06 till December 2005.

Rs. In million

Head	2001-02		2002-03		2003-04		2004-05		2005-06	
	Budg	Utilis	Budg	Utilis	Budg	Utilis	Budg	Utilis	Budg	Utilis
Project Development	649	162	619	438	822	328	670	177	313	100
Education	95	83	163	144	88	200	222	185	220	33
Marriage Grant	112	112	290	149	290	148	233	213	220	71
Death Grant	-	-	71	71	77	77	120	116	110	54
Scholarship	25	25	41	41	42	35	93	92	90	24
Management	15	15	20	18	27	26	32	25	29	12
Total	896	397	1204	861	1458	770	1371	807	985	294



NWFP

Following is a summary of the budget utilisation in various heads made by WWB NWFP during the period 2001-02 to 2005-06 till December 2006.

Rs. In million

Head	2001		2002		2003		2004		2005-06	
	Budg	Utilis	Budg	Utilis	Budg	Utilis	Budg	Utilis	Budg	Utilis
Project Development	276.9	261.6	287	162.5	122	115.9	225	166.9	305	281.7
Education	48.1	47.1	57.5	50.3	70	53.7	79	77.4	85	84.1
Welfare	13	7.1	60.9	29.2	45.1	22.2	113	113	107	66.1
Managemen	12.3	9.6	12.3	12.7	16.5	15.6	15.7	16.1	16	16
Total	350.3	356.4	417.7	254.9	253.6	207.6	432.7	374.3	513.4	448



Beneficiaries of WWF based welfare/Development:

Following is a tabular representation of the total beneficiaries form WWF funded activities under various heads of expenditure at the federal as well as the provincial levels. According to the table, a total of 464,977 workers/members have benefited form these schemes.

BENEFICIARIES OF WWF BASED WELFARE/DEVELOPMENTN (As of June 2005)

Schemes	Punjab	Sindh	NWFP	Balochistan	Islamabad	Total
Housing	30,577	15,719	4,345	2,145	-	52,786
Marriage Grant	29,554	26,394	4,674	4,558	423	65,603
Death Grant	1 207	337	260	208	36	2 048
Scholarships	9 256	4 732	1 254	578	105	15 925
SDCs Enrolment	2,342	5,964	165	163	950	9,584
Enrolment in WWF schools	13,611	3,893	4,406	837	211	22,958
Sewing Machines	20,931	23,000	8,126	8,700	143	60,900
Bicycles	87,743	98,200	23,435	25,600	195	235,173
Total	195,221	178,239	46,665	42,789	2063	464,977

2.6 Assessment of the Welfare Measures in Last Five Years

The assessment of last five year's welfare measures provides interesting insights into the nature of these activities. To begin with, the ratio of development² and welfare based initiatives is largely tilted

2. Development is construed at WWF in its narrowest construction and is commonly understood as physical and infrastructure development as against wider notions of social and human development.



in favour of the former. It is common knowledge, that women have greater chances of benefiting from such initiatives which are generally categorised at WWF as welfare measure. On the other hand, the development activities (leading into construction of houses, plots, flats etc) usually exclude the women from directly benefiting from the products of these initiatives. Hence a predominant focus on development initiatives is ab initio, against the interests of women. Secondly, the utilisation percentages of the funds placed at the federal and provincial levels show a varied trend and a substantial portion of allocated funds continuously remains unspent. Obviously, it reflects on the absorption capacity and ownership of these implementing agencies, which results in non fulfilment of financial targets. It is also indicative of the weaknesses in the scheme identification and development systems, which fails to generate a demand driven strategy for implementation of development initiatives. Thirdly, there is an obvious lack of innovative approach in identification of development initiatives, whereby even the under performing heads continue to receive funding. There is no system which could ensure identification of demand driven areas where WWF resources could be spent for worker's welfare. Lastly, there is no system of disaggregating the beneficiaries of WWF in terms of their sex and to know the proportion which may have actually trickled down to women, either directly as industrial work force or as members of the household. The last point is also related to the overall development expenditure tracking systems which is in vogue in WWF as well as WWBs and which has been lacking in providing reliable quantitative information for informed policy decisions.

Since the record of beneficiaries of WWB activities is not maintained in gender segregated and computerised formats, it is not possible to do statistical analysis. Nevertheless, detailed discussions

Definition of gender equality and gender mainstreaming

There is a general consensus that gender equality refers to both the recognition that women and men have different needs and priorities, and the fact that women and men should experience equal conditions for realising their full human rights, and have the opportunity to contribute to and benefit from national, political, economic, social and cultural development.

