

## Chapter 9

# SOCIAL WELFARE – Inclusion of vulnerable groups

Inclusion and equity, across the social welfare system, have proven to be crucial in poverty reduction, and upward economic and social mobility. The economic benefits need to be distributed equitably for improving living standards of the poor, vulnerable and marginalised segments of the population. However, the excluded population is more likely to be denied opportunities for economic, social and human development, and people remain caught in the vicious cycle of poverty. Inclusion of these people in policy frameworks and catering to their needs, at every level, are required to break this cycle.

The social welfare is concerned with the institutional care and rehabilitation of the poor, vulnerable, marginalised and excluded segments of population, including children, women, Persons with Disabilities (PWDs) and senior citizens to enhance their capabilities for mainstream socio-economic life. It also provides access to the poor and vulnerable for their basic necessities, like education, health, nutrition, skill development, water and sanitation, etc. The welfare initiatives have positive impact on underlying poverty and inequality for providing access to equitable economic and social opportunities to susceptible segments of the society.

### Situational analysis

The hitherto policy interventions are one of the main areas of concern for non-implementation of rights and obligations enshrined in the Constitution [Article 38(d), which states: ‘The State shall provide basic necessities of life, such as food, clothing, housing, education and medical relief, for all such citizens, irrespective of sex, caste, creed or race, as are permanently or temporarily unable to earn their livelihood on account of infirmity, sickness or unemployment.’] Furthermore, weak interventions have prevented the discharge of national responsibilities and international commitments flowing from various obligations, such as the National Policy for Persons with Disabilities, United Nations Convention on the Rights of the Child (UNCRC), and UN Convention on the Rights of Persons with Disabilities (UNCRPD). The Plan recognises need to: (a) bring awareness about the constitutional, legal and international obligations to protect and promote human rights based approach to development, (b) establish mechanisms designed to bring those objectives within reach of the disadvantaged groups, and (c) make adequate financial provision for expansion and strengthening of the social welfare services infrastructure to fulfil these obligations through mitigating and managing the socio-economic risk and vulnerability of the target population.

### Approach and strategy of the Plan

The Plan envisages socio-economic empowerment of the poor and marginalised in support programmes of interventions for human resource and community developments. The strategic interventions for social mitigation, therefore, focus on new initiatives and expansion of the existing institutional welfare services for care and rehabilitation of the target population. These initiatives provide them access to the basic necessities of education, health, income generation,

training and skills, technology and other public services, and resource mobilisation through government, public-private partnerships and Non-Governmental Organisations (NGOs).

The existing social welfare programmes, services and funding are considered insufficient and inadequate for catering to the needs and requirements of the target population; thereby the Plan recognises the following strategy to improve social welfare services, management and infrastructure:

- *Mainstream target population* including children, women, youth, PWDs, patients, senior citizen, etc. through establishing and expanding quality social welfare institutions to secure their livelihood and income opportunities. Also, mainstreaming of the target population is based on the human rights approach to social justice and development.
- *Review and revision of the existing social welfare policies*, the National Policy for Persons with Disabilities, National Plan of Action for Persons with Disabilities, Social Protection Strategy, other sectoral strategies and action plans are immediate concerns of the sector for an effective need-based social services delivery, which entail establishment of an efficient information management system to address major issues of lack of the latest information and data on:
  - target population of the vulnerable, marginalised and excluded children, women, youth and senior citizen, and available services of each target group
  - mapping of community services to address the emerging social issues of disability, special and inclusive education, child rights and protection, birth registration, vocational training and skill development, etc.
  - registered NGOs and their fields of operation
- *Sustainable community development and organisation* to provide need-oriented services to the underprivileged strata of population by promoting voluntary work, mobilising local resources and effective community participation
- *Evaluation and promotion of programmes and activities of voluntary social welfare agencies and NGOs* through technical and financial assistance and other appropriate measures, like their capacity-building in achieving the targets set to address social welfare issues
- *Effective implementation of the national and provincial action plans for children* for their survival, protection, development and participation, including the issues of child labour, child abuse, trafficking and violence against children and compulsory birth registration
- *Promotion of inclusive education system for special children*, skill development, enforcement of special quota for education and employment and encouraging sports activities for the PWDs
- *Philanthropy reform and judicious utilisation of the indigenous philanthropy*, Pakistan Bait-ul-Mal and Zakat funds for social welfare, protection, development and rehabilitation programmes – The institutional setup for philanthropic contribution is envisaged through administrative and legislative reforms, which will be helpful in eradication of social evils, including beggary.
- *Welfare and protection of the senior citizens* to ensure their rights of health, participation, care, livelihood and protection to make them socially and economically productive

