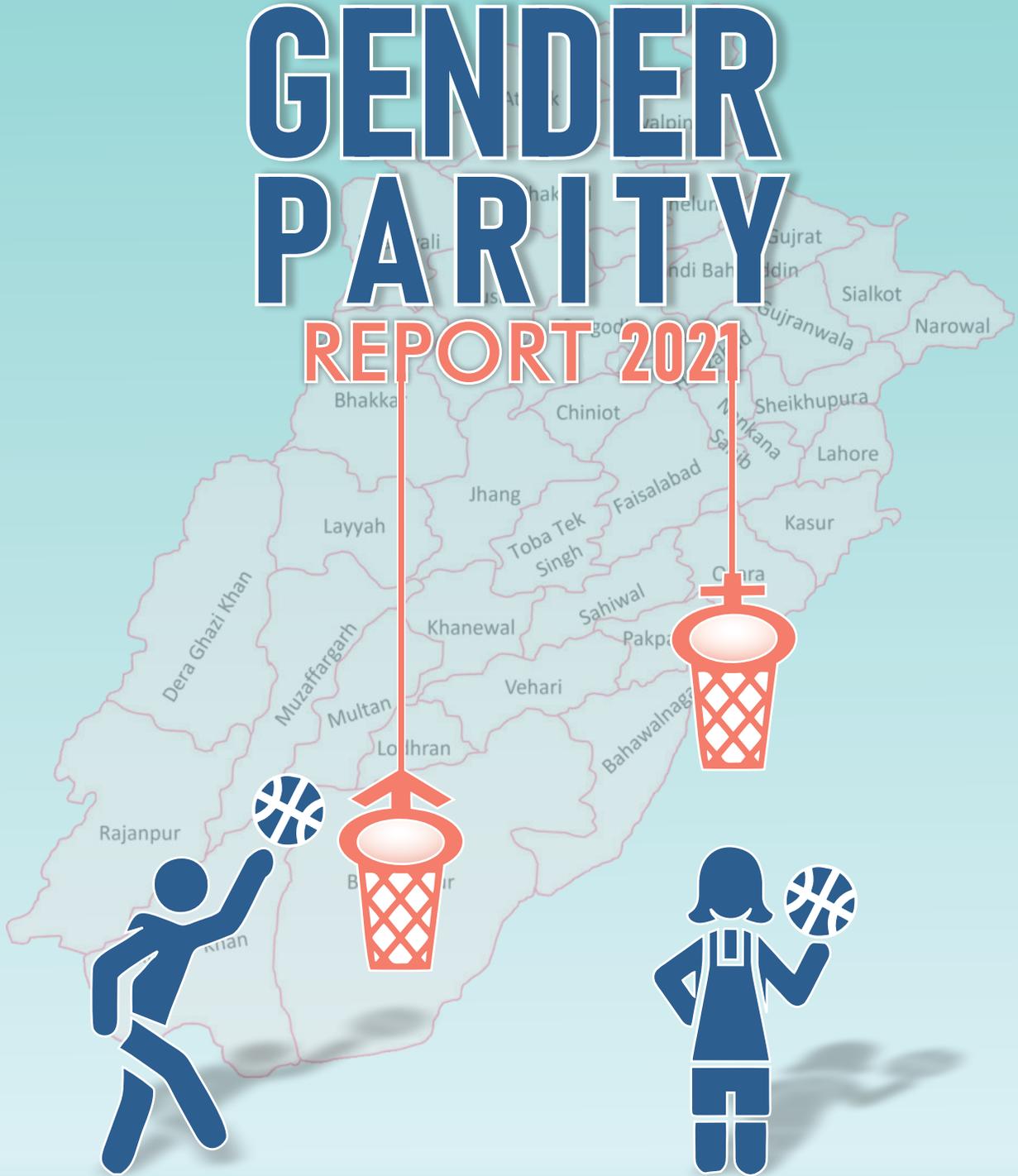




PUNJAB

GENDER PARITY REPORT 2021



PUNJAB COMMISSION ON THE STATUS OF WOMEN
WOMEN DEVELOPMENT DEPARTMENT



PUNJAB
GENDER
PARITY
REPORT 2021



PUNJAB COMMISSION ON THE STATUS OF WOMEN

DISCLAIMER

The Punjab Gender Parity Report 2021 is based on official data provided by Government Departments/Bodies, including Federal, Provincial and District-level offices. While, the Punjab Commission on the Status of Women has verified data to the fullest extent possible, the responsibility of accuracy lies with the original providers of data.

Published in Pakistan

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Nada Azhar
Secretary
Punjab Commission on
the Status of Women (PCSW)

PREFACE

Women's empowerment is a strong catalyst of change in society. It is a long-term goal that not only benefits marginalized women, but has wide-ranging benefits for all of society. When women have the same opportunities as men, families and societies thrive. While gender equity unleashes women's potential, it also ensures a level-playing field for all individuals which is a responsibility of the State and it begins with understanding where and how the female citizens are disenfranchised.

To identify the impediments of the gender that forms half of its population, Pakistan has been dedicated to its national international commitments for the protection and empowerment of women. Regular reporting to the CEDAW Committee is ensured by the State and recommendations of the Committee are duly noted for policy changes. More recently, Pakistan's commitment to the 2030 Agenda for Sustainable Development has put the concern for women's empowerment on a pedestal.

The Government of Punjab has particularly been on a mission to protect women from violence and discrimination, whilst ensuring a more inclusive political and economic environment. In order to streamline development policies for women and track their progress, the Government of Punjab set up the Punjab Commission on the Status of Women (PCSW) through the Punjab Commission on the Status of Women Act, 2014. PCSW has since worked tirelessly to assist in the empowerment of women. It carries out extensive research and collects data for monitoring and evaluation purposes that translate into policy recommendations to the provincial government. Occasionally, the Commission also collaborates with other national and international stakeholders for the purposes of gender mainstreaming.

Through the introduction of the Punjab Women Development

Policy 2018, the Government of Punjab has devoted financial and intellectual resources to attain a safer, more inclusive society for women. Reform agendas have been prioritized for women that include legislative measures, criminal justice modifications and economic opportunities. In this agenda, PCSW has regularly reported on the execution of policies and the implementation of landmark legislative actions such as the Punjab Enforcement of Women's Property Rights Act, 2020 and the Zainab Alert, Response and Recovery Act, 2020. PCSW currently also oversees the toll free Punjab Women's Helpline 1043 for female victims of harassment, property rights of women etc. and the Gender Management Information System (GMIS).

Th GMIS is as an online repository of approximately 300 indicators that track the extent of gender disparity in the province and supports development of the annual Punjab Gender Parity Report (PGPR). The PGPR analyses the extent of gender parity in the province across 6 thematic areas that are; Demographics, Governance, Health, Education, Economic Participation and Opportunities, and Justice. Additionally, the report provides a status update on the special initiatives launched by the Government of Punjab for the empowerment of women. Based on the data analysis carried out in the Report, policy and procedural recommendations are provided therein.

We hope that the in-depth research and data analysis compiled in this Report will aid policymakers and other stakeholders to gauge gender parity across all important indicators, especially GBV, in Punjab and the recommendations will prove useful in the future for the development of women. Finally, I must commend the team at PCSW for their exceptional work producing the PGPR 2021.

ACKNOWLEDGEMENTS

The Punjab Commission on the Status of Women (PCSW) acknowledges the efforts of all stakeholders who assisted in the development of the 5th Punjab Gender Parity Report. We want to thank all Federal and Provincial Departments/Institutions (Punjab) and District offices of the government. They have continued to respond to our data requests since 2015, providing us with information that has helped shape this report. We are very grateful to **UNFPA** for their diligence and technical support, which allowed us to prepare and publish the Punjab Gender Parity Report 2021. We would also like to thank the Foreign, Commonwealth & Development Office (FCDO) for their generous support, without which the report's completion would not have been possible. We are also thankful to Strengthening Participatory Organization (SPO) for their support in compiling this report.

Core Team

Muhammad Waheed Iqbal and Fizza Behzad Sethi

Advisory & Technical Support

Ms. Mehreen Siddiqi, Dr. Saeed Shafqat, Ms. Khawar Mumtaz, Ms. Farida Saheed, Dr. Abid Gill, Dr. Yasmin Zaidi

Editing & Compilation

Fizza Behzad Sethi

Contributors

Fizza Behzad Sethi for "Introduction" and "Economic

Participation & Opportunities"

Saltanat Ansari for "Demographics," "Health" and "Education"

Maria Rizwan Khan for "Justice," "Special Initiatives" and "Legislation"

Momina Idrees and Saltanat Ansari for "Governance"

Statistics, Maps & Graphs

Syed Khalid Shah

Data Collection

Muhammad Ali, Tilawat Hussain, Shumaila Iqbal & Qaiser Mahmood

Data Entry

Abdul Samad & Naeem Hussain

IT Manager

Adeel Rauf

Graphics & Design

Syed Khalid Shah

Abbreviations And Acronyms

A

ADHD: Attention Deficit Hyperactivity Disorder
ADP: Annual Development Program
ALC: Adult Learning Centers
ALR: Adult Literacy Rate
ANC: Antenatal Care
APO: Asian Productivity Organisation
APWA: All Pakistan Women's Association
ASER: Annual Status of Education Report

B

BHU: Basic Health Unit
BISP: Benazir Income Support Program
BOD: Burden of Disease
BOP: Bank of Punjab

C

CCC: Citizen Contact Center
CCT: Conditional Cash Transfer
CEDAW: The Convention on the Elimination of all Forms of Discrimination Against Women
CFS: Community Feeder Schools
CHW: Community Health Worker
CM: Chief Minister
CMRA: Child Marriage Restraint Act
CNIC: Computerized National Identity Card
CPC: Child Protection Centres
CPR: Contraceptive Prevalence Rate
Cr.PC: Criminal Procedure Code
CRVS: Civil Registration & Vital Statistics
CTP: City Traffic Police

D

DALYs: Disability Adjusted Life Years
DBR: Digital Birth Registration
DCC: Day Care Centers
DD: Demographic Dividend
DEC: District Election Commissioner
DHQ: District Headquarters
DIG: Deputy Inspector General
DNA: Deoxyribonucleic Acid
DVEC: District Voter Education Committee

E

ECP: Election Commission of Pakistan
EEC: Ehsaas Emergency Cash

EFA: Education For All
EmONC: Emergency Obstetric and Newborn Care
ETR: Effective Transition Rate
EVS: Educational Voucher Scheme

F

FALAH: Family Advancement for Life and Health
FAS: Foundation Assisted Schools
FHC: Family Health Clinics
FIR: First Information Report
FOSPAH: Federal Ombudsman Secretariat for Protection Against Harassment
FWBL: First Women Bank Limited
FWC: Family Welfare Center
FY: Fiscal Year

G

GBV: Gender-Based Violence
GDP: Gross Domestic Product
GE: General Elections
GER: Gross Enrolment Rate
GLP: Gross Loan Portfolio
GMIS: Gender Management Information System
GoP: Government of Punjab
GPI: Gender Parity Index

H

HBW: Home-Based Workers
HC: Head Constable
HDR: Human Development Report
HSSC: Higher Secondary School Certificate

I

IASP: Insaf Afternoon School Program
ICCPED: The International Convention for the Protection of All Persons from Enforced Disappearance
ICCPR: International Covenant on Civil & Political Rights
ICESCR: International Covenant on Economic, Social & Cultural Rights
ICPD: International Conference on Population and Development
ICT: Islamabad Capital Territory
ICT: Information and Communication Technology
IDA: Iron Deficiency Anaemia

IDLO: International Development Law Organization
IGP: Inspector General of Police
ILO: International Labour Organization
IMR: Infant Mortality Rate
IRMNCH: Integrated Reproductive Maternal Neonatal and Child Health
IUD: Intra Uterine Device

K

KP: Khyber Pakhtunkhwa

L

LBW: Low Birth Weight
LDC: Least Developed Country
LE: Life Expectancy
LFPR: Labor Force Participation Rate
LFS: Labor Force Survey
LHS: Lady Health Supervisor
LHV: Lady Health Visitor
LHW: Lady Health Worker
LMIC: Low- and Middle-Income Country
LR: Literacy Rate
LRMIS: Land Record Management and Information System

M

MCHC: Mother and Child Health Centre
MDG: Millennium Development Goal
MENA: Middle East-North Africa
MFLO: Muslim Family Law Ordinance
MICS: Multiple Indicator Cluster Survey
MMR: Maternal Mortality Ratio
MNT: Maternal, Neonatal Tetanus
MNTE: Maternal, Neonatal Tetanus Elimination
MoHR: Ministry of Human Rights
MPA: Member of Provincial Assembly
MSU: Mobile Service Unit

N

NADRA: National Database and Registration Authority
NCD: Non Communicable Disease
NCHD: National Commission for Human Development
NCOC: National Command and Operation Center
NCSW: National Commission on the Status of Women
NER: Net Enrolment Rate
NFBED: Non-Formal Basic Education Department

NGIRI: National Grassroots ICT Research Initiative
NIC: National Incubation Center
NPO: National Productivity Organisation

O

OOSC: Out Of School Children
OPD: Out Patient Department
OTP: Outpatients Therapeutic Program

P

P&SHD: Primary & Secondary Healthcare Department
PBS: Pakistan Bureau of Statistics
PCPS: Punjab Criminal Prosecution Service
PDHS: Pakistan Demographic and Health Survey
PDMA: Provincial Disaster Management Authority
PECA: Prevention of Electronic Crimes Act (2016)
PEF: Punjab Education Foundation
PES: Punjab Emergency Services
PESRP: Punjab Education Sector Reforms Program
PESSI: Punjab Employees Social Security Institute
PFSA: Punjab Forensic Science Agency
PGPR: Punjab Gender Parity Report
PHC: Population and Housing Census
PIMH: Punjab Institute of Mental Health
PITB: Punjab Information Technology Board
PLGO: Punjab Local Government Ordinance
PLRA: Punjab Land Record Authority
PMFN: Pakistan Microfinance Network
PML-N: Pakistan Muslim League - Nawaz
PMMS: Pakistan Maternal Mortality Survey
PMN: Pakistan Microfinance Network
PNC: Postnatal Care
PPC: Pakistan Penal Code
PPP: Pakistan People's Party
PSCA: Punjab Safe Cities Authority
PSLM: Pakistan Social and Living Standards Measurement
PSPU: Policy and Strategic Planning Unit

PTI: Pakistan Tehreek-e-Insaaf
PTR: Pupil Teacher Ratio
PVTC: Punjab Vocational Training Council
PWD: Population Welfare Department
PWD: Persons With Disability
PWDP: Punjab Women Development Policy
PWEF: Punjab Women's Empowerment Package
PWPA: Punjab Women Protection Authority
PWWEF: Punjab Working Women Endowment Fund
PWWF: Punjab Workers Welfare Fund

R

RAS: Rural Ambulance Service
REC: Regional Election Commissioner
RH: Reproductive Health
RHC: Rural Health Center

S

SBP: State Bank of Pakistan
SBBHRC: Shaheed Benazir Bhutto Human Rights Center
SDGs: Sustainable Development Goals
SECP: Securities and Exchange Commission of Pakistan
SEEP: Sustainable Economic Empowerment Program
SEN: Special Education Needs
SEZ: Special Economic Zone
SFM: Skills for Market Training
SH&MED: Specialized Healthcare and Medical Education Department
SME: Small and Medium Enterprise
SMEDA: Small and Medium Enterprise Development Authority
SP: Superintendent of Police
SRH: Sexual & Reproductive Health
SRHR: Sexual & Reproductive Health Rights
SSP: Sehat Sahulat Program
SSP: Senior Superintendent of Police
SWD: Social Welfare and Bait ul Maal Department

T

TEVTA: Technical Education and Vocational Training Authority
TFR: Total Fertility Rate

THQ: Tehsil Headquarters
TT: Tetanus Toxoid

U

UCT: Unconditional Cash Transfer
UDHR: Universal Declaration of Human Rights
UHC: Universal Health Coverage
UN: United Nations
UNCRC: UN Convention on the Rights of the Child
UNDP: United Nations Development Program
UNESCAP: United Nations Economic & Social Commission for Asia & the Pacific
UNESCO: United Nations Educational, Scientific and Cultural Organization
UNHRC: UN Human Rights Council
UNICEF: The United Nations International Children's Fund
UNODC: United Nations Office on Drugs and Crime
UPR: Universal Periodic Review
USAID: United States Agency for International Development
UTP: Under-Trial Prisoner

V

VAW: Violence Against Women
VAWC: Violence Against Women Center
VAWG: Violence Against Women and Girls
VNR: Voluntary National Review

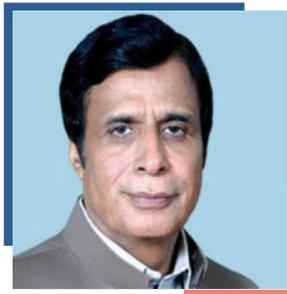
W

WASH: Water, Sanitation and Hygiene
WDD: Women Development Department
WEF: World Economic Forum
WESW: Women's Economic and Social Well-Being Survey
WHO: World Health Organization
WHS: World Health Statistics
WMO: Women Medical Officer
WPO: Women Protection Officer
WWB: Workers Welfare Board

Z

ZTBL Zarai Taraqiati Bank Limited
ZTP Zewar-e-Taleem Project

Message of the Chief Minister, Punjab



Chaudhry Parvez Elahi

Chief Minister, Punjab

In a world full of countless challenges, including natural disasters, poverty, hunger and post-COVID reconstruction, it is essential for every nation to be cognizant of the vulnerable groups such as women and children. The participation of all segments of the society is a prerequisite for sustainable development, and certainly a priority of the Government, which is a signatory to the United Nations 2030 Agenda for Sustainable Development.

It is encouraging to witness global momentum in activism for girls access to education, freedom of women from violence and discrimination, and opportunities for their equal participation in economic and public life. However, significant gaps remain which the Government of Punjab is committed to bridge through a range of policies and initiatives. Expansion of social protection mechanisms through initiatives such as the Ehsaas program, mainstreaming of gender sensitivity in ADP schemes of provincial departments and the continued representation of women at key decision-making platforms are some of the measures to realize the vision of the Government of Punjab for achieving a gender equal society.