Most definitions of gender mainstreaming adhere closely to those set out by the UN Economic and Social Council as follows:

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.



with the staff maintaining these records and analysis of small samples clearly shows that women as industrial workers have hardly benefited from the WWF interventions. This is as much because of the relatively smaller number of women in industrial work force as with the legal and institutional biases discussed above. In fact, the representation of women in beneficiary lists is proportionally far lower than in factory pay rolls. Housing, bicycles, death grants and vocational training have been an almost exclusive male privilege. Marriage grants are given for marriage of up to two daughters of an industrial worker, but are essentially given to the worker and not the daughters. Though very important for the worker in discharging his social obligations, these can be hardly considered a direct benefit to the bride. Hence benefit to female members of the households of these interventions, if any, is only indirect and incidental. It is more by default than by purpose.

Except for provision of sewing machines, which has been a relatively low priority activity (now discontinued), the only activity that has directly and positively impacted women as members of worker households is provision of free education. Each province has a number of schools primary to higher secondary (Punjab has 12 schools for girls) which provide free education, books, stationary, uniform and transport to up to 2 children of an industrial worker. By far this is the only activity that directly benefits women as members of households.

2.7 Stakeholders Perspective

In order to get the stakeholder perspective, structured interviews were conducted with representatives from WWF (federal) as well as WWBs (NWFP and Punjab). These included the government functionaries as well as labour leaders.

The questionnaires were designed to elicit the response of the stakeholders on the following areas of inquiries.

- a) What is the prevailing mechanism of identification of development schemes under WWF? How far does it cover the interests of female workers and the female members of the families of the male workers?
- b) What is the mechanism for providing welfare products under WWF? How far it covers the interests of women and proposed amendments?
- c) What is the mechanism employed by WWBs in allotment of residential units to workers? How far it covers the interests of females and any proposed amendments?

Regarding the first question, majority of the respondents expressed satisfaction with the existing mechanism of identification of development schemes. They were generally convinced that the system in vogue is based upon recommendations articulated by the representatives of labour and



covered their legitimate requirements. There was also an agreement that while no schemes were in place for directly benefiting the females, they could definitely get benefits from these measures indirectly as members of the families of the male workers.

On the second question, the existing system of application by the workers and its vetting by the employee/employer was stated to be a satisfactory system. It was also conveyed that the welfare products including sewing machines, scholarships etc were generally directly benefiting the females. They also strongly recommended that the scope of such measures needs to be enhanced for reaching maximum beneficiaries. However, one of the respondents was of the opinion that WWF resources should be spent on large scale sectoral initiatives rather than on individual measures (including provision of sewing machines). The latter were more susceptible to misuse and political considerations as compared to the former which have the potential of benefiting the worker community in a sustainable manner.

The third question elicited the details of the mechanism for allotment of residential units established through WWF resources. Such units are allotted on applications submitted by the registered workers, nominated by the industries. Balloting takes place at the WWB and successful applicants are allotted housing units on rent or on ownership basis. The general opinion was that in our social set up, it was not possible for females to live separately and the units had to be allotted to the male members and the females could indirectly benefit.

The questionnaires pointed to some very interesting insights into gender aspects of WWF. It was clear that most of the labour representatives as well as the concerned officials hardly perceived gender question as an issue in WWF. For majority of them, the issue of separate and enabling treatment for females from WWF funded initiatives had little importance as women would indirectly and consequently benefit from welfare measures targeted for male workers³. Such perception was shared by most of the officials pertaining to WWF and WWBs. In their view, the social norms of our society were not conducive to any special treatment or preferences for women from WWF led development initiatives.

This bias is reflective of the fact that leadership of labour associations and officialdom at WWF/WWBs (most of our respondents in the present study) is almost exclusively male and in many cases insensitive to separate and distinct needs of female members. As an alternative, an effort was made to elicit gender sensitive perspectives from the non-governmental organisations (NGOs). But again hardly any NGO is working on rights of women workers and the ones that are working on labour issues mostly have a gender non-differential approach to labour welfare and rights.

3. A WWF 'trickle down' theory for women?



However, some of the respondents also expressed the views that in contrast to brick and mortar dominated development works, other welfare measures (including education, vocational training, scholarships, and medical facilities) were more beneficial for women. As such, there is a strong case for expanding the scope of welfare measures to include a larger number of female workers and female members of male workers.