- *Revamping of the social welfare institutional machinery* through capacity-building and institutional strengthening for an effective implementation of the social welfare strategy during the Plan period, which require: i) availability of the relevant professionals of the social welfare fields, ii) professional training of personnel, and iii) strengthening – in terms of their manpower and office automation – of the following federal and provincial social welfare organisations:
  - National Council of Social Welfare (NCSW)
  - National Commission for Child Welfare and Development (NCCW&D)
  - National Council for Rehabilitation of Disabled Persons (NCRDP)
  - Directorate General of Special Education(DGSE)
  - Social Welfare Wing (Capital Administration and Development Division)
  - Human Rights Wing (Ministry of Law, Justice and Human Rights)
  - Pakistan Bait-ul-Mal (PBM)
  - Staff Welfare Organisation (Establishment Division)
  - Provincial and regional social welfare and special education departments

## Programme rationale for the Plan

### Empowerment of the PWDs

Disability in the nexus of poverty brings misery to the PWDs and their families. According to the WHO estimates, 10 per cent of the population of the developing countries, like Pakistan, suffers from disabilities of various sorts. The National Census 1998, however, indicates much lower percentage, that is, 2.49 per cent of the total population suffer from disabilities. Further distribution of disabilities into various types reveals that 19 per cent of 2.49 per cent of the disabled are physically impaired, 14 per cent mentally deranged and insane, 8.6 per cent visually impaired, 7.40 per cent hearing impaired, 8.21 per cent have multiple disabilities and 42.79 per cent are others. The analyses of the disabilities data, according to the required facilities and services for various age-groups of the PWDs is given in Table 1.

**Table 1: Distribution of age-wise disabilities and required services**

Age-groups(Years)	Percentage(1998 census)	Activities and facilities required
0-4	10.34	Assessment, early intervention, medical treatment and other support services
5-14	23.09	Provision of educational facilities (inclusive and integrated education)
15-29	23.98	Higher education, vocational, technical training and employment facilities and arrangements
30-59	25.15	Other welfare services
60+	16.56	Welfare services for the disabled senior citizens

In 2011, the government has ratified the UNCRDP, which adopts a broad-based care, education, rehabilitation of the PWDs ensuring that they enjoy all human rights with accessible environment and fundamental freedom. The Plan, therefore, recognises ensuring of the legal

and administrative framework, policies and programme-level interventions for providing equal opportunities to mainstream the PWDs by:

- increasing employability after imparting vocational training and skill development
- providing accessible physical infrastructure
- ensuring the Disability Impact Assessment in formulation of the public policies, programmes and projects
- guaranteeing legal employment rights against two per cent quota in all establishments
- benefiting and supporting PWDs in all fiscal packages, development initiatives and programmes of the line ministries and provincial departments, including PBM, NCSW and fiscal incentives and income support programmes, etc.

### Inclusive education system

The vertical approach of special education is not addressing probable needs of the special children and PWDs. Out of approximately 4.5 million PWDs, more than 1.5 million are children falling in the age bracket of zero to 15 years. This indicates an imminent demand of education for these children, which is to be catered through the existing network of regular schools. The enrolment position at the special education schools and institutions depicted a huge gap between available and required educational facilities. The table below portrays the present situation.

Provinces	Number of institutions	Enrolment
Federal	7	527
Punjab	206	19,024
Sindh	45	1,719
Khyber Pakhtunkhwa	32	1,879
Balochistan	9	1,188
AJ&K and G-B	3	460
<b>Total</b>	<b>302</b>	<b>24,797</b>

Only about 1.6 per cent of the total special children are being catered through special education schools and institutions spread across the country, which leads to the inference that the establishment of separate infrastructure for the disabled children not only perpetuates their social exclusion, but also proves to be costly. The Plan is, therefore, emphasising the inclusive education as a way to reduce the gap of 98.4 per cent unattended special children.