It is a matter of pride for the Government of Punjab to witness the compilation and publication of the 5th Annual Punjab Gender Parity Report, 2021. The commitment of the Women Development Department to its mandate and programmes has contributed to the successful completion of this Report, which will help informed, data-driven policy making in Punjab. I would also take this opportunity to congratulate the dedication of the team of the Punjab Commission on the Status of Women and their accomplishment of this feat.

M E S S

Messages



Sumaira Samad

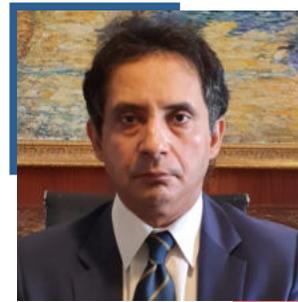
Secretary, Women Development Department

Women Development Department, since its inception in 2012, has been working towards a progressive, inclusive and safe province for the women of Punjab based on the basic right of gender equity and the fundamental rights given by the Constitution of the Islamic Republic of Pakistan.

The department has been providing leadership, across a wide range of activities, in integrating women in all walks of life on equal footing. These include: The Punjab Women Development Policy, 2018; Implementation framework based on the policy; services such as provision of day care centres, working women hostels, women development centres; gender mainstreaming trainings; stakeholder consultative sessions; research and publication; and awareness campaigns.

The Punjab Gender Parity Reports (PGPR) being published by the Punjab Commission for the Status of Women (PCSW) since 2016 are a unique repository of gender disaggregated data, crucial for understanding the gender dynamics and status within Punjab and to form the basis for planning and resource allocation. PGPR, 2021 includes 274 indicators, starting from 174 in 2016, which is reflective of the evolving nature of the report and the hard work and dedication of the team preparing it. The analyses given in the report and the gender-based sectoral landscape presented in it form the basis for a wide range of subsequent policy, planning, budgetary, awareness, reporting and implementation interventions.

I would like to congratulate the Secretary and Director Program of the PCSW and their team for the publication of this Report. Their continued efforts for the emancipation of women are commendable.



Abdullah Khan Sumbal

Chief Secretary

The Government of Punjab recognizes the importance of equal participation of women for the socio-economic growth of the country. In order to uplift the status of women in the Province, we are continually engaged in projects and activities for their enhanced participation in every sphere of life. We are committed to making the Province of Punjab safe, progressive and full of opportunities for women by removing all the hurdles impeding their progress.

The Punjab Gender Parity Report 2021 will be one of the major sources of guidance for the Government of Punjab for generating evidence-based policies and initiatives for the progress of women. The Report contains pertinent data, information, indicators and recommendations on a host of socio-economic sectors of the Province. The Report will be beneficial for evaluation of our on-going projects and schemes through the gender lens and for the formulation of future projects which are inclusive for women as beneficiaries.

I commend the efforts of the Punjab Commission on the Status of Women (PCSW) in collecting and processing relevant data from public offices across Punjab. I earnestly hope that the PCSW will take the Women Empowerment agenda forward in the most purposeful manner.

Introduction to PCSW

The Punjab Commission on the Status of Women (PCSW) was set up by the Punjab Assembly in 2014 under the Punjab Commission on the Status of Women Act, 2014. The Commission is intended to contribute to women's empowerment through identification of socio-economic obstacles that hamper gender equality and address gender-based violence with policy initiatives and active campaigning.

It envisions the women in Punjab as equal, empowered and prosperous citizens and welcomes government initiatives to uplift women in all spheres of life.

Under the PCSW Act, the Commission has the mandate to:

- Examine policies and programs introduced by the Government and facilitate their implementation in the interests of women's empowerment.
- Review legislation and policy measures in Punjab to identify impact on the status of women and make recommendations to the Government of Punjab for amendments or repeal accordingly.
- Review alignment of the Constitution of Pakistan with international obligations calling for action on protection and empowerment of women.
- Collect and maintain data for women's issues in Punjab and conduct analysis of the

data.

- Identify violation of women's rights in Punjab and reach out to concerned authorities for remedial actions.
- Collaborate with local and international organisations to promote socio-economic empowerment of women and steer awareness campaigns highlighting the need to eradicate gender-based violence.

Since its inception in 2014, the Commission has undertaken several projects for women's empowerment and protection against violence. The Punjab Women's Helpline 1043 was set up under PCSW in 2014 to cater to women in distress. Women can call on the helpline 24/7 to inquire about their rights, lodge harassment/property etc. complaints, and to receive psycho-social counselling. In 2016, PCSW launched the first Punjab Gender Parity Report. Successively, three more Gender Parity Reports have been published in 2017, 2018 and 2021, respectively.

PCSW has also successfully maintained the Gender Management Information System (GMIS) which is a database of gender-disaggregated data against more than 300 indicators across 6 thematic areas; Demographics, Governance, Health, Education, Economic Participation and Opportunities, and Justice. Data from GMIS is regularly collected, digitized and updated for use by policy-makers, academia, media persons, and the general public.

Executive Summary



DEMOGRAPHICS

An aggregate demographic snapshot of the population is achieved by tracking major life events through databases and surveys of public statistics which may include population censuses, civil registration and vital statistics (CRVS) systems etc. When demographic variables are informed by an understanding of non-demographic variables, effective policy interventions can be devised in pursuit of SDG 5. In addition to producing gender statistics, demographic analysis is also relevant to the position of women in society when the demographic dividend (DD) is considered.

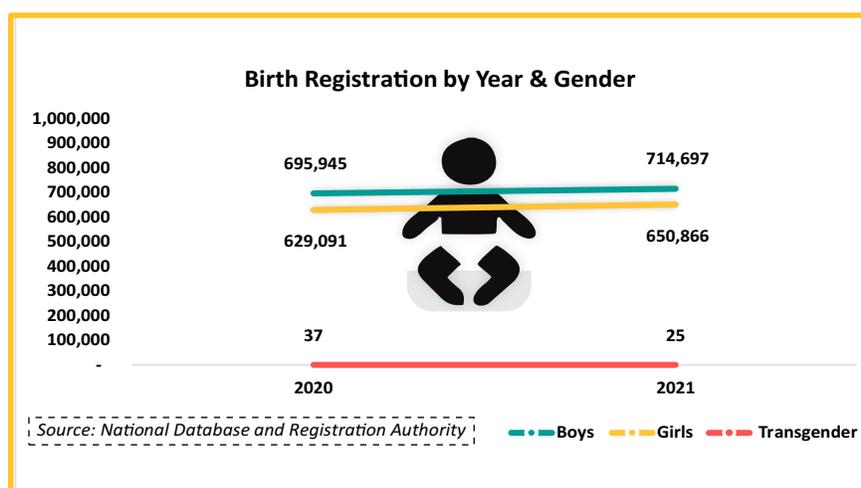
According to projections provided by the National Institute of Population Studies, in 2021, Punjab had a population comprising 50.7% men and 49.3% women. Of all men in Punjab, 37% were living in urban areas, while 63% were in rural areas. Of all women, 36.5% were in urban while 63.5% were living in rural areas.

As per the Labour Force Survey 2020-21, Punjab had the highest proportion of inter-provincial migration; 57% of all migratory movement in the country. 25% of all non-migrant men, 23.8% of all non-migrant women, 2.4% of all migrant men and 4% of all migrant women were

residing in Punjab.

Birth registrations increased for both boys and girls by 2.7% and 3.4% respectively, between 2020 and 2021, while that for transgender persons declined by 32.4%. Death registrations for men increased by 4% while that for women increased significantly by 12%; for transgender persons, they declined by 26%. Between 2020 and 2021, marriage and divorce registrations in Punjab increased by 7.5% and 9%, respectively.

CNIC registration in Punjab increased by 17.6% to 27,90,773 in 2021 as compared to 2020. The registration for women increased by 38% while that for transgender persons increased by 67.5%, revealing a heartening progress. Between 2020 and 2021, the registration of CNICs for minors increased by 0.8% for boys to 33,01,524, while that for girls increased by 1.7% to 30,28,784. For the same time period, the registration of CNICs with disability logo for men increased by 149.5% to 42,622, while that for women increased by 225.7% to 18,632.



GOVERNANCE

The process of governance allows citizens to express their interests, enjoy their legal rights, inform them of their obligations and provide an enabling environment to mediate their differences. The quality of governance is determined by the nature of institutes in place and the extent of participation by social groups, such as minorities and women; it is a well-known notion that diverse groups make better decisions.

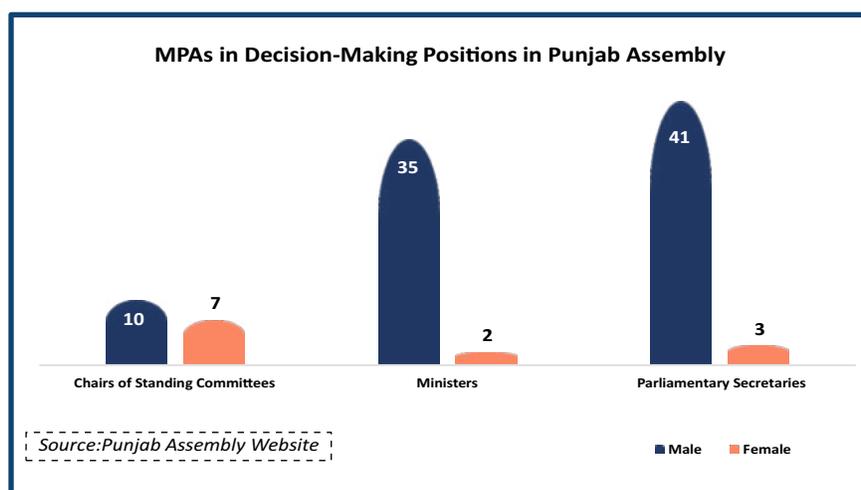
Notable statistics for women in legislature signify a weaker position for women vis a vis men. There are 33 women MPs from Punjab on reserved seats in the National Assembly, of which 36% hail from Lahore. Of the 23 Senators on seats allocated to Punjab, 83% are men and only 17% are women, with a GPI of 0.211. The Punjab Assembly consists of 371 members, of which an overwhelming majority of 296 (80%) are men and 75 (20%) are women, with a GPI of 0.253.

Of 37 ministers in the Punjab Assembly, 95% are men and only 5% are women, with a dismal GPI of 0.057. Of 44 Parliamentary Secretaries, 93% are men and only 7% are women, with a significantly low GPI of 0.073. Posting a relatively better GPI of 0.7 is the scenario of

Chairpersons for Standing Committees whereby, of 24 committees, 59% are chaired by men while 41% are chaired by women.

Statistics for women in the public sector illuminate the status of gender parity across contingent, gazetted and non-gazetted staff in Punjab. They also report on compliance with 15% and 33% representation quota for women in public offices and boards, committees and task forces, respectively. In 2021, only 14% of the staff in Provincial Departments and 20% of that in District Offices was female. At the provincial level, 92% of non-gazetted staffers and 70% of the gazetted ones were male, while at the district level, 89% of non-gazetted staffers and 75% of the gazetted ones were male.

Data for Cantonment Board Elections held in 2021 in Punjab reveals that only 1% of the contesting candidates were female. The logistical arrangements for voters painted a gender-sensitive picture whereby, of all polling stations, 52.4% were for men and 47.6% were for women. Of all polling booths, 52% were for men and 48% were designated for women.



HEALTH

The importance of ensuring equal access to healthcare lies in the promotion of healthy lives and building prosperous societies. Good health is a fundamental human right and intrinsically linked to the achievement of all other SDGs as it enables populations to physically and mentally participate in academic, economic and political aspects of life. The Government of Punjab has committed to the provision of Universal Health Coverage (UHC) in the province, in line with the federal government's Health Vision 2016-2025. Improvements across indicators like the Total Fertility Rate (TFR), Life Expectancy (LE), Maternal Mortality Ratio (MMR) and Infant Mortality Rate (IMR) are appreciable however, gaps remain in ensuring a Continuum of Care for women's health.

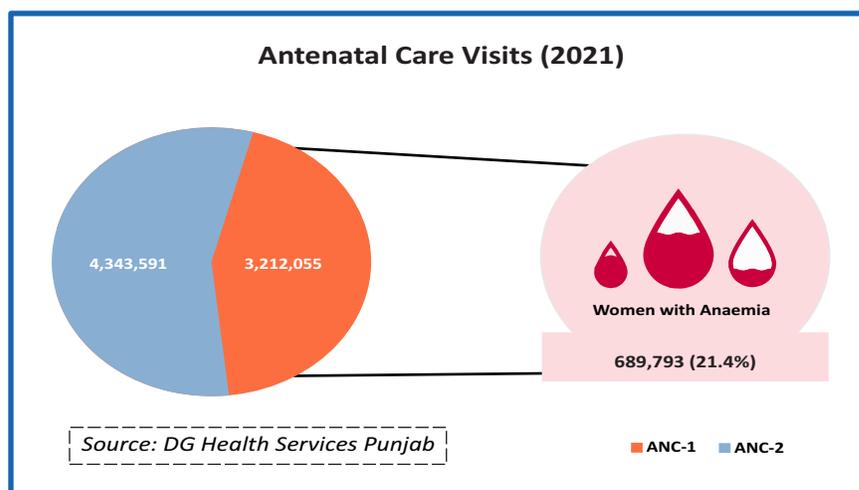
The Contraceptive Prevalence Rate (CPR) in Punjab calculated by using Estimated Modern Methods (EMU) users has improved by 1.5% between 2018-19 and 2019-20; the current CPR stands at 20.5% as reported by the Annual Contraceptive Performance Report 2019-20. The number of family planning visits declined by 4.8% in 2021 in comparison with 2020. Between 2020 and 2021, the number of ANC visits increased by 1.8% and that of ANC-2 visits increased by 8.7% in the province. The incidence of anaemia among ANC-1 visitors decreased by 7% between 2020 and 2021. The

number of women who got a second tetanus toxoid dose for vaccination against Maternal and Neonatal Tetanus (MNT) in Punjab decreased by 7.3% in 2021 as compared to 2020. Within the same time period, the number of caesarean births in health facilities in Punjab declined by 6%.

The Burden of Disease (BOD) of non-communicable diseases is also a rising health concern in the province. The reported cases of breast cancer increased by 23% between 2020 and 2021, and for the same time period, reported cases of TB among women increased by 44% and those of TB among girls increased by 8%.

The logistical aspects of the healthcare delivery system in Punjab have shown improvement in some aspects while others require more attention. Between January 1st 2019 and January 1st 2020, the number of health facilities have increased by 6% and the number of beds increased by 19.5%. Over the same time period, the number of registered medical personnel increased by 46.5%. The number of Integrated, Reproductive, Maternal, Newborn and Child Health (IRMNCH) facilities in the province increased by 2.5% between 2020 and 2021; the number of human resources therein, however, declined by 1.5%.

V



EDUCATION

Education helps develop a population's learning capabilities and enables them to apply knowledge in daily life scenarios. In this sense, quality education empowers people to live healthy and sustainable lives. Investing in girls' education has historically been linked with high returns for female educational attainment, maternal and children's health, more sustainable families, democracy, income growth and productivity.

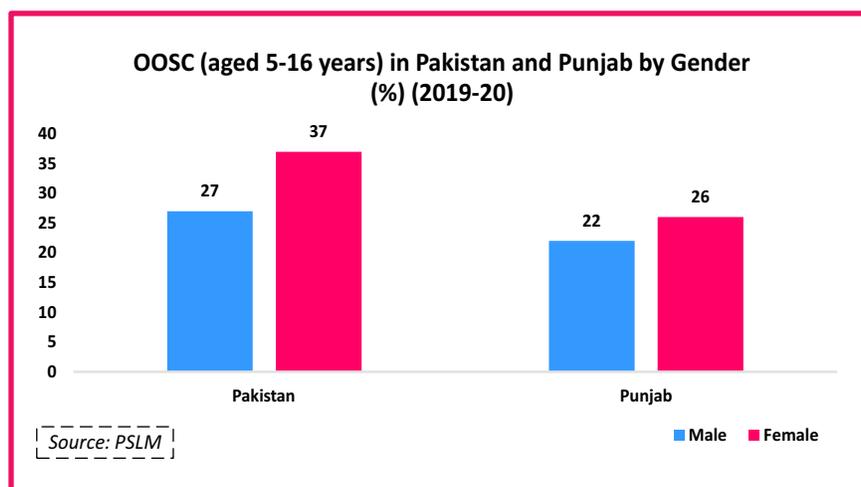
The overall Literacy Rate (LR) in Punjab has risen by 0.3% between 2018-19 and 2020-21 while female LR recorded a 0.5% increase over the same time period. Rural LRs saw dramatic increases whereby the figure for men increased by 15% while that for women increased by 84%. On the urban side, while the LR for men declined by 0.3%, that for women increased significantly by 9.7%. Between 2018-19 and 2019-20, the Net Enrolment Rates (NER) for boys fell by 5%, while that for girls fell by 6.6%. As per figures for 2019-20, 24% of children aged between 5 to 16 years are Out of School (OOS); OOS boys have increased by 13.6% while OOS girls have increased by 11.5% as compared to figures from 2018-19.

The number of formal schools in Punjab increased

marginally by 0.3% between FY 2019-20 and academic year 2020-21. During the same time period, the number of primary schools for boys declined by 0.5% while that of girls' primary schools increased by 0.6%. The numbers of middle schools for both boys and girls declined by 17% and 11%, respectively. The number of boys' high schools increased by 17.8% while their higher secondary schools increased by 2%; girls' high schools increased by 19.6% while their higher secondary schools increased by 2.3%.

Enrolment in formal schools in Punjab for academic year 2020-21 was roughly equal for both boys and girls; girl's enrolment increased by 2% in comparison with FY 2019-20. As opposed to 15 districts in FY 2019-20, 17 districts reflected a female-dominated enrolment trend in academic year 2020-21 and 2 districts exhibited perfect gender parity.

The number of teachers employed in formal schools in Punjab declined by 5.5% between FY 2019-20 and academic year 2020-21; the number of male teachers declined by 5.8% while that of female teachers declined by 5.2%.



ECONOMIC PARTICIPATION AND OPPORTUNITIES

Investment in women's economic empowerment leads to poverty alleviation, gender equality, and inclusive economic growth. The unfolded potential of women is a lost opportunity for overall development. Yet, empowerment is a complex process, from women's accession to full participation in civil, political, social, and economic life to exercising corresponding rights.