RECOMMENDATIONS



RECOMMENDATIONS



Based upon the above findings, the following recommendations are made with a view to incorporate and promote gender concerns and priorities in the management and implementation of WWF with regard to the institutional framework and development initiatives.

Legal and Procedural

- The definition portion of WWF Ordinance may be amended to include women workers as a separate entity as recipients of WWF led initiatives.
- The section on uses of WWF moneys may include gender affirmative actions as a specific and prioritised item.

Institutional Framework

- At least, one fourth of the membership of the governing body of WWF and WWBs may be females (as worker/employer representatives as well as government members). The nominations should not be made by the executive in its discretion; rather these should be institutional memberships (e.g. from NGOs working on women rights, women parliamentarians, women district and Tehsil Nazims, women members of leading legal bodies).
- At least two women members may be co-opted in all allotment or selection committees for the purpose of providing benefit to the workers from WWF led initiatives. The District Scrutiny Committees (DSC) and the District Allotment Committees (DACs) working under the supervision of District Nazims and District Coordination Officers (DCOs) can have institutional membership from local NGOs and/or elected councils.
- A fixed percentage of development schemes to be approved from federal as well as provincial share of WWF with a direct focus on women workers or the female members of male workers.
- Conscious effort to recruit more female staff, especially at senior managerial levels.

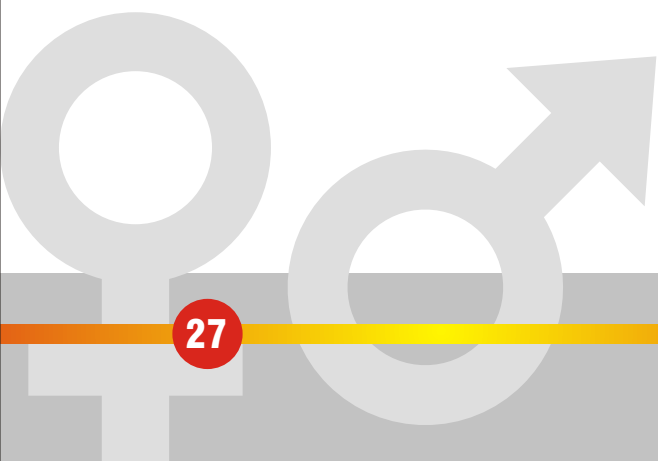
Reporting and data collection

- Reporting formats used in WWF/WWB may clearly provide disaggregated information on the beneficiaries of development and welfare measures, by sex. This knowledge base is important for policy planning and implementation.
- It should be clearly a requirement in all published reports to report sex-disaggregated data on development and welfare initiatives.



General

- A specific quota for female workers and the women members of the families of deceased workers may be fixed in allotment of houses/flats/plots etc.
- The number of scholarships for female children of workers may be enhanced for normal, professional as well as vocational training/education.
- A rigorous monitoring of the allotment committees may be put in place to ensure that the allotments made to female workers and family members actually reach the deserving women and are not appropriated by their male family members. Similar system may be put in place for ensuring that benefits of death/marriage grants as well as scholarships actually reach the women.
- The officers and staff of WWF and WWBs may be imparted targeted gender sensitisation training so that they appreciate the specific requirements of female workers for reflecting in WWF resource allocation. A rigorous capacity building exercise is warranted.
- Even after such capacity building, it is important to put in place mechanisms to help prevent gender concerns from 'evaporating'. This may include: ensuring that gender equality appears at every stage in objectives, strategy, targets and indicators; conducting regular gender analysis and ensuring that female stakeholders are consulted in policy development; using gender sensitive language in all official documentation; and proactively promoting women employment in WWF and Boards to correct the historical imbalance.
- All provincial Boards should develop policies on sexual harassment and workplace discrimination. Similarly, the human resource and staffing policies (including Service Rules) should be gender sensitive.
- Gender audit should be a regular exercise at WWF and provincial Boards. Such regular audits should develop a set of indicators on gender mainstreaming against which performance can be measured after regular intervals. These indicators shall be a tool as well as mechanism. Their use as a guide in planning, implementing, monitoring and evaluating will be a major advance in bringing forth gender as an important agenda item. The audit should also document good practices for internal and external dissemination.