### Child protection and rights

Children are about 48 per cent of the total population, which need to be brought up as effective contributors to the future working force of the country. Planning for children is, therefore, of utmost importance for addressing their issues of survival, protection, development and participation, including childhood poverty. The NCCW&D has prepared a comprehensive draft 'National Child Protection Policy' in consultation with all stakeholders, which awaits its approval and later enforcement. The Plan recognises the need of a Child Protection Policy and its effective implementation to address the issues.

The Plan also identifies lack of institutional framework and monitoring system for comprehensive child protection and promotion of their rights as envisaged in the UNCRC. During the Plan period, a series of programmatic interventions are considered to be of huge import keeping the following situation in view:

- Child abuse and exploitation exist at seven per cent with primary care givers, while more than half of the children are being abused outside their houses, that is, at work places, medressahs and schools, which is two-and-a-half times higher.
- There are approximately 3.6 million child labourers under the age of 14, including children in bonded labour, especially in the rural areas.
- The Internally Displaced Children (IDC) are more vulnerable to abuse, neglect and exploitation.
- The national average for birth registration is 29.5 per cent only due to the absence of awareness about the bylaws concerning this registration.
- There are no exclusive juvenile courts in the country.
- There is a high rate of drug use, whereas very few rehabilitation services are in place.
- Only few systematic life skills education programmes are available for children and the adolescent, while there are less recreational facilities, especially for girls.

### **Welfare and protection of senior citizens**

Older persons are facing a number of challenges mainly due to their poor status, discrimination, lack of healthcare, food and nutrition, and exclusion. Pakistan is one of those 15 countries where over 10 million persons are above 60 years, and currently, the country has 11.3 million people above this age, which will be 43.3 million in 2050, making 15.8 per cent of the total population. Pakistan is yet to formulate tangible plan and policy for ensuring their rights to health, participation, care, livelihood and protection to make them socially and economically productive.

Realising equal rights of the senior citizens, the Plan encompasses formulation of a policy for older persons and compilation of data on nature and extent of ageing issues to analyse the current situation for undertaking social, economic and other welfare activities in collaboration with the public and private sectors organisations. A comprehensive programme for the welfare and protection of the senior citizen is, therefore, envisaged through establishing centres in each district. The main objective of such homes will be to provide institutional care and facilities for older citizens, who are shelterless and without family support for their mainstream productive life.

### **Patients welfare services**

The hospital-based medico-social services have been beneficial for rehabilitation of the patients. The patient welfare is a highly useful service in extending financial and social assistance to patients and their families during and after illness, seeking to cut returns to hospitals through counselling and saving doctors' time and efforts in medical treatment or surgery by providing follow-up guidance and assistance. Considering its importance for the deserving patients, hospital-based social services will be extended in all districts, tehsils and towns emphasising on the prevention and rehabilitation of patients, including their stigmatised diseases, that is, Sexually Transmitted Diseases (HIV, AIDS), drug addiction, etc. Zakat,

philanthropy and the PBM assistance will be effectively utilised through systematic channels for optimum coverage of the deserving and eligible patients by formation of the Patients' Welfare Associations under the auspices of the Medico-Social Units in each hospital.

### **Achieving sustainable community development**

The traditional community development initiatives have been launched in thinly spread urban and rural areas to provide need-oriented services for the underprivileged strata of the population by promoting voluntary work, mobilising local resources and effective community participation to capacitate the poor, marginalised and socially-excluded population. The Plan encompasses evaluation and strengthening of the existing social welfare services for sustainable community development through participatory approach to enhance socio-economic status of the poor communities and people by the following major interventions:

- *Enhancing NGOs services* at community level in the fields of child protection, women empowerment, skill development, welfare and rehabilitation of the PWDs, special and inclusive education, elderly welfare
- *Small grant programmes to the NGOs* by the government, corporate sector and international organisations to support and promote grassroots initiatives of the NGOs
- *Linking of the public and private sector organisations* and their services for community mobilisation in providing access to basic education, health, skill development and water and sanitation to poor and marginalised segment of population
- *Strengthening of the existing mechanism* for registration, regulation and capacity-building of the NGOs for an effective public-private partnership