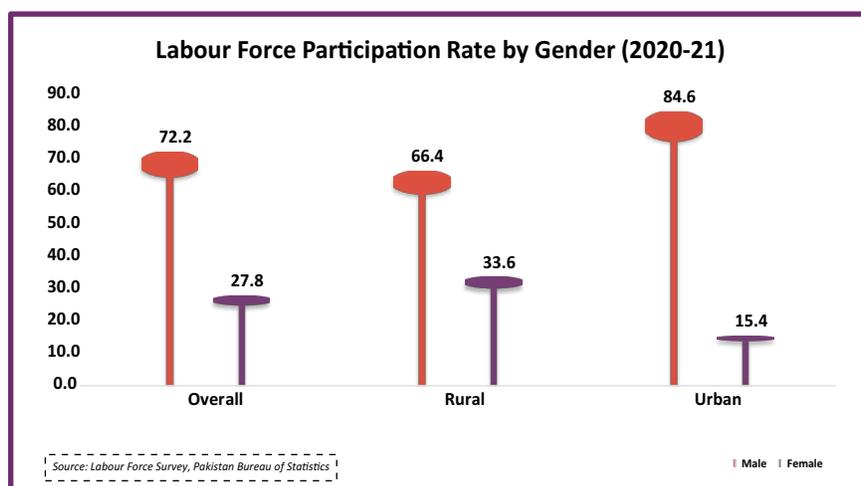
The Labour Force Survey 2020-21 posted sharp differences in male and female LFPR of Punjab. In comparison to the LFS 2018-19, the male LFPR for Punjab increased from 71.9% to 72.2% however, the female LFPR decreased from 28.1% to 27.8% in 2020-21. The male LFPR in rural areas is 66.4% as opposed to 33.6% of female LFPR, which is higher than the provincial average. This can be attributed to the greater presence of female workers in agriculture and marginal activities. 20.42% of men and 18.54% of women contribute to the agriculture sector. However, 52% of the employed population in the non-agriculture sector were men and women have a marginal share of 8.7%. Wage disparities followed a persistent trend in 2020-21, male employed population received an average of Rs. 24,043 and females received an average of Rs. 20,047 in 2020-21. The average monthly wage of women is 16.6% less than their male counterparts.

Women entrepreneurs do not have sufficient access to the resources needed to develop their full economic potential. In 2021, there were 613,301 (70.7%) male participants and 253,934 (29.7%) female participants who completed the training under Digiskills, Tech Innovation, and Incubation programmes. Women remained relatively disadvantaged in terms of ownership and access to physical resources. There exists a significant disparity in land ownership in Punjab where 17.7 million (69%) were men and only 8.1 million (3%) were women land owners. In 2021, 1,363,202

(98.3%) men and a meagre 23,539 (1.7%) women owned a vehicle in Punjab. While, 152,734 (92.7%) driving licenses were issued to men, 12,143 (7.4%) were issued to women.

In Punjab, stark differences exist between the two genders when it comes to financial inclusion, where men are more likely to be included financially. The number of male-owned active, saving and loan accounts with the BOP was 1,217,486 (74.2%) and female-owned accounts were only 421,812 (25.7%), in 2021; 8.22% of the total loan amount was issued to women. Women remained disadvantaged in access to credit and other financial services. ZTBL issued 248,137 (94.47%) to men, 11,156 (4.25%) to women and 3,358 (1.28%) to joint borrowers in 2021. Loans of Rs. 55,008.34 million (94.6%) were issued to men, Rs. 2,769.79 million (4.8%) to women and Rs. 386.60 (0.7%) to joint borrowers. The number of active borrowers with Pakistan Microfinance Network increased by 16% in 2021, however, women's share declined. Of all borrowers, 4,412,560 (56.8%) were men and 3,348,932 (43.1%) were women.

Meanwhile, social security and safety net programmes fail to provide coverage to already distressed and economically challenged women in Punjab. In 2021, there were 46,669 (94%) male beneficiaries and 3,205 (6%) female beneficiaries of the Punjab Employees Social Security Institution. In the same year, PESSI disbursed Rs. 344.59 million (86%) to men and Rs. 56.55 million (14%) to women. There were 287,962 (50.4%) male and 283,073 (49.6%) female beneficiaries of Conditional Cash Transfers (CCTs) under Benazir Income Support Programme (BISP). BISP disbursed Unconditional Cash Transfers (UCTs) to 2,279,013 (96.1%) married women and 91,614 (3.9%) divorced/widowed women.



Violence against women has been a priority issue for the Government of Punjab. Recurring incidences of violence have raised questions about the situation of law and order, specifically for the safety of women in the country. Despite efforts to deter violence against women through legislation, public awareness and increased access to justice, the number of reported cases has not dropped and the conviction rate remains alarmingly low. In 2021, out of the total reported cases of violence against women, only 5% resulted in a conviction.

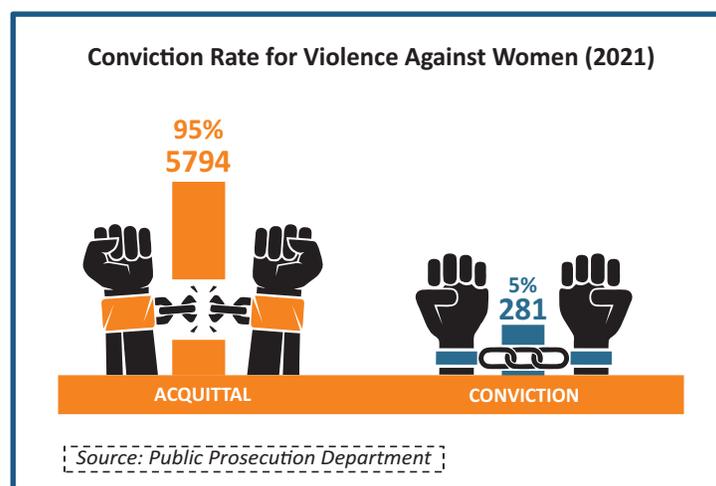
The total number of violence against women cases increased by 9.6% in 2021 and rape was the most commonly reported act of violence against women. Rape and gang rape cases in Punjab have risen by 14.7% and 22.8% respectively, in 2021. This increase is despite legislative measures in the past and more recently, the enactment of the Zainab Alert, Response and Recovery Act in 2020 that streamlines the procedure to recover abducted children and targets child molestation, rape and torture cases.

Other government initiatives such as the Punjab Women's Helpline 1043, the Violence Against Women Center and PSCA Women Safety Mobile Application have made some impact gradually.

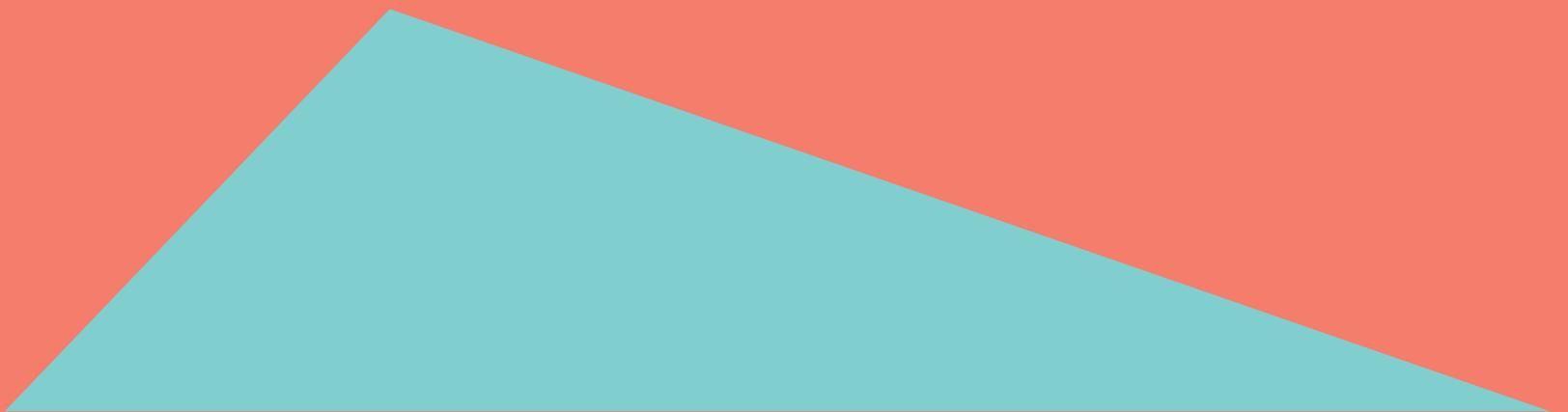
Undoubtedly, justice for women is unattainable without easy and safe access to justice institutions. The Government of Punjab has consistently undertaken

initiatives for making female approach to courts, police and protection centres easier. The SBB Human Rights Centers provide aggrieved women with adequate redressals including temporary shelter, first aid, legal assistance and counselling. Between 2020 and 2021, the number of women receiving assistance from the Centers increased by 81%. Other avenues of redressal have also been operating successfully. In 2021, installations of the PSCA Women Safety Mobile Application increased by 70% and its active users also grew by 73%. A similar project by the Punjab Government is the Punjab Women's Helpline 1043 which receives complaints from women 24/7 and provides assistance in matters of domestic violence, harassment, property disputes, inheritance rights etc. In 2021, the complaints received by the Helpline increased by 53% and the majority of them (46%) were regarding violence.

Female participation in justice is disappointingly low. Within the district judiciary, 91% of the judges are male and only 9% are female. In Punjab Police, 96% of all officers are male and only 4% are female. Data from the Punjab Prosecution Service shows a similar imbalance as amongst the lowest rank i.e. ADPPs, there are 75% male and 25% female prosecutors. It is also worrying that the percentage of women further drops as the rank increases in these institutions. For instance, the Lahore High Court has a 98% male judiciary and within prosecution, of all Additional Prosecutor Generals (highest rank after Prosecutor General) 94% are men.



01



1.1 Gender Equality and Development

Since the 1990s, the approach to global development has shifted from theoretical ideas to incorporating participatory and inclusive policies, where gender is viewed as a definitive critical juncture of policy formulation.¹ This shift implies that women's role and contribution to the macro-economy are now considered pivotal, as females constitute nearly more than half (49.6%) of the global population.² The traditional economic welfare theory of public choice assumed an individual actor irrespective of their gender/social identity, thus limiting the holistic assessment of gender disparity. In contrast, empirical modelling focuses on determining impact of public policies by treating women as a separate economic entity.³ The modification of economic approaches and policies focusing on human development has allowed the

developed world to attain enhanced gender parity.

The subject of gender inequality within the developing world has garnered substantial attention to appraise why certain countries still fall behind in their parity index.⁴ While the availability of economic opportunities is one angle to discern the paradox, there is increasing focus on examining the problem from a socio-psychological perspective. In that regard, two frameworks are noteworthy.⁵ First, the "Capability Approach," as postulated by Amartya Sen, makes the normative argument of accomplishing freedom for wellbeing by developing 'capabilities' of the individual. In line with the claim, the second "Psychological Development" model distinguishes 'the immense deepness of perceptions' and the ideological insulence that pit social circumstances as uncondusive for female emancipation.⁶



Figure 1.1

1 (Hunt, 2016)

2 (Population, Female (% Of Total Population), 2019)

3 (Belmonte, 2012)

4 (Ata Can Bertay, 2020)

5 (Meraj & Sadaqat, 2016)

6 Ibid

The notion of empowerment is conceptualised as having a noticeable overlap with the power dynamics prevailing within a society. South Asian scholarly literature has emphasised the ubiquitous ways the association of power interplays with the workings of daily life, such as in the household, markets and workspaces.⁷ Empowerment is, therefore, considered as the process of acquiring 'power' in the individual and collective sphere. In the first place, it designates in the individual or in a community the capacity to act autonomously, but at the same time the necessary means and the process to achieve this capacity to act, to make decisions in their personal and social lives. The tangents of power authority that restrict the path for women towards attaining an empowered status are provided in Figure 1.1.⁸

In recent years, the lives of girls and women have changed dramatically. Women have made unprecedented progress in the legal arena, education and health, and access to jobs and livelihood.⁹ More countries today than ever before give women and men the same rights under the law in areas such as property, inheritance and marriage. The majority of the countries explicitly guarantee the principles of equality for all citizens and non-discrimination between men and women in their constitutions.¹⁰

However, this progress has not been achieved without difficulties. It has also not come evenly to all countries, all women, or across all dimensions of gender equality. Women around the globe perform two-thirds of the work for only 10 percent of the income and 1 percent of the assets and account for seventy percent of the world's poor.¹¹ The standardised mortality rate of the female population compared to the male population is higher in low- and middle-income countries than in high-income countries, particularly during the crucial years of infancy and early childhood and during reproductive years.¹²

The Government of Pakistan recognises the importance of gender equality and aims to eliminate all forms of discrimination against women as well as increase women's and girls' participation in all aspects of society, including the political, social, and economic spheres. Its commitment to The Convention on the Elimination of All Forms of

Discrimination against Women (CEDAW), Beijing Platform for Action (PfA), ILO conventions, UN Convention on the Rights of the Child (UNCRC) and Sustainable Development Goals (SDGs), in particular, Goal 5, is in continuation to this recognition.¹³

However, Pakistan is far from achieving Goal 5 (Gender Equality) of the SDGs, with the Global Gender Gap Index of 2022¹⁴ rating Pakistan as the second worst country for a woman in terms of different equality metrics. With a score of 0.331 (145th rank), the country is placed last on the list for equal economic participation and opportunities. Critical areas such as 'Health and Survival' have also not produced the desired result for Pakistan, as reflected in the high maternal mortality rate of 186 deaths per 100,000 births.¹⁵ In light of the above and a concerningly low political empowerment index, it is anticipated that, at its current rate, Pakistan can take as many as 130 years to achieve complete gender parity.¹⁶

Women in Pakistan are deprived of channels that could manifest their financial independence. For women belonging to the lower strata of society, lack of education aggravates their grievances for availing any chances of upward social mobility. Their only prospect is an indulgence in the informal economy with no regulation on working conditions or income.

In conjunction with the empirical evidence, extending opportunities to women and enhancing their capabilities significantly affect the macroeconomy. Greater female involvement in both the formal and informal sectors can bring forth economic outcomes that have a multiplier effect, to benefit the economy's overall productivity.

For this to be realised, it is necessary to recognise, identify, and deal with the barriers and impediments standing in the way of fulfilling the needs of girls and women. One obvious way to institutionalise a gender-equal world is to incorporate tenets of gender mainstreaming in the public policy framework.

1.2 Gender Mainstreaming

Among the numerous technical concepts frequently employed in gender and development literature is the idea of gender mainstreaming. For such a conception to have gained popularity in a short time makes even more sense when the terminology is actively corroborated with 'modern' approaches towards equality.¹⁷ International

7 (Ali Sheikh, Meraj, & Sadaqat, 2015)

8 Ibid

9 (Profeta, 2020)

10 Ibid

11 (Ortiz-Ospina & Roser, 2018)

12 (Gender Equality and Development, 2012)

13 (National Gender Policy Framework, 2022)

14 (Global Gender Gap Report, 2022)

15 Ibid

16 (Global Gender Gap Report, 2022)

17 (What is gender mainstreaming?)

forums such as the United Nations have incorporated gender mainstreaming as part of their policy mandate under the 'United Nations Entity for Gender Equality and Empowerment of Women' (UNWOMEN). The UN aims to promote gender equality in policy, legislation, and research, ensuring that women, in particular, can benefit from development efforts on ground. Most academic explanations of gender mainstreaming thereby originate from the definition by the UN Economic and Social Council: "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".¹⁸

1.2.1 Importance of Gender Mainstreaming

Gender mainstreaming plays a crucial role in determining the impact of public policies, particularly, when seen through a service delivery lens. Research highlights two viable distinctive characteristics of gender mainstreaming that accentuate the importance of the framework. Firstly, mainstreaming has the feature of 'institutionalising' gender concerns relating to the achievement of equality in different societal spheres such as in administration, finance, economics and trickling down to the individual household. For effective institutionalisation, gender mainstreaming tries to challenge the cultural ideologies responsible for women's alienation. The second distinction is that the framework is hinged upon the fundamental of achieving gender empowerment through active involvement in the decision-making process.¹⁹ The importance of the aforementioned draws curtain on the four associations of power mentioned in Figure 1.1, to claim that self-autonomy can be gained when women themselves are part of decision-making strategies.

Developing countries often fall short of reframing the policy mandate to advance greater gender inclusion.²⁰ The absence of inclusionary policies excludes women from different social institutions and prevents employing means towards empowerment. To ascribe importance to gender mainstreaming in the political framework is to emphasise the formulation of policies and legislation that proactively respond to women's unequal status in society.²¹

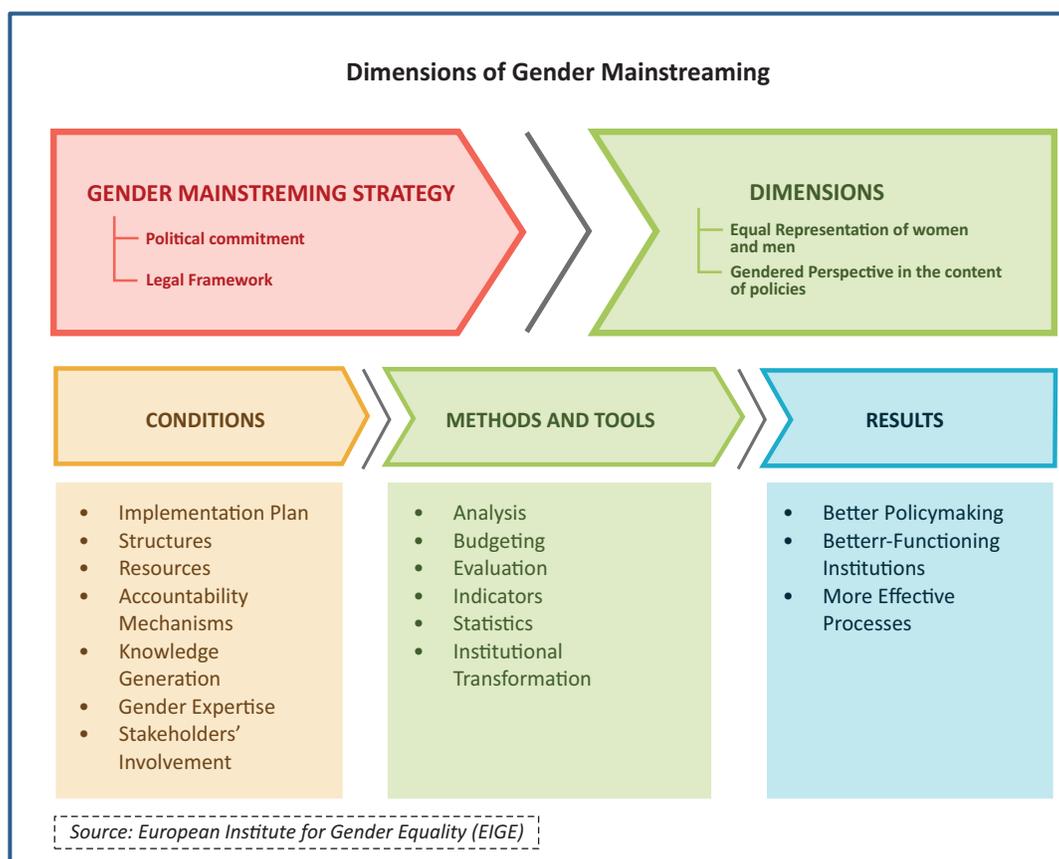


Figure 1.2

18 (UN Economic and Social Council, 2022)

19 (Hoard, 2015)

20 (What is gender mainstreaming?)