APPENDICES





Appendix A

GOVERNING BODY WORKERS WELFARE FUND

Sr. No	Name	Status
1	Malik Asif Hayat	Secretary, Labour and Manpower Division, MoL
2	Mr. M. Ahsan Akhtar Malik	Joint Secretary (Labour), MoL
3	Syed Muhammad Afzal	Financial Advisor, Labour
4	Mr. M. Saeed Ahmad Khan	Secretary, WWF
5	Mr. Hasan Nawaz Tarar	Secretary, Labour, Punjab
6	Capt (R.) Nasar Hayat	Secretary, Labour, Sindh
7	Mr. Ahsan Ullah Khan	Secretary, Labour, NWFP
8	Khawja Siddique Akbar	Secretary, Labour, Balochistan
9	Sheikh Tariq Sadiq	Employers' representative (Federal)
10	Mr. Javed Iqbal	Employers' representative (Punjab)
11	Mr. Muhammad Zubari Motiwala	Employers' representative (Sindh)
12	Mr. Nauman Wazir	Employers' representative (NWFP)
13	Mirza Muhammad Ibrahim Baluch	Employers' representative (Balochistan)
14	Mr. M Zahoor Awan	Workers' representative (Federal)
15	Haji Abdul Jabbar	Workers' representative (Punjab)
16	Mr. Qamoos Gul Khatak	Workers' representative (Sindh)
17	Mr. S. Liaqat Badshah	Workers' representative (NWFP)
18	Mr. Sarzameen Afghani	Workers' representative (Balochistan)



Appendix B

MEMBERSHIP OF WORKERS WELFARE BOARDS PUNJAB

Sr. No	Name	Status
1	Mr. Hasan Nawaz Tarar	Secretary, Labour
2	Syed Tahir Raza Naqvi	Commissioner, PESSI
3	Mr. Salman Ejaz	Director, Labour Welfare
4	Sheikh Muhammad Naveed	Employers' representative
5	Mr. Tanveer Ahmad Sheikh	Employers' representative
6	Mst. Saeeda Nazar	Employers' representative
7	Mr. Mulazam Husain Sial	Workers' representative
8	Syed Sajjad Hussain Gardezi	Workers' representative
9	Chaudhry Ghulam Farid	Workers' representative

NWFP

Sr. No	Name	Status
1	Mr. Ahsan Ullah Khan	Secretary, Labour
2	Syed Liaqat Ali Shah	DG, PESSI
3	Mr. Khalid Jan Durrani	Director, Labour Welfare
4	Mr. Tariq Awan	Director, Technical Education
5	Mr. Suhail Hashmat	Employers' representative
6	Mr. Faqir Muhammad Khan	Employers' representative
7	Mr. Muhammad Iqbal	Employers' representative
8	Mr. Naseer ud Din Khan	Employers' representative
9	Mr. Fawad Ishaq	Workers' representative
10	Mr. Tahir Majeed	Workers' representative
11	Mr. Shaukat Ali Anjum	Workers' representative
12	Ms. Farah Naz	Workers' representative
13	Syed Ghazanfar Abbas	Workers' representative



Appendix C

TERMS OF REFERENCE

Gender Audit of WWF Development Portfolio

I. Introduction

Worker's Housing Recommendation No. 115 was adopted by ILC at its 45th session held in 1961 providing for ILO concern in the matters related to worker's housing. The recommendation enabled ILO to advise governments in development and formulation of national policies in the areas of worker housing. Subsequently, ILO Convention No. 118 termed as "Equality of Treatment (Social Security) convention, 1962" further sought to streamline and strengthen the social security and benefits systems for workers throughout the world. Both these global conventions were instrumental in the development of national labour policies in Pakistan. Consequently, Labor policies unfurled by Government of Pakistan in 1959 and 1969 categorically provided for addressing the housing problems of the labour at all levels.

An important cornerstone of National Labour Policy 1969 was the proposal for establishment of Workers Welfare Fund (WWF) with explicit function of providing low cost housing and other amenities to industrial labour in Pakistan. Consequently, Workers Welfare Fund was established through promulgation of Workers Welfare Fund Ordinance, 1971 on 9th December 1971. The WWF Ordinance was subsequently amended to provide for establishment of Provincial Worker's Welfare Boards and for enhancing the ambit of welfare initiatives under the Fund. WWF is designed to act as a financial body to make allocations for welfare initiatives for workers in the areas of housing as well as education, recreation, medical facilities, water supply, transport and fair price shops.