### **Indigenous philanthropy reform**

A healthy private philanthropic sector is extensive, which will be used to strengthen the socio-economic development of the poor and marginalised through various reforms. The government is constantly hard-pressed to meet basic needs and resources to fully address issues of the disadvantaged population. During the last 20 years, there has been substantial increase in private voluntary initiatives in the social welfare fields of Pakistan. A well-developed network of organisations, supported by the local community, will address broad spectrum of the social needs, including health, education, community development and shelter. The aggregate individual and corporate sector – giving more than Rs70 billion over the years– is substantially higher as compared to the government expenditure for the social protection programmes. Recognising importance of the current individual and corporate sector philanthropy, the Plan focuses on the paradigm shift from consumption support to social investment to rehabilitate and empower the poor, disabled and marginalised for their sustained livelihood.

The highly useful role of the corporate sector in advising charitable organisations is essential for their integrity and success. Only a long-term sustained effort to address the causes and consequences of poverty is likely to be a success through indigenous philanthropic reform. Therefore, the eradication of social evils, including beggary, is prioritised through philanthropy institutional setup. The Plan stresses on institutionalisation of philanthropy through the PBM as a paradigm shift for which the existing legislative, administrative and services delivery mechanisms need to be reformed.

## Staff welfare services

The provision of the welfare services and facilities to employees in any organisation plays a vital role in enhancing efficiency and effectiveness of their job performance. The government, being the largest employer, has to provide a model by providing adequate and sufficient staff welfare services to its employees. Keeping in view the lack of existing employee's welfare service, the Plan recognises the following:

- Vocational training, skill development and income generating opportunities for the family members of the low-paid
- Recreation, rest and leisure-time activities, including the retired senior citizens
- Community welfare activities through mobilisation of the local resources, initiatives and leadership in the residential areas
- Residential facilities and hostels for employees, particularly females
- Day-care centres for infants and children of working spouses to keep them comfortable productive workers
- Initiate low-cost housing schemes for the low-paid
- Provide stipends and scholarships to school, college, and university-going children

## Financial outlay

An amount of Rs40.6 billion has been proposed for implementation of the social welfare strategies and programmes during the Plan period.

(Rs million)

Ministry/Division	Projections					Total
	2013-14	2014-15	2015-16	2016-17	2017-18	
Federal	99	15	48	140	160	462
Provincial	7,600	6,219	6,520	9,320	10,503	40,162
National	7,699	6,234	6,568	9,460	10,663	40,624

## Expected physical achievements and targets

The programme-wise physical targets of each sub-sector of the social welfare, and expected outcome are given at Annexure-I:

## Annexure-I

## Implementation strategy with targets for the Plan

Policy and programme interventions	Output and outcome	Indicators	Major institutions responsible	Baseline 2012-2013	Target 2013-18
<b>Child protection and rights</b>	Ensured survival, protection, development and participation of all under 18 years Effective contribution in the future labour force National Child Protection Policy Amend laws and regulations to enforce UN conventions	Number of children registered at birth Implementation of child rights-related articles of the UNCRC Reduced number of children in labour, street, beggary, abuse and exploitation	National and provincial Commissions for Child Welfare and Development Ministry of Law, Justice and Human Rights (MoLJ&HR) Ministry of Education & Training (MoE&T) Provincial social welfare, labour, home and local government departments	Less than 30% child birth registration Overwhelming prevalence of child abuse, exploitation, street children, child beggary 3.6 million children, bonded labour under 14	Up to 70% child birth registration 225 child protection bureaus and centres with 24-hour helpline at district, tehsil, and town levels 300 non-formal community education centres for working and begging children National Child Protection Policy and legal framework in place and enforced
<b>Education and research on human rights issues</b>	Improved manpower, professionals, researchers on protection and rights available	Number of institutions, departments, research centres established	MOE&T Higher Education Commission (HEC) Provincial education departments	Only about 5% universities offer it as an optional subject	80 Social Work, Sociology departments, centres of excellence to introduce human rights a core subject in all public-private sector HEC recognised universities, institutions
<b>Care, rehabilitation and empowerment of the PWDs</b>	Social and economic inclusion of PWDs for their mainstreaming Improved livelihood, employability for PWDs Mainstreamed PWDs through education,	Inclusion of disability status in the national census Number of skill training and job centres for PWDs Number of PWDs against 2% quota Number of	(NCRDP Social Welfare Wing (CADD) Planning Commission Provincial P&D departments PBM DGSE Provincial Social Welfare and Special	10% population categorised as disabled Vocational training centres available for 20-25% PWDs About 5% PWDs employability	Vocational Training Centres for 40-50% PWDs Up to 30% PWDs employability against 2% quota Early detection facilities available at 60 DHQs, area hospitals