21 Ibid

1.2.2 Gender Mainstreaming in Pakistan

Article 25²² of the Constitution of the Islamic Republic of Pakistan - "*All citizens are equal before law and are entitled to equal protection of law and there shall be no discrimination on the basis of sex alone,*" - and Article 27 - "*No citizen otherwise qualified for employment in the services of Pakistan shall be discriminated against on the basis of race, religion, cast or sex*" - are maintained as constitutional grounds for gender equality but still fall short due to their inadequate implementation. As a result, females in contemporary Pakistan are still deprived of realising their capabilities, as Sen would argue, along with facing persistent institutional hindrances. Even though the development modus operandi of the country has evolved through the implementation of governance reforms, or at least the execution of democratic and liberal ideas, in practice gender mainstreaming remains a far-fetched phenomenon.

Since the 1980s, various governance reforms have brought the anticipated increase in the representation of women, yet the socio-economic requisites have still not been met. While public policies in Pakistan may quantify the proportion of women's representation in larger numbers, these are still not enough to tackle the social entrenched anti-women social structure because the policies and legislation are far from comprehending the lived realities of females.²³

The eradication of 'institutionalised gender disparities' merits documentation of a framework that covers all social metrics. The institutional contextualisation of a society is triggered due to cultural factors such as customary traditions/beliefs, political factors such as lack of an unionised platform/political instability, lack of gender-sensitive policies at the workplace and limited accessibility to digital streams in a largely tech-driven world.²⁴ The idea of gender mainstreaming can be made to harvest the desired outcome by working on these inconsistencies.

1.2.3 Dimensions of Gender Mainstreaming

05

1. Gender Representation relates to the notion of visibility and reinforcement of gender identity. Visibility is realised when women are represented across and involved in all opportunities that are available to men. In Pakistan, gender representation is critically evaluated in light of the extent to which 'traditional and essentialist constructions of gender' continue to pervade societal institutions.²⁵ Women who belong to a particular segment or whose intersectional identity pits them at a disadvantage are often barred from utilising opportunities that are otherwise present for men.

For example, the economic and social vulnerabilities of minority women in South Punjab owing to adverse outcomes in the region for women's safety, access to health and education ultimately result in their exclusion from social protection programs. This deters prospects for significant involvement in the formal economy.²⁶

2. Gender Responsive Strategies have been described as underpinning the acknowledgement that women occupy a different social location than men and the locus of public policies should endorse individual realities and execute decisions that accurately reflect women's lived experiences across different identities.²⁷ The need for gender-responsive strategies was better understood during the COVID-19 pandemic.²⁸ Researchers found that the population segments most affected by the downturns of the economy were women in low-paying jobs, or those working in the education and health sector, where they tend to be over-represented.²⁹

1.2.4 The Importance of Gender-Disaggregated Data

Gender-Disaggregated Data is defined as any form of statistical evidence that can further be analysed separately for men and women.³⁰ The absence of gender-disaggregated data can persistently pose challenges in the policy

22 (Women Rights, n.d.)

23 (Zafar, 2013)

24 (K., 2021)

25 (Skelton, 2013)

26 (Shoukat, 2022)

27 Ibid

28 (Viswanath, 2021)

29 Ibid

30 (Mazurana, 2012)

formulation process, especially in the developing world. These insufficiencies lead to the adoption of traditional methods of impact evaluations, where females are not wholly considered distinct economic actors. The social differences are under-represented or completely disregarded, which hampers the policies' on-ground efficacy. This also triggers a cycle of non-appearance of female-exclusive data on 'health services,' 'insurance,' 'division of labour' and 'information technology,'³¹ thereby impeding the formulation and efficacy of relevant development schemes in producing a positive gendered outcome.

Policy practitioners have gradually recognised the importance of gender-disaggregated data, particularly when examining the social landscape for any relevant intervention. Data stipulates how a strategy will divergently generate gendered impact, offering intuition into adjudging whether the end results are in tandem with the actual lived realities of men and women.³² Evidence-based strategies and resolutions can be recommended if the data collected can provide a holistic picture of any gender-based outcome. Aside from the fact that social circumstances create variable living conditions, opportunities, and inequitable access to economic resources, it becomes even more fundamental that gender disaggregated data can cement pathways towards overcoming the incongruities in policy making, subsequently advancing women's empowerment.

1.3 Punjab Gender Parity Report 2021: A Snapshot of Challenges and Progress Towards Gender Equality

The Punjab Gender Parity Report (PGPR) 2021 is a compilation of data-driven propositions that identify the need for improved gender equality within the province. This report, the fifth in the series, and like its predecessors, is an effort to present and highlight the parity status of men and women in Punjab. It depicts Pakistan's rankings on relevant international indices which highlight gender gaps, and assesses gender parity across six thematic areas; Demographics, Governance, Health, Education, Economic Participation & Opportunities and Justice.



30 (Mazurana, 2012)

31 (Singh, 2010)

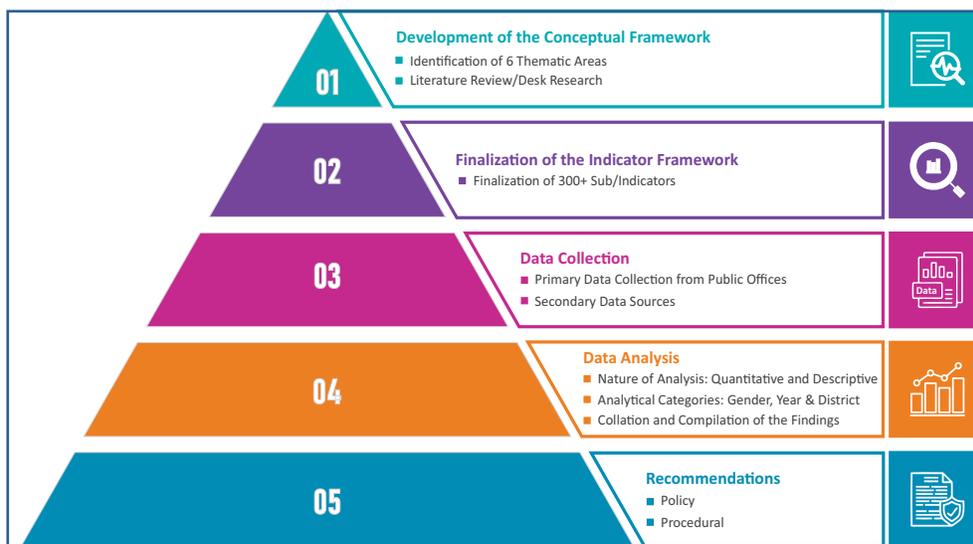
32 Ibid

PGPR 2021 has come to fruition despite several challenges in obtaining gender-disaggregated data on key indicators. The report will serve as a call to action for the Government of Punjab to accelerate policy-making for gender-sensitive progress, for businesses to prioritise gender equality as a critical economic and moral imperative and for all stakeholders to become deeply conscious of the choices they make and their impact on gender equality.

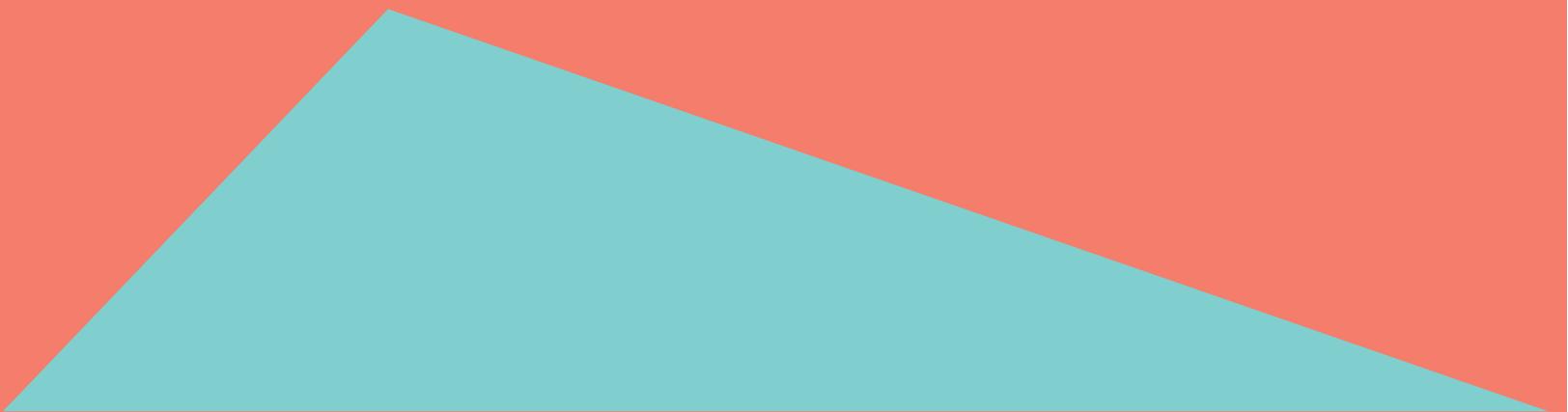
1.3.1 Methodology

The analysis presented in PGPR 2021 is based on a methodology integrating the latest statistics from national and international surveys and publications. This year's report aims to keep the focus on consistent measurement of gender gaps while providing new data to point to emerging and concerning trends so they can be addressed proactively. It continues to build on the established methodology, offering a consistent metric to assess progress over the year. The data has been presented in the form of figures, graphs and charts, providing comparisons of key women-related indicators. Data is also represented spatially (where available), with the aim of identifying district-level disparities and progress in closing gender gaps.

The indicator framework consists of roughly 275 indicators collated under the Gender Management Information System (GMIS) and highlights the parity status of men and women, across six thematic areas. The indicator framework was developed in part to address the need for a consistent and comprehensive measure for gender equality that can track progress over time. It does not seek to set priorities for government departments but, rather, to provide a comprehensive dataset with a clear method for tracking gaps on critical indicators so that departments/institutions may set priorities accordingly within their own organisational structures.



02





A large teal arrow graphic pointing to the left, centered on a white background. The arrow has a yellow border along its top and bottom edges. The word "DEMOGRAPHICS" is written in white, bold, uppercase letters across the center of the teal arrow.

DEMOGRAPHICS

KEY FINDINGS

-  According to projections provided by the National Institute of Population Studies, Punjab's population exceeds 120 million (50.7% men and 49.3% women) between 2021 and 2022 of which, 37% is urban and 63% rural.
-  As per the Labour Force Survey 2020-21, Punjab had the highest proportion of inter-provincial migration in the country with 57% of all migratory movement having occurred into Punjab. 25% (16% rural, 9.3% urban) of all non-migrant men were in Punjab while 23.8% (15.4% rural, 8.4% urban) of all non-migrant women were in Punjab. 2.4% (1% rural, 1.4% urban) of all migrant men and 4% (2 % rural, 2% urban) of all migrant women were residing in Punjab.
-  As reported by PSLM 2019-20, overall, in Punjab, 64.3% men while 25.3% women owned mobiles. 61.4% and 69% men, 18.6% and 36.4% women-owned mobiles in rural and urban Punjab, respectively.
-  As reported by PSLM 2019-20, overall, in Punjab, 24% men while 15.3% women used the internet. 16.4% and 36% men, 9.4% and 25% women used internet in rural and urban Punjab, respectively.
-  Between 2020 and 2021 in Punjab, birth registrations increased for both boys (714,697) and girls (650,866) by 2.7% and 3.4% respectively, while that for transgender persons (25) declined by 32%.
-  Between 2020 and 2021, death registration for both men (369,105) and women (208,501) increased by 4% and 12%, respectively, while that for transgender persons declined by 26%.
-  Marriage registration in the province increased by 7.5% to 585 in 2021 while divorce registrations increased by 9% to 52,922 in 2021.
-  CNIC registration in Punjab increased by 17.6% to 27,90,773 in 2021. CNIC registration for women increased by 38% to 16,62,955 in 2021 while that for men declined by 3.2% to 11,27,751 in 2021. For transgender persons, the data recorded an increase of 67.5% to 67 CNIC registrations in 2021.
-  In 2021 in Punjab, 63,30,308 CNICs were registered for minors of which 33,01,524 (52%) were for boys and 30,28,784 (48%) were for girls. The registration for both boys (33,01,524) and girls (30,28,784) increased by 0.8% and 1.7%, respectively.
-  In 2021 in Punjab, a total of 61,254 CNICs with the disability logo were registered. Of these, 42,622 (70%) were for men while 18,632 (30%) were for women. The registration for both men and women increased by 149.5% and 225.7%, respectively.

INTRODUCTION

A demographic analysis involves observation of three key phenomena regarding a population: its size, composition and its spatial distribution.³³ To this end, demographers study five processes namely fertility, mortality, marriage, migration and social mobility which helps them make conclusions that may inform population-centred public policy.

An aggregate demographic snapshot of the population is achieved by tracking major life events through databases and surveys of public statistics³⁴ which may include population censuses, civil registration and vital statistics (CRVS) systems etc. When demographic variables are informed by an understanding of non-demographic variables, effective policy interventions can be devised.³⁵ For example, studying fertility patterns alone without studying factors like levels of girls' education, place of birth and marriage and divorce registrations may not yield accurate denominations. Sex-disaggregated data, a key aspect of demographic data collection, forms the basis for producing gender statistics rooted in a particular socioeconomic context³⁶; this is pertinent for policymaking in line with the pursuit of SDG 5. In addition to producing gender statistics, demographic analysis is also relevant to the position of women in society when the demographic dividend (DD) is considered.

The concept of DD illustrates the link between development and population. It has critical implications for economic development³⁷ and the

status of women. It refers to the accelerated economic growth a country can achieve when it has a low dependency ratio whereby its working-age population is greater than the non-working-age population.³⁸

John Bongaarts et al.³⁹ explain how this dividend is achieved towards the latter half of the demographic transition of a country when a changing age structure produces the dividend. An increase in life expectancy combined with lower fertility produces a larger labour force. This happens as a population transitions beyond high death rates and high birth rates.

DID YOU KNOW?

Sex and gender are two different concepts

Sex corresponds to the biological characteristics of individuals and it constitutes a demographic variable.

Gender is an analytical dimension and corresponds to a cultural and social construction that is contingent in time and space.

Source: CEPAL, 2014



Figure 2.1 shows the stages that a population moves through as a result of improved living conditions and an increased participation of women in the workforce. In 2.1A, there are many children, but most do not survive due to high infant mortality and the ones who do, have short life spans. This changes as societies begin to access better nutrition, healthcare and advances in medicine. Access to contraception and education enables family planning and helps lead more women to participate in the workforce (shown in Figure 2.1B). As birth rates fall and more young people survive, the population moves through a youth

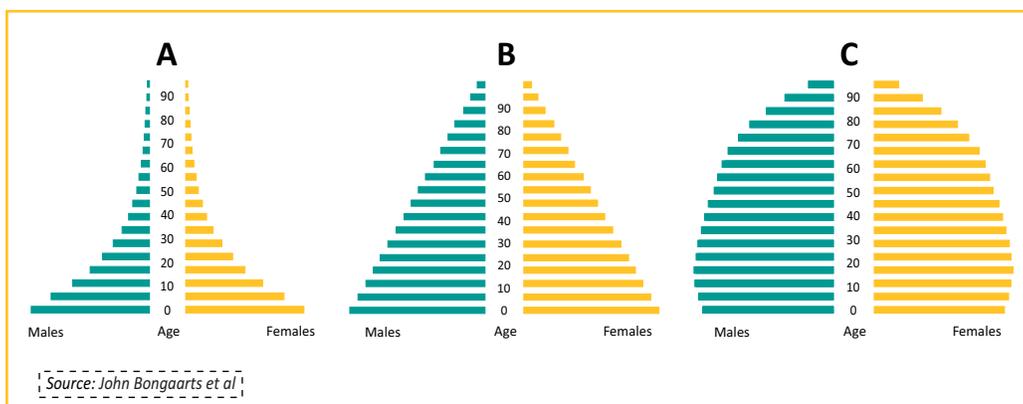


Figure 2.1

33 (Badrinath & Gillam, 2012)

34 (Klimczuk, 2021)

35 Ibid

36 (UN Department of Economic and Social Affairs, 2016)

37 (Bongaarts, Gragnolati, Ahmed, & Corker, 2020)

38 (Population Matters)

39 (Bongaarts, Gragnolati, Ahmed, & Corker, 2020)

The dividend is not automatically realised and requires investment in the health, education and the empowerment of the ballooning young population.⁴⁰ Evidence⁴¹ suggests that if this increased working population is healthy, educated and employed in decent work, they can accelerate development.