II. Background

Since its inception, WWF has been implementing welfare activities for workers in designated areas through targeted interventions at the provincial levels. As mentioned earlier, these welfare initiatives are planned and executed through Provincial Worker Welfare Boards after eliciting approval of competent fora as per the provisions of law. Provincial Workers Welfare Boards (notified by Provincial Governments vide Section 11A of the Ordinance) have full autonomy in planning, organizing and executing the development schemes of labour colonies, construction of hospitals and schools after their approval by the Governing Body of WWF. WWF resources are also used for executing other welfare schemes i.e. free education for children of workers, disbursement of scholarships, marriage grants (@ Rs. 30,000 per daughter per worker) and death grants (@ Rs.



150,000). Since 1988, 369 development schemes were received from Provincial WWBs out of which 314 costing Rs. 9.5 Billion were approved. Similarly, 65,603 Marriage Grants, 2,048 Death Grants, 15,925 Scholarships, 60,900 Sewing Machines and 2,35,173 Bicycles have also been distributed amongst the deserving workers since 1988 from WWF resources.

The above contribution made by utilising WWF resources may be critically reviewed from different perspectives. At one level, the whole concept of workers welfare as enshrined in WWF Ordinance, 1971 may be revisited. It may be questioned that the pattern of industrial development since 1971 may have drastically changed having crucial implications for the concept of workers welfare. Secondly, the procedures and the mechanisms governing the development and implementation of welfare initiatives need to be reviewed with a view to assess its suitability in the face of modified federal-province-district government relationships. As a matter of fact, it is vital that identification of welfare initiatives for workers to be funded from WWF resources must fully reflect the aspirations, priorities and expectations of the target communities. More specifically, the recent transformation in the very profile of industrial workers with specific regard to female labour and other disadvantaged groups need to be fully reckoned through appropriate changes in the procedures and principles of the resource utilisation from WWF.

In essence, the above realities call for a review and possible revamping of the WWF resource utilisations systems and objectives to fully address the changed socio economic situation in Pakistani labour sector. The study in hand, is designed to systematically address and answer some of these questions through focused consulting inputs.

III. Objectives

Within the above referred conceptual framework, the study is designed to assess and evaluate the effectiveness and impact of WWF funded labour welfare initiatives in Pakistan vis a vis female industrial workers. Such assessment would entail a review of processes and procedures employed by WWF for identifying and implementing development initiatives for the welfare of women workers and compare the same with international best practice. Concurrently, the study would also explore the impact or lack thereof of WWF supported labour welfare initiatives for other disadvantaged categories of labour/workers in Pakistan. Lastly, the study is expected to come up with actionable strategies for addressing the loopholes and improve the performance of WWF supported portfolio for welfare of female industrial work force in Pakistan.

IV. Methodology

The proposed study is expected to be completed in three distinct phases for realizing the desired outputs. The study would commence with a thorough literature review of WWF and WWBs records as well as relevant laws and rules for providing an empirical and qualitative framework for the assignment. Effort would be made to study and contextualize the local experience within the



regional context for identifying international best practice in the arena of labour welfare. The review is also expected to provide a sample performance audit of the activities initiated through WWF resources in last five years at the federal and province (at least two provinces) levels. The next phase would consist of focus group discussions, interviews, meetings and feedback from diverse stakeholders (including representatives from Labour Ministry, Departments/WWF/WWB, labour leaders, donor representatives, industry leaders, NGOs). The results and outputs of the above reviews and assessment would be developed into a standard document which would be shared as draft with all stakeholders in a consultative workshop. On the basis of the feedback received, the final document will be submitted in a mutually agreed format.

V. Key Outputs/Deliverables

- Results of literature review comprising assessment of legal/procedural frameworks, qualitative and quantitative analysis of WWF development portfolio for women and other disadvantaged workers in Pakistan;
- Actionable document comprising a way forward for WWF and WWBs to achieve the welfare objectives of female industrial workers in an effective and efficient manner;
- A consultative workshops with key stakeholders for dissemination and agreements of the findings/recommendations of the report

VI. Time-line

Activities	Week 1 & 2	Week 2 & 3	Week 4 & 5	Week 6
Literature review of laws/records/statistics concerning development portfolio of WWF/WWBs				
Consultations/discussions with Key stake holders at federal/province levels				
Preparation of first draft				
Comments by concerned government departments				
First draft review by consultants/client				
Final Report				



VII. Reporting obligations

- The consultant will keep the client regularly apprised of the progress of the project.
- The consultant will finalize and record the methodology/findings of the project in consultation with the client.

All reference material used during the research will be annexed with the final report.