	training and rehabilitation Availability of accessible environment in physical infrastructure for PWDs	youth, social clubs, associations accessible to PWDs Number of buildings, roads, schools accessible to PWDs	Education Departments	against 2% quota	About 25% health, education facilities and cities, public places to be disabled friendly 25% PWDs will participate in DPOs, Associations National central repository on nature and extent of disability to be established
<b>Inclusive education system for special children</b>	Achieved 'Education for All' special children including hearing and visually impaired, physically disabled, mentally retarded Increased enrolment and accessibility to regular schools	GER and NER at Primary and secondary levels Gender parity at primary level Accessibility and inclusive schools Improved gender parity Enact laws and regulation for inclusion	NCRDP CADD DGSE MoLJ&HR National and Provincial Commission for Child Welfare and Development MoE&T, provincial education, special education departments	Less than 2% special children enrolled in special schools	Up to 30% enrolment at primary level and 20% at secondary level Equal gender parity All schools, colleges will be inclusive for special children at least up to THQs level.
<b>Sustainable community development and organisation</b>	Empowered communities fostering socio-economic development Improved partnership with NGOs, philanthropists, private, and corporate sector	Community initiatives in urban and rural areas for the poor and vulnerable Public-private partnerships and NGOs' programmes for the poor and vulnerable	Ministry of Planning, Development & Reform (MoPD&R) National Council of Social Welfare, SW Wing-CADD Registration authorities of all NGOs and CSOs Provincial SW departments	Thinly spread community development projects mostly in the Punjab Scattered public-private partnership programmes	225 tehsil level Urban, Rural Community Development Centres About 2,000 UC-Citizen Info Units on SW services More than 4,000 registered NGOs participation Capacity-building of NGOs for CD programme
<b>Welfare and protection of older persons</b>	Improved institutional care, treatment and rehabilitation	Formulation and enforcement of policy, action plan for care,	National Council of Social Welfare CADD Provincial SW,	11.3 million older people over 60 years No plan and policy for	Formulation, enforcement of a National Policy on Older Persons 225 district,

	of older people Improved and productive ageing	treatment and participation of older people in mainstream socio-economic activities	health departments NGOs/CSOs MoPD&R	older persons Acute inadequacy of Institutional care and facilities	tehsil and town level centres for the aged
<b>Patients' welfare services</b>	Improved hospital based medico-social service to cut returns to hospitals	Number of social service medical centres, projects Number of patients to whom medico-social services provided	CADD PBM, Zakat Administration Ministry of Health Services and Regulation. Provincial SW, health depts. Patients Welfare Associations	Inadequate existing facilities except in big cities, districts Non-functional Patient Welfare Associations	225 SSMPs at DHQs, THQs, town hospitals 225 Patients Welfare Associations in each centre
<b>Indigenous philanthropy reform and resource mobilisation</b>	Institutionalised philanthropy through PBM Paradigm shift from consumption support to social investment Elimination of social evils including beggary Development oriented philanthropy initiatives	Number of poor, excluded and vulnerable children, women, youth, older persons, families rehabilitated and mainstreamed in their socio-economic life	PBM National Council of Social Welfare CADD Federation of Chambers of Commerce and Industries Provincial SW departments	Unorganised NGOs and CSOs-based philanthropy	225 Urban, Rural Community Development Centres linked with the PBM, corporate sector organisations elimination of social evils up to 50 per cent Sensitisation of all stakeholders, NGOs, CSOs, industrialists, traders, philanthropist through awareness campaign