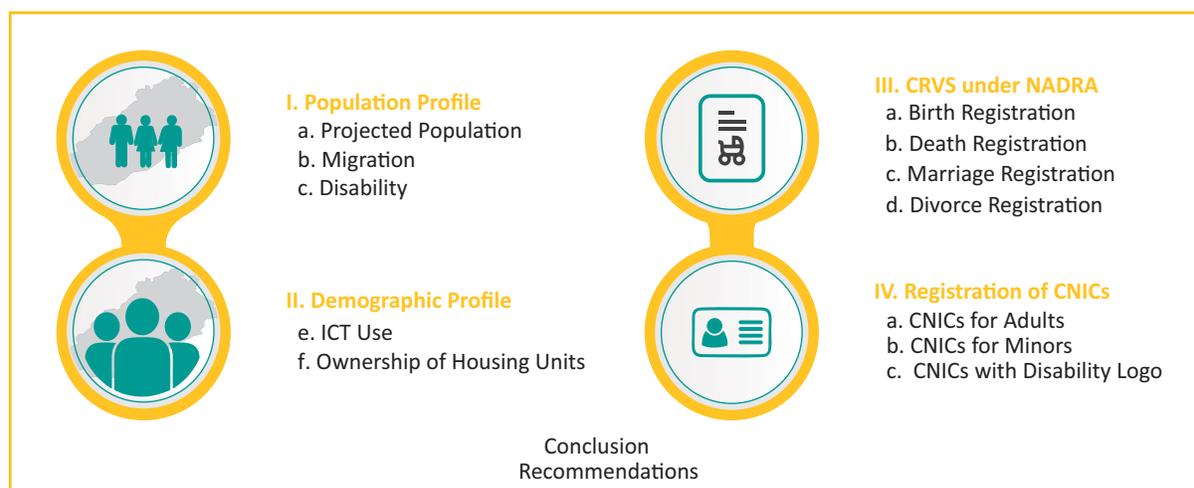
This highlights an important window of missed opportunity when it comes to using Pakistan's female human capital to its full potential. The World Bank⁴² estimates that 15- to 64-year-old people in Pakistan form roughly 61 percent of its total population. With an increasingly young population almost half of which is women⁴³, it is unfortunate that most women are out of work – the female Labour Force Participation Rate (LFPR) in Pakistan is less than 30 percent, lower than that in Bangladesh and Nepal.⁴⁴ According to one study, closing this gap could boost Pakistan's GDP by 30 percent.⁴⁵ Other demographic processes that may or may not correspond to the DD include, for instance, migration leading to rapid urbanisation. The vulnerability in migration has gender-specific implications especially when care work, productive skills and education for women and girls are considered.⁴⁶ There is, thus, a strong feedback loop between the demographic analysis as a whole, production of the demographic dividend in particular, and the role and agency of women.

To what extent has Pakistan gained the demographic dividend? While the rest of South Asia appears to be completing its demographic transition, Pakistan has diverged from the pattern.

Pakistan's fertility appears to have stagnated at a high rate of 3.7 percent in 2020,⁴⁷ leading to an unexpectedly high intercensal growth rate of 2.4 percent for 1998-2017⁴⁸. This supports the notion that women enter into and continue to stay in caregiving roles for much longer which restricts them from participation in educational and economic activities; more than one-fourth of young women were married before the age of 18 in 2020.⁴⁹ Delaying early marriages, improving contraceptive access and provision of a safe enabling environment for women's access to education and employment are all potent ways for the country to remedy its divergent demographic transition pattern.

Vision 2025⁵⁰ - Pakistan's aspirational policy document setting out its development goals for the future - outlines development of human and social capital as its prime pillar; positioning women at the centre of this effort cannot be discounted. For Punjab, as the most densely populated province, managing its in-migration and burgeoning population despite the slowest provincial growth rate, is a key priority. These governmental commitments emphasise the importance of generating a consistent and robust demographic analysis, especially from a policymaking perspective.

Organization of Analysis



40 (United Nations Population Fund, n.d.)
 41 (United Nations Population Fund, n.d.)
 42 (World Bank, n.d.)
 43 (Zaidi, Mumtaz, & Farooq et. al, 2020)
 44 (Cho & Majoka, 2020)
 45 (Cuberes & Teignier, 2014)
 46 (Global Education Monitoring Team, 2019)
 47 (Pakistan Bureau of Statistics, 2022)
 48 (Goujon, Wazir, & Gailey, 2020)
 49 (Zaidi, Mumtaz, & Farooq et. al, 2020)
 50 (Ministry of Planning, Development & Reform, Government of Pakistan, 2014)

2.1 Population Profile of Punjab

2.1.1 Projected Population

Based on the Population & Housing Census, Punjab continues to bear the largest share of population in the country, with an estimated population of 115.07 million (53%) in 2019 and 117.69 (53%) million in 2020.⁵¹ According to projections provided by the National Institute of Population Studies, Punjab's population is expected to grow from 118 million to more than 120 million between 2021 and 2022. Of this, about 37 percent will be urban and 63 percent will be rural.

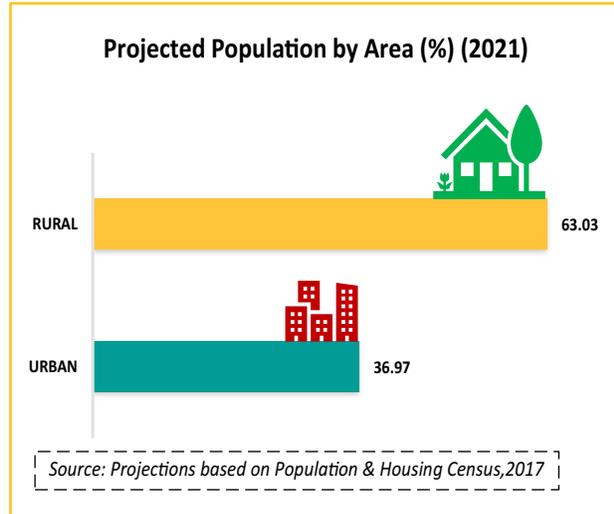


Figure 2.2

In 2021, Punjab had a population comprising of 50.7 percent men and 49.3 percent women. Figure 2.3 shows that men outnumber women in Punjab.



Figure 2.3

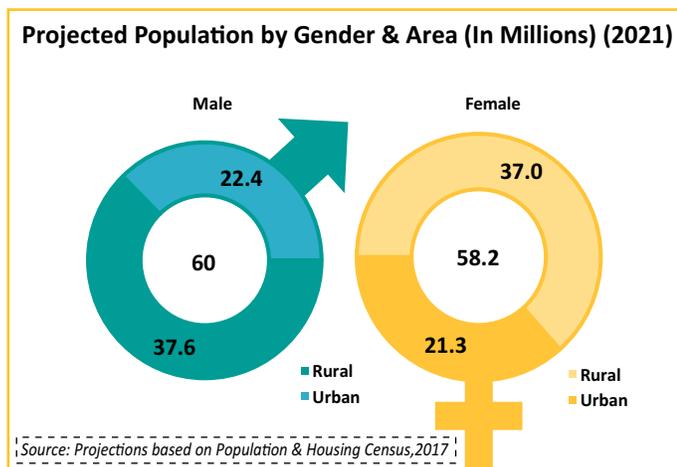


Figure 2.4

This data may be understood in conjunction with the discrepancy in male and female life expectancy at birth versus actual mortality. Despite women's survival advantage with approximately a 7 years higher life expectancy than men, the world comprises a male majority; though women live longer, they experience worse health than men.⁵² This global trend is reflected mostly in developing countries where patriarchal factors affecting socio-economic conditions for women skew the ratio in favour of men. This is despite the fact that at birth, life expectancy for men is 66 years and is 68 years for women.⁵³

A gender-disaggregated picture for the urban and rural population projections (Figure 2.4) reveals that of the 60 million men in Punjab in 2021, 22.4 million were in urban areas, while 37.6 million were in rural areas. On the other hand, of 58.2 million women, 21.3 million were in urban areas while 37 million were in rural areas. While 25 percent more men lived in urban areas than in rural ones, for women, this gap amounted to 27.5 percent.

51 (Punjab Commission on the Status of Women, 2021)

52 (Baum, Musolino, Gesesew, & Popay, 2021)

53 (World Bank, n.d.)

2.1.2 Migration

Migration is a reallocation mechanism that allows population to move to areas with certain socioeconomic pull factors from ones with push factors.⁵⁴ This is often bolstered and directed by urbanisation trends with growing cities attracting more rural populations. However, data shows that economic reasons are not the only nor the highest factor in motivating inter-province migration. This is touched on in more detail below.

As per the Labour Force Survey 2020-21, Punjab had the highest proportion of inter-provincial migration in the country with 57 percent of all migratory movement within the country having occurred into Punjab. Of all non-migrant population, 48.9 percent (31.2% rural, 17.6% urban) was in Punjab and of all migrant population, 6.4 percent (3% rural, 3.4% urban) was residing in Punjab. 25 percent (16% rural, 9.3% urban) of all non-migrant men were in Punjab while 23.8 percent (15.4% rural, 8.4% urban) of all non-migrant women were in Punjab. 2.4 percent (1% rural, 1.4% urban) of all migrant men and 4 percent (2% rural, 2% urban) of all migrant women were residing in Punjab.

This spread of the population according to migration status, gender and type of area is illustrated in Figure 2.5.

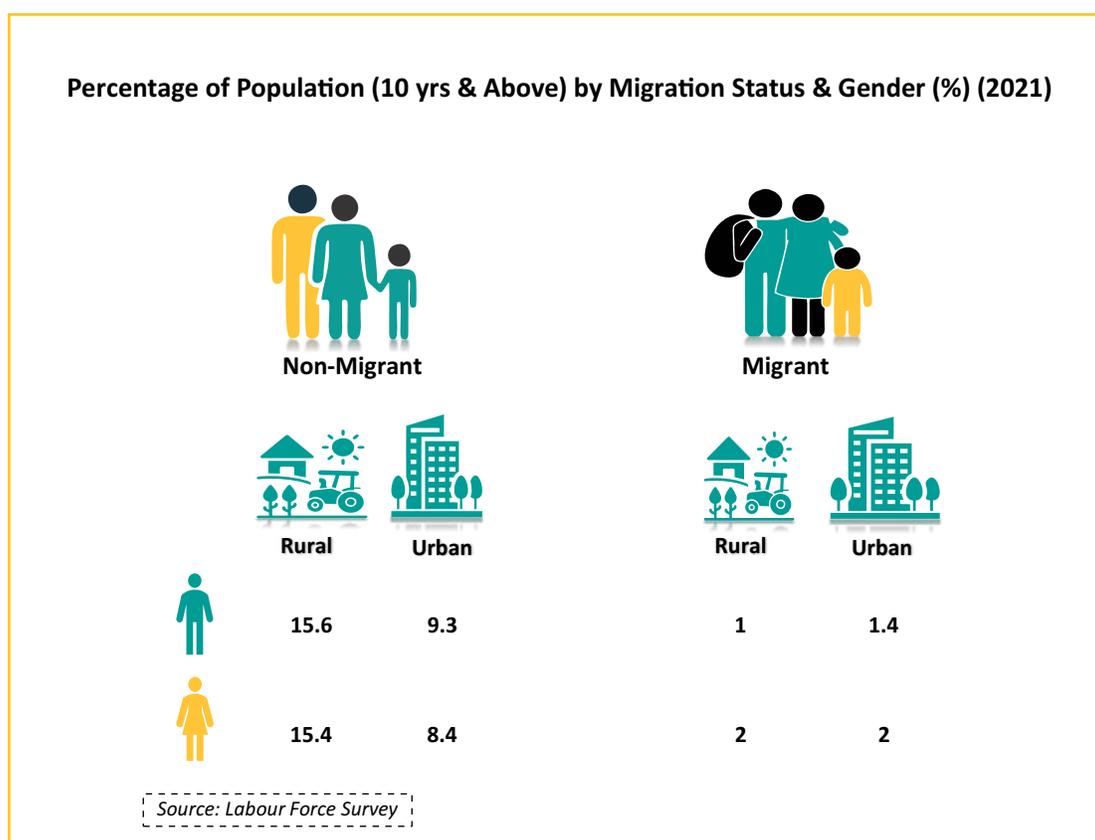


Figure 2.5

Figure 2.6 shows that most of the immigrants to Punjab are from Khyber Pakhtunkhwa (KP), followed by Sindh. Perhaps a study of the motivating factors driving this movement can open areas for government intervention that can lead to more resource equity across provinces. The benefits of increased mobility notwithstanding, migration towards more urbanized areas can be detrimental in terms of resource constraints that clustering can cause; these can include the pressures that a high population density can put on sanitation, city administration, healthcare facilities and schools.⁵⁵

54 (Thet, 2014)

55 (Ghafoor, Fayyaz, Nisa, Akbar, & Poon Ed., 2021)

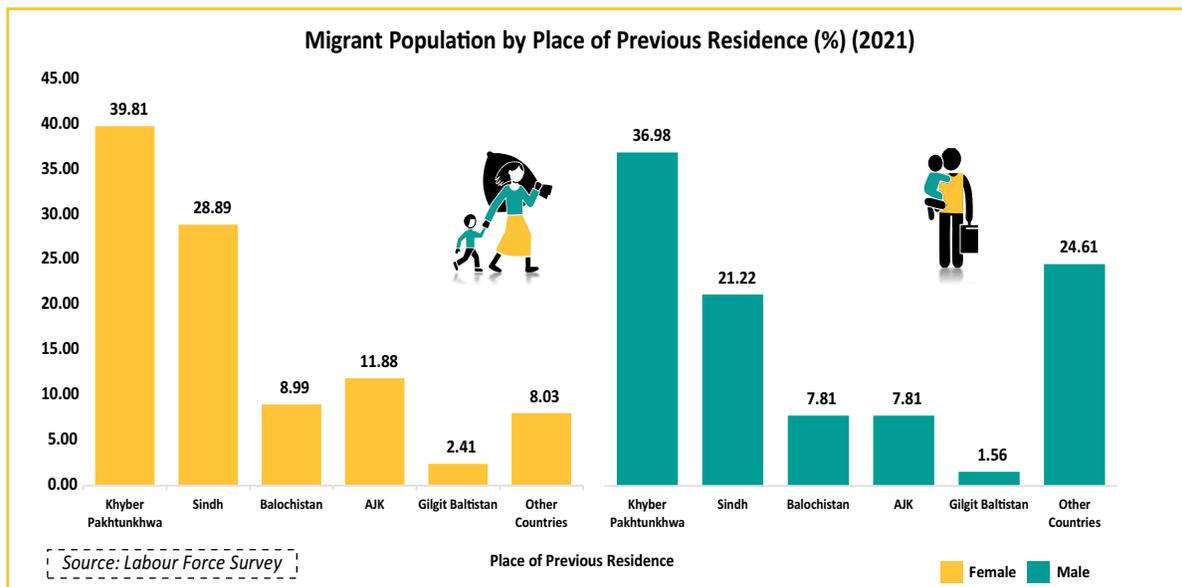


Figure 2.6

Figure 2.7 illustrates the reasons for migration for men and women. Overall, in Punjab, marriage was the reason for a majority of women to move with roughly 42 percent identifying it as such; moving for better economic opportunities was identified as the reason by most men – 13.8 percent. It is interesting to note that while roughly 14 percent of the men migrated for economic opportunities, only 0.4 percent of women did the same.

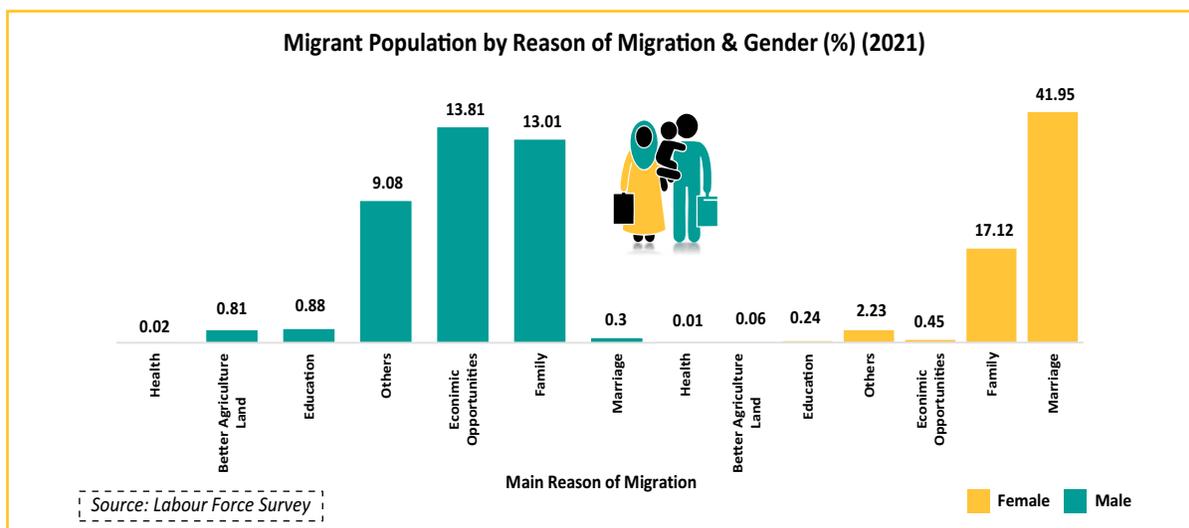


Figure 2.7

2.1.3 Disability

This subsection analyses the gender-disaggregated data on disability in Punjab, sourced from the Pakistan Social and Living Standards Measurement (PSLM) 2019-20. It shows that more men (4%) than women (3.5%) are disabled. This trend holds true for urban and rural areas, both, as illustrated in Figure 2.8.

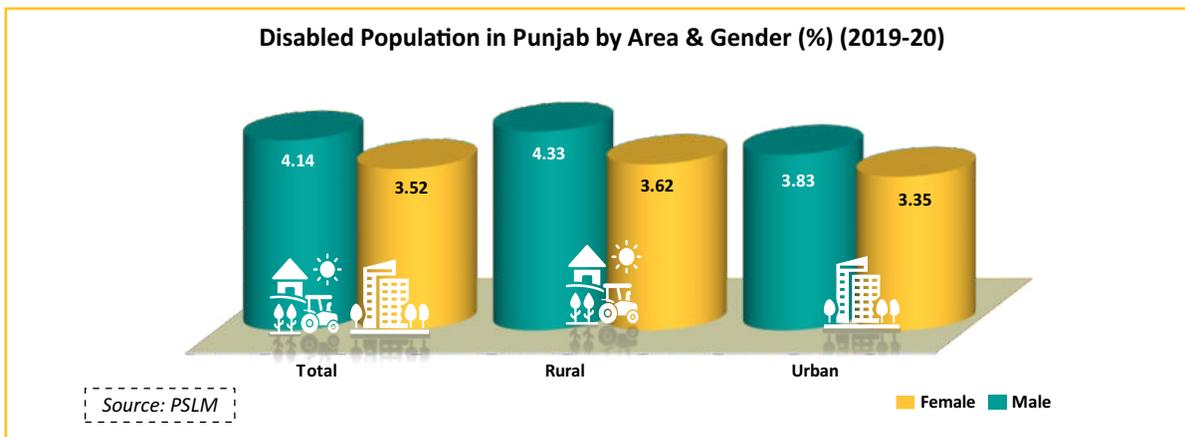


Figure 2.8

The highest incidence of disability among women in urban areas was found in Layyah (6.1%) and the least in Okara (1.4%). In rural areas, the highest proportion of disability among women was observed in Rawalpindi (5%) and the lowest in Nankana Sahib (2%).

A detailed district-wise analysis for the proportion of disability among men and women in urban and rural Punjab is illustrated in Figures 2.9 and 2.10, respectively.

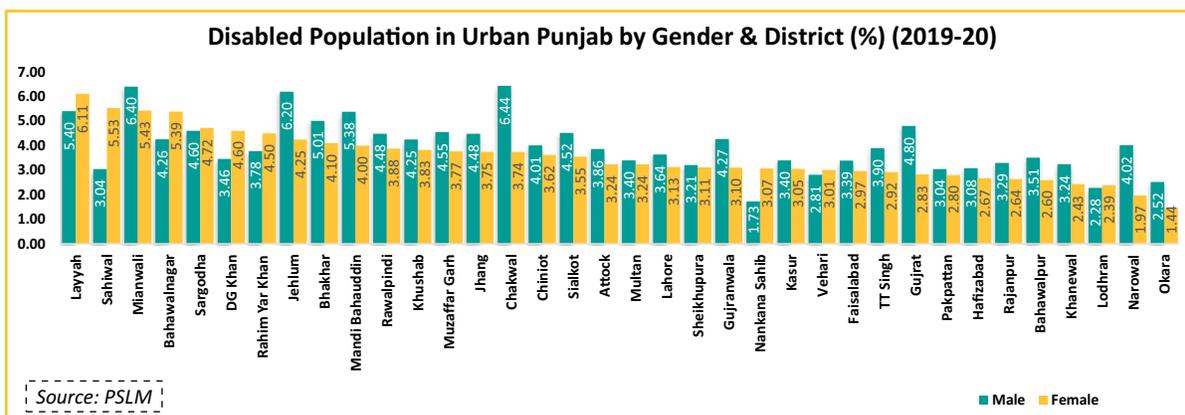


Figure 2.9

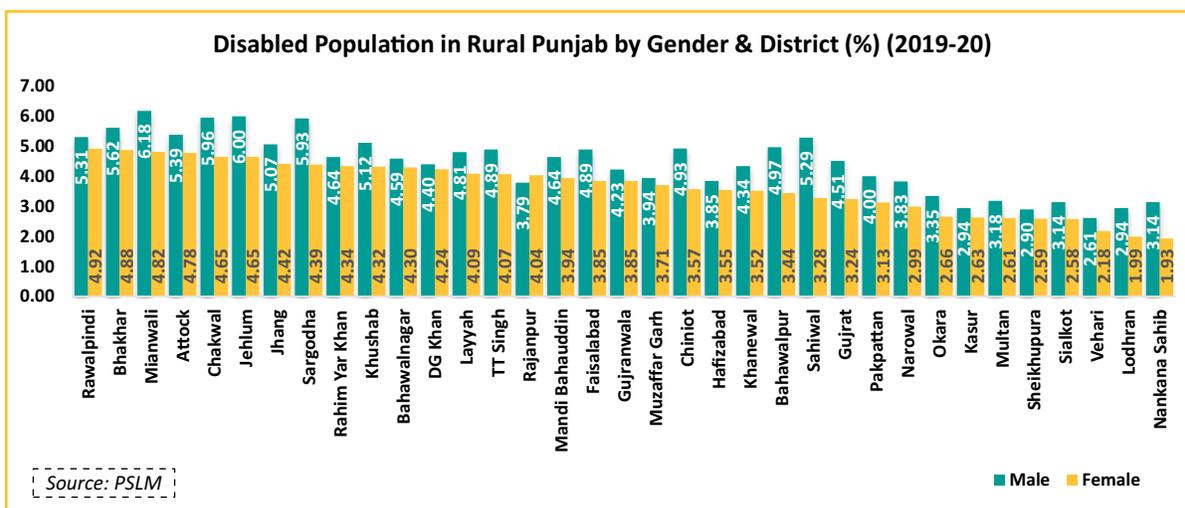


Figure 2.10

Data was also available for the proportion of men and women victim to functional limitation which may be defined as an impairment that restricts or affects one's ability to perform activities like standing, walking, bending etc. Overall and in rural Punjab, men far outnumber women in being functionally limited whereas in urban Punjab, this gap is much narrower, albeit men are still in the worse position. Figure 2.11 illustrates these statistics.

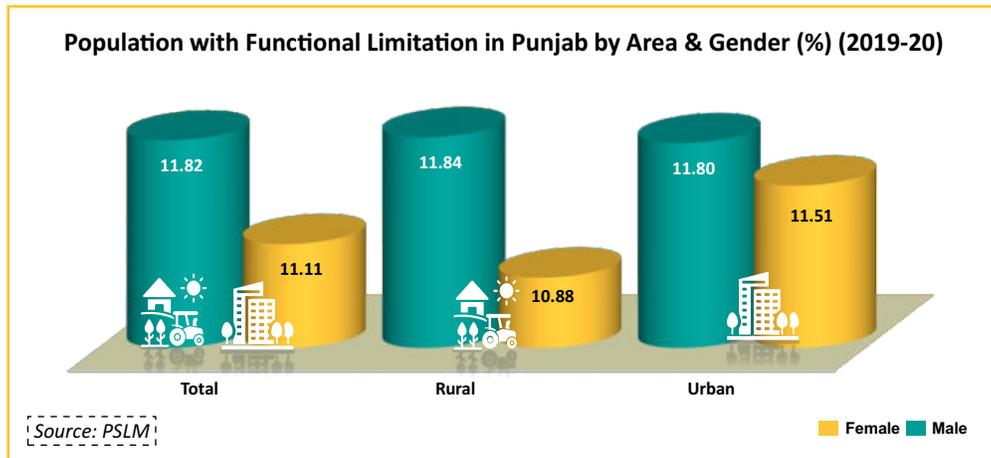


Figure 2.11

The highest proportion of women being functionally limited for urban Punjab was found in Mianwali (19%) while the lowest was found in Pakpattan (6.2%). For rural Punjab, the highest proportion for the same was observed in Mandi Bahauddin (15.3%) and the lowest in Vehari (6.1%). A detailed district-wise analysis for the proportion of functionally limited men and women in urban and rural Punjab is illustrated in Figures 2.12 and 2.13, respectively.

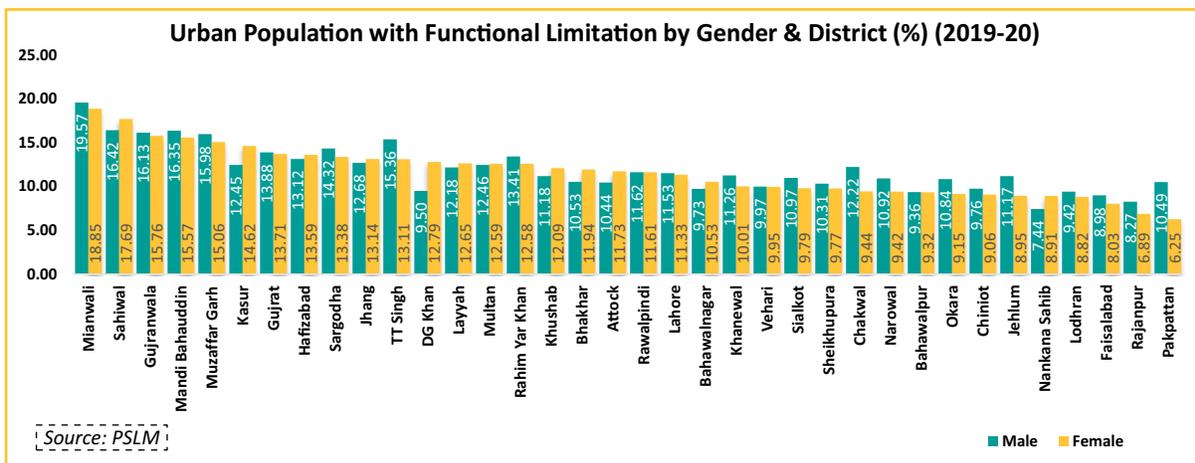


Figure 2.12

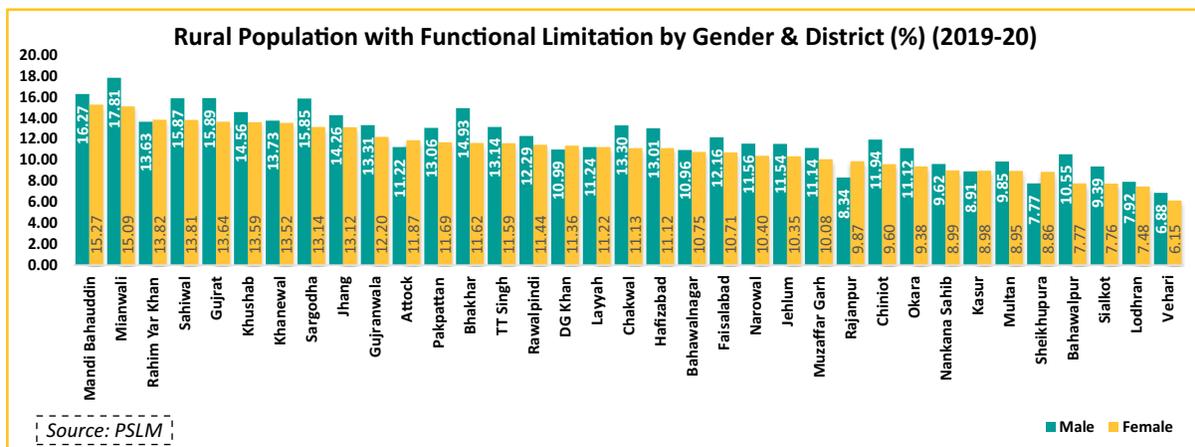


Figure 2.13

2.2 Demographic Profile of Punjab

2.2.1 ICT Use

A key target of SDG 5 corresponds to expanding women's access to ICT to realise gender equity in technology in particular and across all spheres of life, in general.⁵⁶ ICT transforms social lives, relationships and opportunities by offering benefits like flexibility of time and space and potentially increased access to productive knowledge and resources even in remote areas.⁵⁷ But this also means that who benefits from ICT will inevitably be informed by existing power relations in society making access to ICT an issue that cannot be considered gender-neutral.⁵⁸

Access to media can serve to empower women like one study found in the case of television.⁵⁹ In the case of smartphones, while women used to have less access in the past, this has started to change recently and impacted women's status positively.⁶⁰

2.2.1.1 Mobile Ownership

As reported by PSLM 2019-20, overall, in Punjab, 64.3 percent men owned mobiles as compared to 25.3 percent women. This disparity held true in rural and urban areas both; for 61.4 percent and 69 percent men, 18.6 percent and 36.4 percent women owned mobiles in rural and urban Punjab, respectively.

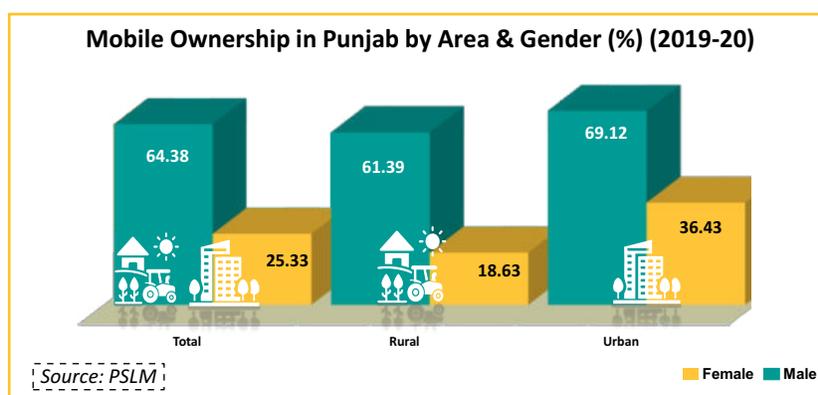


Figure 2.14

A district-wise analysis reveals that the highest proportion of mobile phone ownership among women in urban Punjab was found in Sahiwal (46 percent) while the lowest was found in Rajanpur (17.3 percent). In rural Punjab, the highest proportion for the same was found in Rawalpindi (34.7 percent) and the lowest was found in Rajanpur (6.3 percent). Figures 2.15 and 2.16 illustrate the complete district-wise profile for mobile ownership by men and women in urban and rural Punjab, respectively.

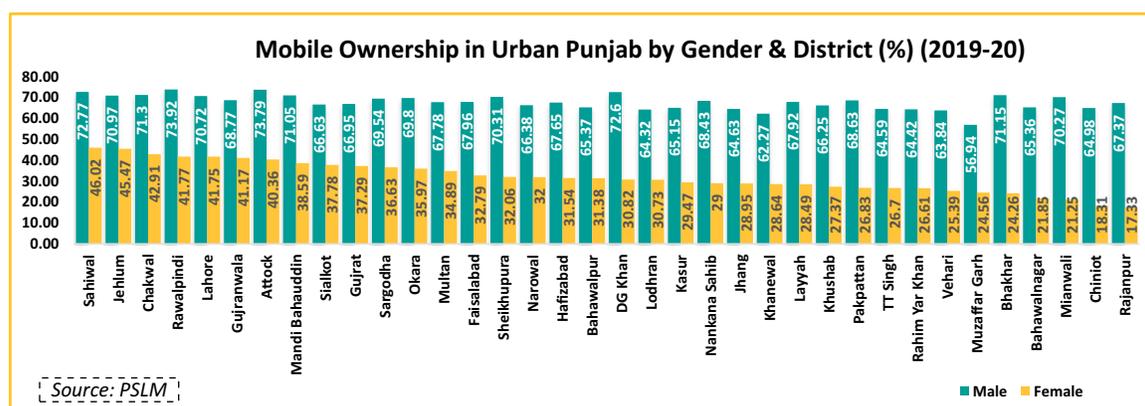


Figure 2.15

56 (Hussain, 2016)

57 (Sida, 2015)

58 Ibid

59 (Baig, et al., 2018)

60 (Shahzadi & Hassan, 2020)

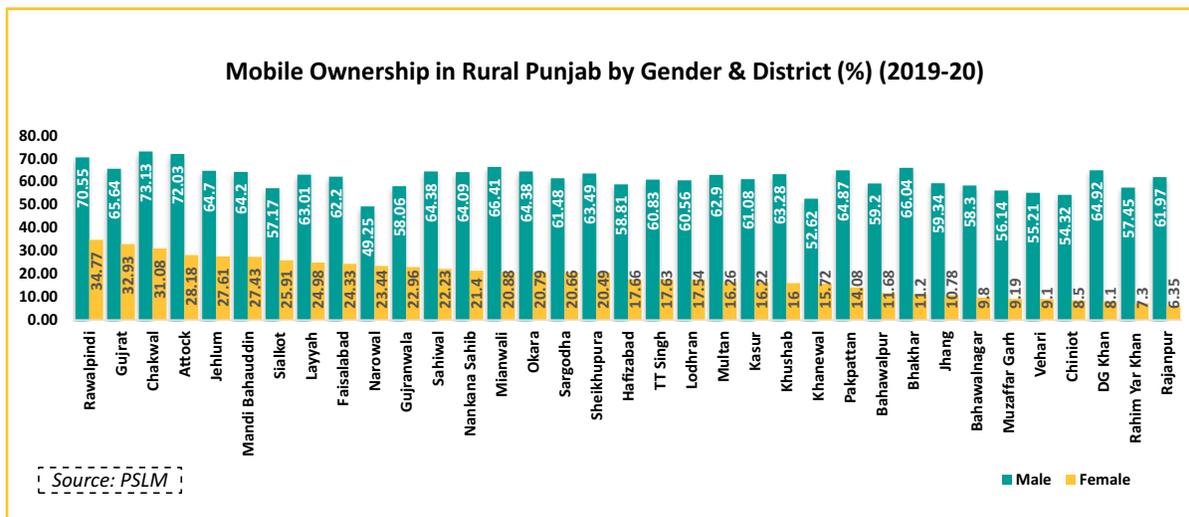


Figure 2.16

2.2.1.2 Internet Use

While men outnumber women in internet usage overall as well as in urban and rural disaggregation, the gender gap remains lower than that observed in mobile ownership. Overall, in Punjab, 24 percent men as compared to 15.3 percent women used the internet. This disparity held true in rural and urban areas both; for 16.4 percent and 36 percent men, 9.4 percent and 25 percent women used internet in rural and urban Punjab, respectively.

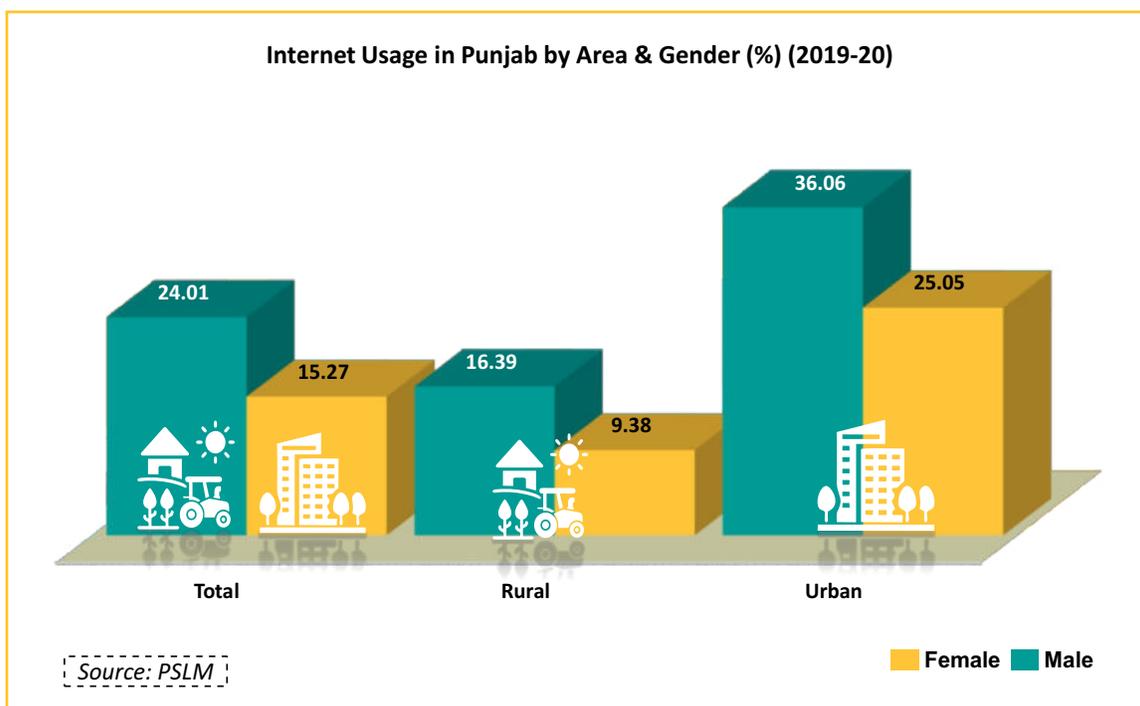


Figure 2.17

In urban Punjab, Narowal recorded the highest proportion of internet usage among women while Layyah recorded the lowest, as illustrated in Figure 2.18.

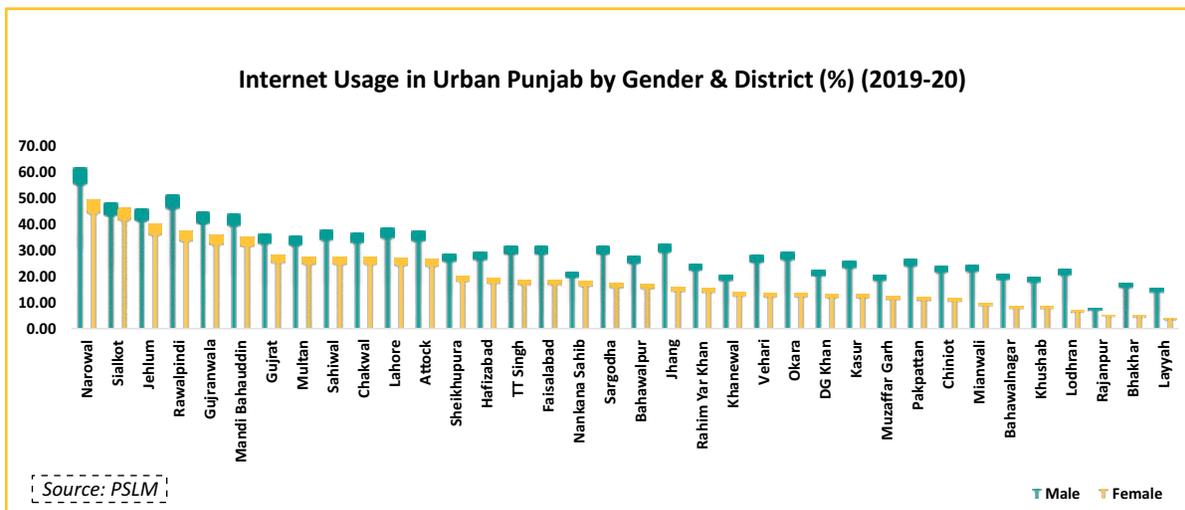


Figure 2.18

In rural Punjab, the highest proportion of internet use among women was observed in Gujrat while the lowest was observed in Rajanpur, as illustrated in Figure 2.19.

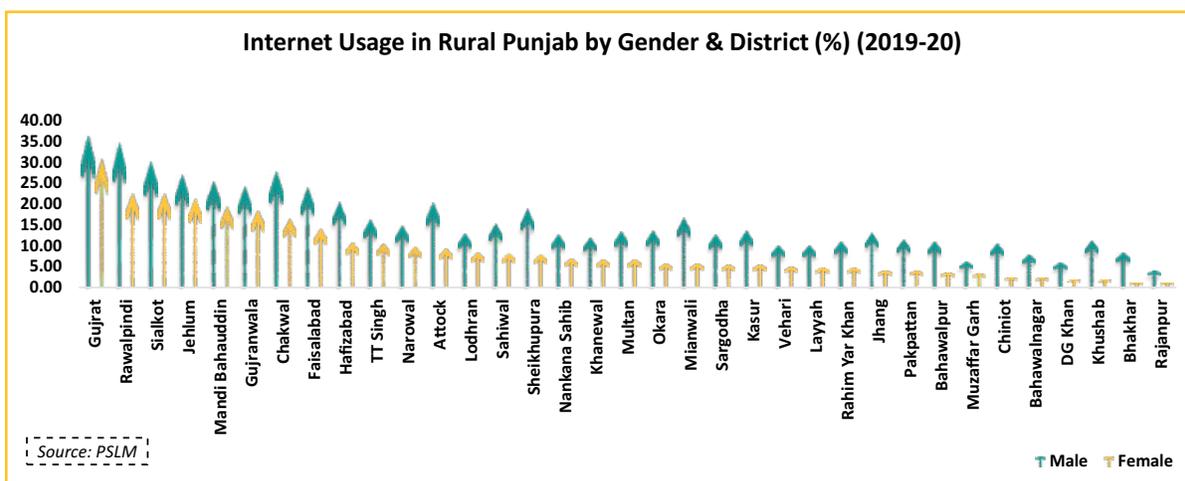


Figure 2.19

2.2.2 Ownership of Housing Units

A potent indicator of women's financial independence and agency may be found in the gender-disaggregated data for ownership of housing units, obtained from the 6th Population and Housing Census conducted in 2017.

This data revealed a big gender gap in ownership of housing units in rural Punjab with 63 percent male owners for only 4.3 percent female and 0.001 percent transgender owners. In urban Punjab, the gender gap between men and women still persisted, albeit to a less pronounced degree. For 30 percent male owners, there were 3 percent female and 0.002 percent transgender owners of housing units. These statistics are illustrated in Figure 2.20.

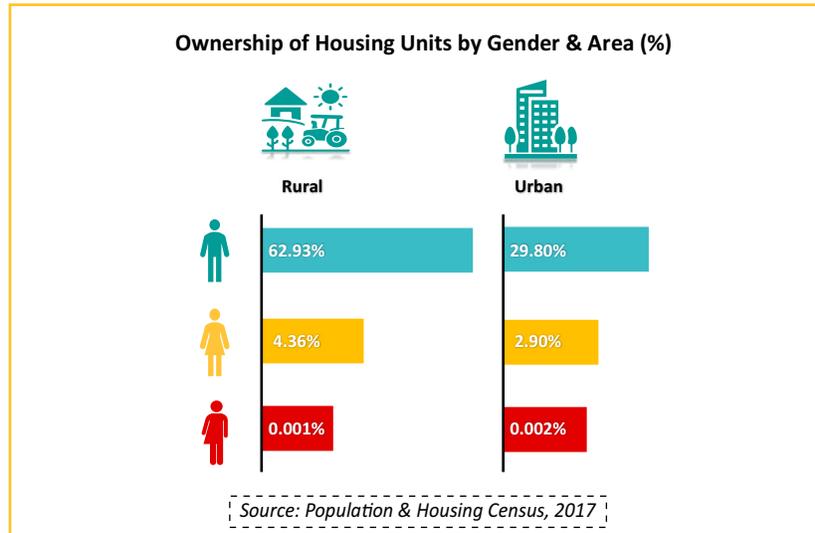


Figure 2.20

2.3 Civil Registration and Vital Statistics under NADRA

Pakistan is among the priority countries identified for the strengthening of CRVS by UNESCAP.⁶¹ To this end, the government has committed to "get everyone in the picture" as stated in its ministerial declaration.

For the purposes of this report, gender-disaggregated data on some vital statistics including birth, death, marriage and divorce registration has been sourced from the National Database and registration Authority (NADRA). The following subsections present an analysis of the same.

Civil registration and vital statistics (CRVS) is the continuous, permanent, compulsory and universal recording of the occurrence and characteristics of vital events of the population in accordance with the law

Source: National Policy to Revamp and Reform Civil Registration of Vital Events and Ensuring Vital Statistics System in Pakistan

2.3.1 Birth Registration

Birth registrations increased for both boys and girls by 2.7 percent and 3.4 percent respectively, between 2020 and 2021. Unfortunately, the birth registration for transgender persons recorded a declining trend with 37 registrations in 2020 falling to 25 in 2021. These statistics are illustrated in Figure 2.21.

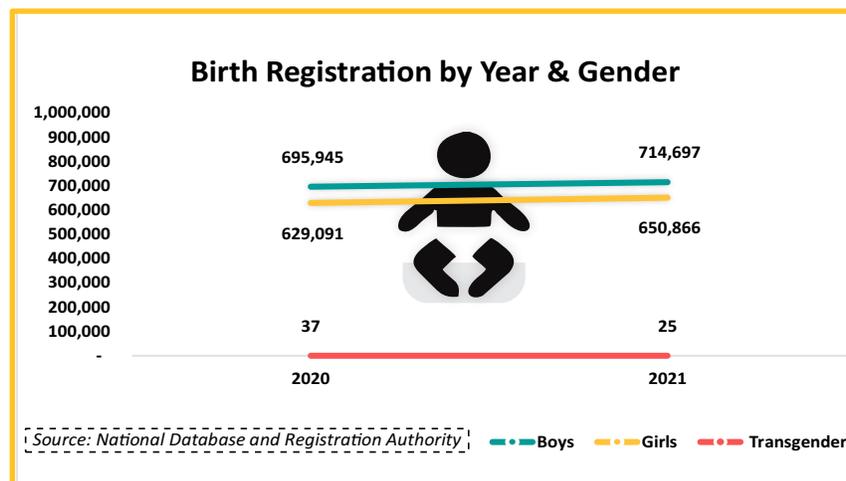


Figure 2.21

61 (Ministry of Planning, Development and Special Initiatives, n.d.)

Figure 2.22 illustrates the district-wise distribution of birth registration of girls in the province in 2021.

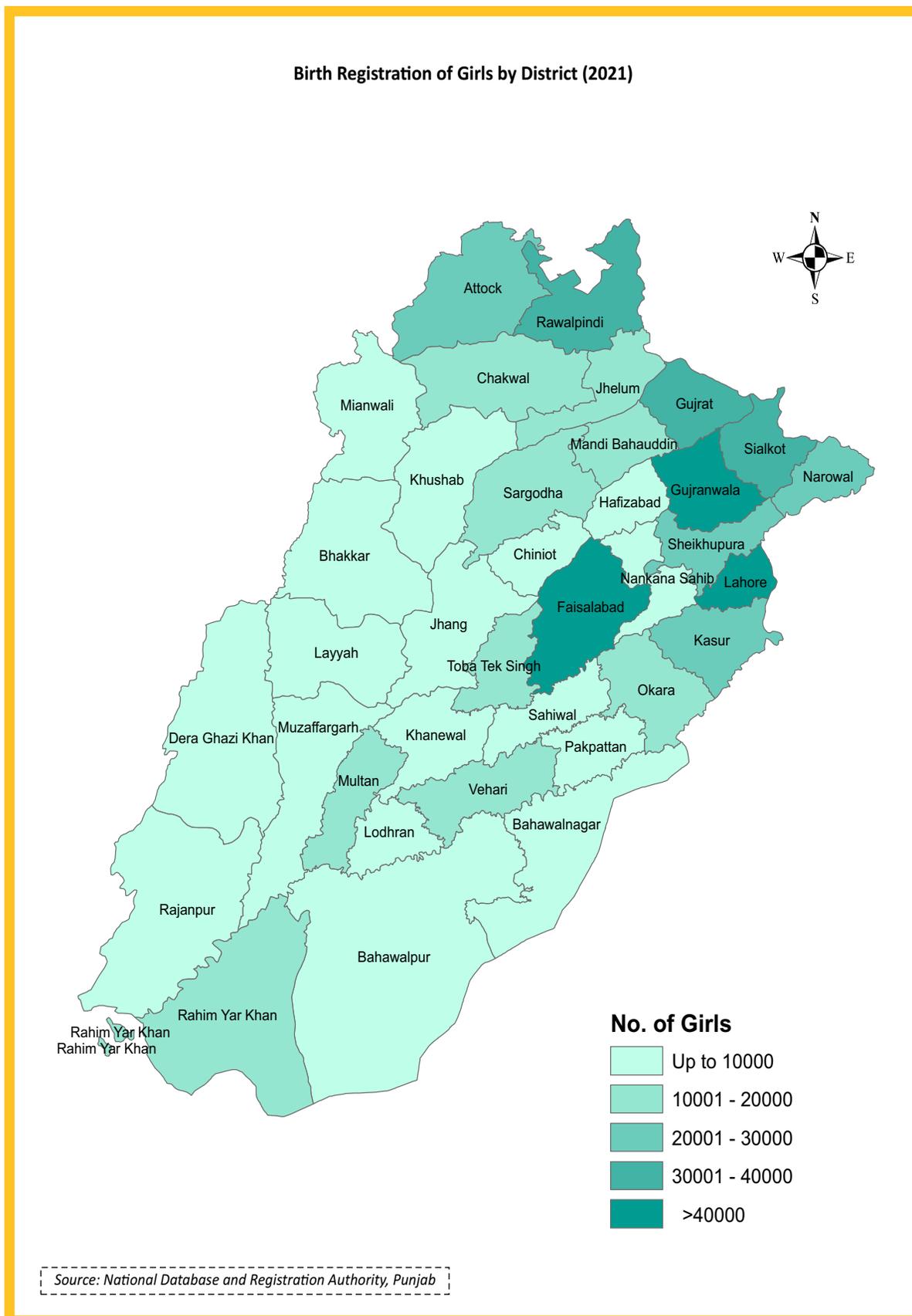


Figure 2.22

Figure 2.23 illustrates the district-wise distribution of birth registration of transgender persons in the province in 2021.

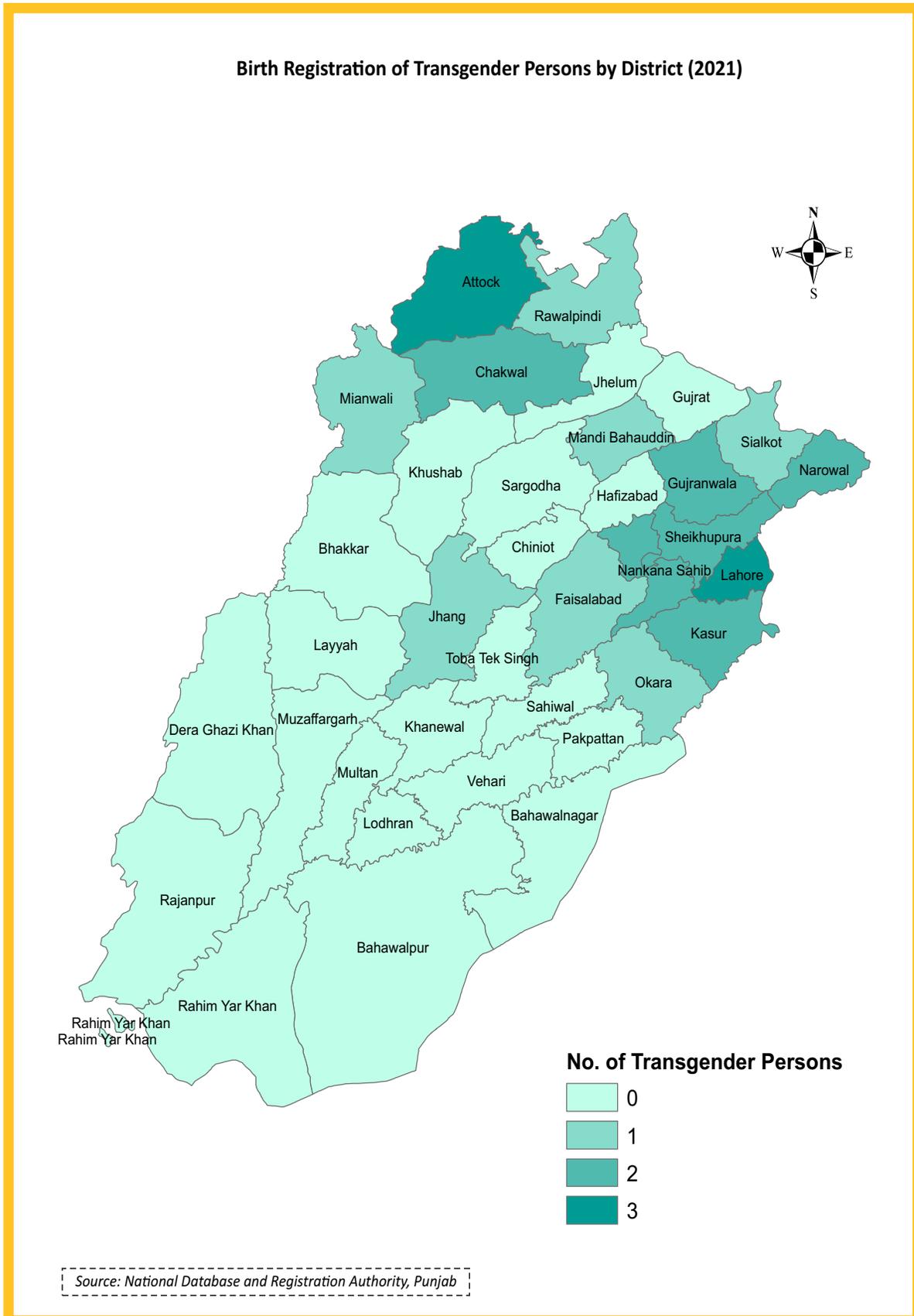


Figure 2.23

2.3.2 Death Registration

Between 2020 and 2021 in Punjab, death registration for men increased by 4 percent while that for women increased significantly by 12 percent. Death registration for transgender persons registered a declining trend similar to the trend for their birth registration; this may speak to the need for consistent efforts to legally enfranchise and document the transgender community.

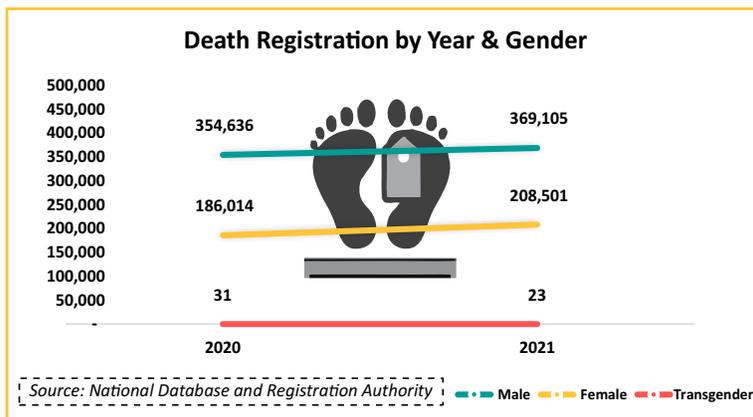


Figure 2.24

The highest proportion of death registration among women was observed in Lahore while the lowest was observed in Hafizabad; a detailed district-wise analysis is presented in Figure 2.25.

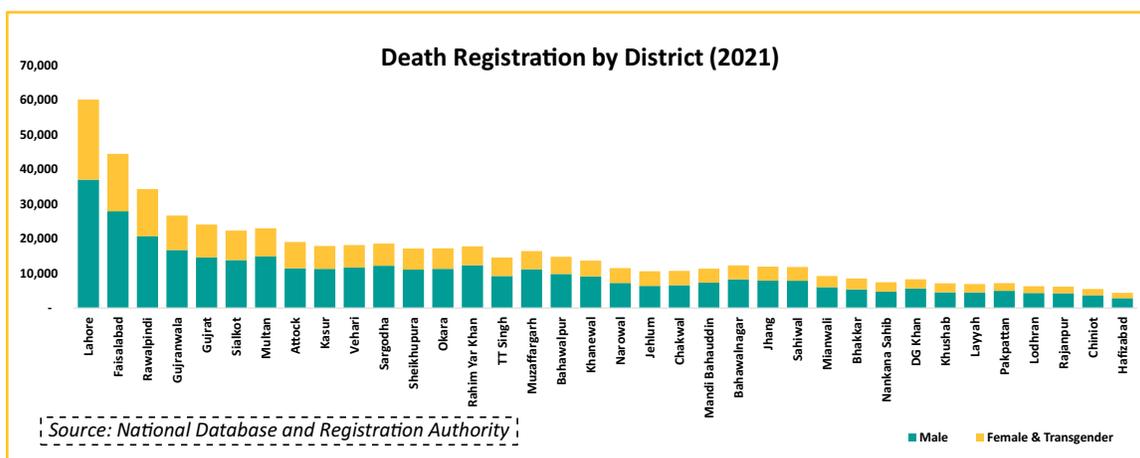


Figure 2.25

2.3.3 Marriage Registration

Marriage registration increased by 7.5 percent in the province from 544 marriages registered in 2020 to 585 registered in 2021; Figure 2.26 illustrates these statistics.

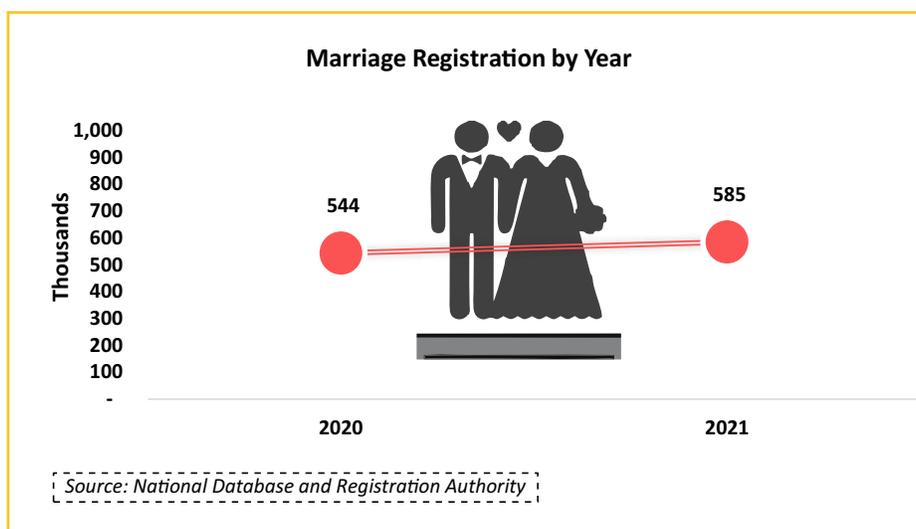


Figure 2.26

A detailed district-wise analysis illustrated in Figure 2.27 reveals that in 2021, the highest number of marriages was registered in Lahore while the lowest was registered in Hafizabad.

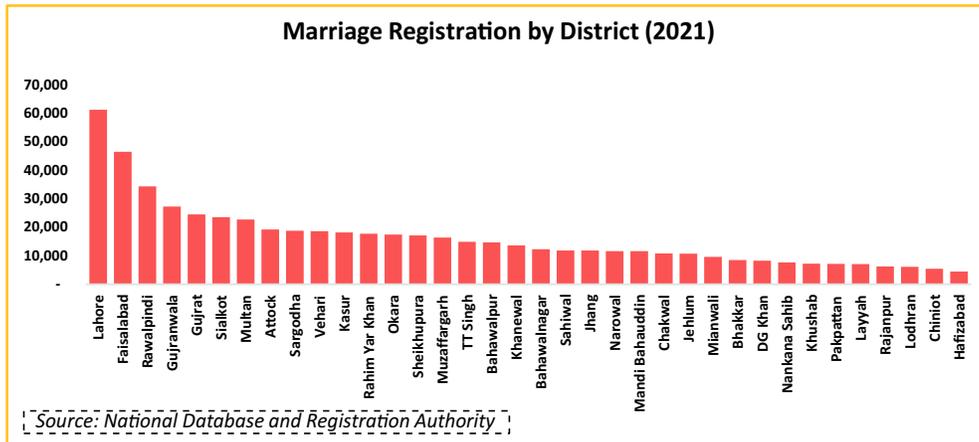


Figure 2.27

2.3.4 Divorce Registration

The data for divorce registration was disaggregated by the type of divorce. While *Talaq-e-Tafweez* refers to the delegation by the husband to the wife of the right to divorce, *Khula* refers to the dissolution of marriage initiated by the wife.

While registration for *Talaq-e-Tafweez* increased negligibly by 0.3 percent, the registration for *Khula* increased alarmingly by 31 percent. Other divorce registrations in 2021 amounted to 44 in number. These statistics are illustrated in Figures 2.28 and 2.29.

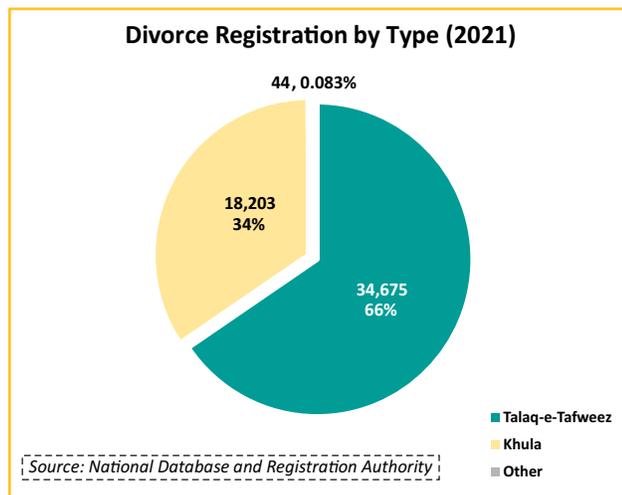


Figure 2.28

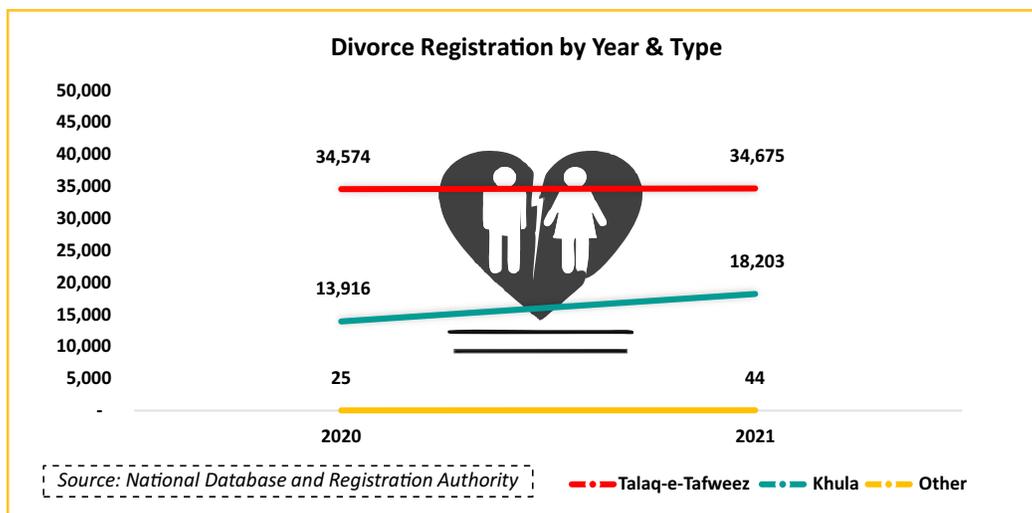


Figure 2.29

Figure 2.30 illustrates the district-wise distribution of *Khula* cases registered in the province in 2021.

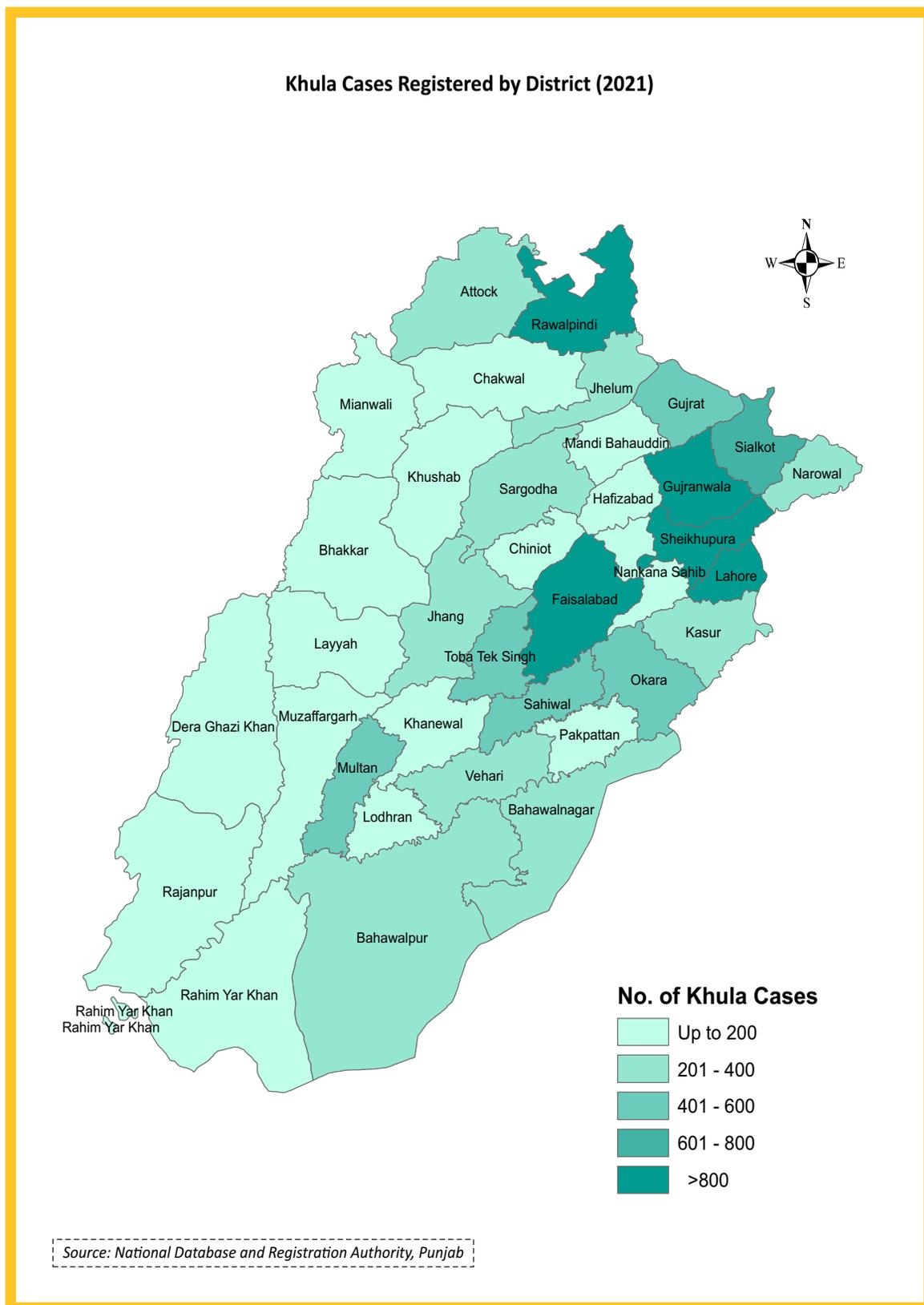


Figure 2.30

2.4 Registration of Computerized National Identity Cards (CNICs)

As the purported body for issuance and registration of CNICs to Pakistani citizens, NADRA was the source for data analysed in this section. The section looks at trends in registration of CNICs for adults (18 years and above), minors (less than 18 years) and Persons with Disabilities (PWDs).

2.4.1 Registration of CNICs for Adults

In 2021, of all CNICs registered with NADRA for adults, 59 percent were for women, 40 percent for men and 0.002 percent (only 67) for transgender persons.

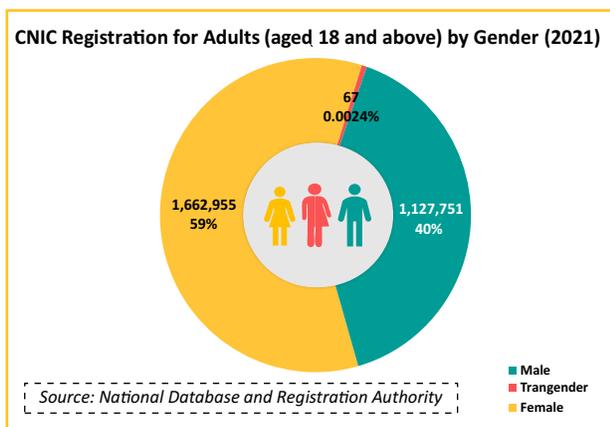


Figure 2.31

In terms of the rural-urban disaggregation in 2021, overall, more CNICs (18,12,165) were registered in rural Punjab than in urban. Of these, 10,89,835 (60%) were for adult women, 722,290 (39.8%) for adult men and 40 (0.002%) were for transgender persons. In urban Punjab, of 9,78,608 CNICs registered, 5,73,120 (58.5%) were for adult women, 4,05,461 (41.4%) for adult men and 27 (0.002%) were for transgender persons. These statistics are illustrated in Figure 2.32.

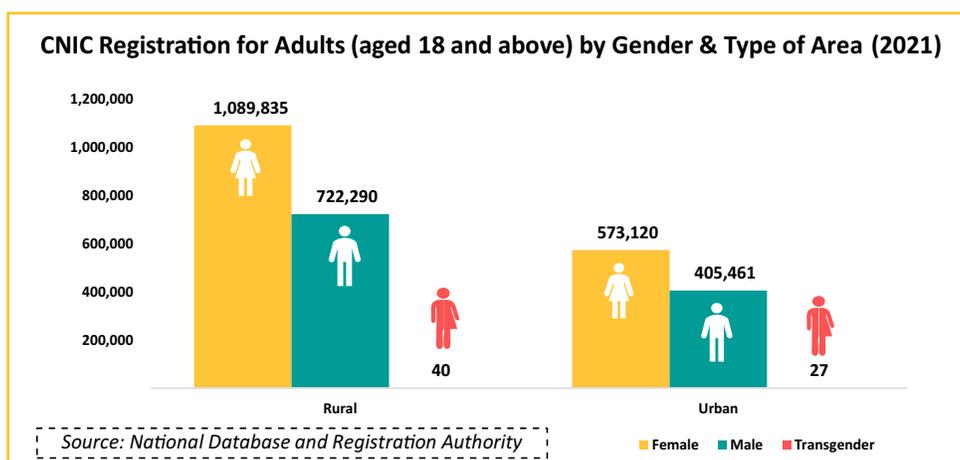


Figure 2.32

A yearly comparison reveals that CNIC registration in Punjab increased by 17.6 percent from 23,71,776 in 2020 to 27,90,773 in 2021. A great increase of roughly 40.5 percent was observed in the registration of CNICs for women in rural Punjab. The largest increase was observed in registration of CNICs for transgender persons in rural Punjab, whereby the number increased by 207 percent from 13 in 2020 to 40 in 2021. A detailed analysis is depicted in Figure 2.33.

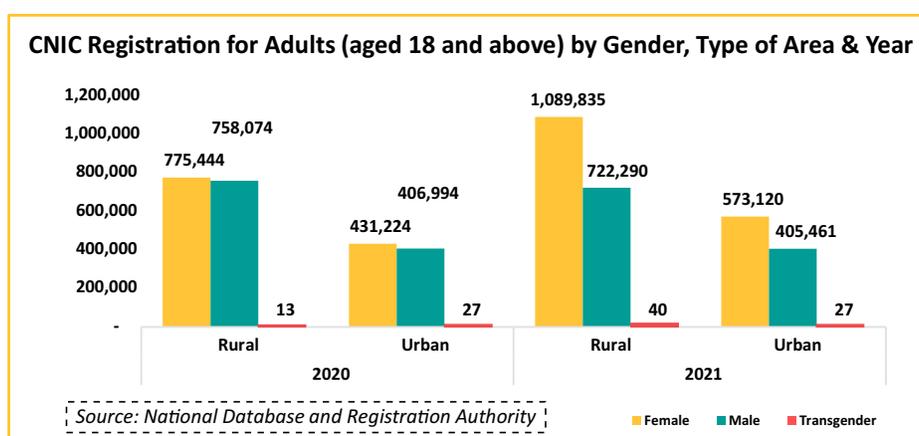


Figure 2.33

The district posting the highest incidence of CNIC registration for women was Lahore and the one with the lowest incidence was Hafizabad. Figure 2.34 depicts a complete district-wise profile for registration of CNICs for adults disaggregated by gender.

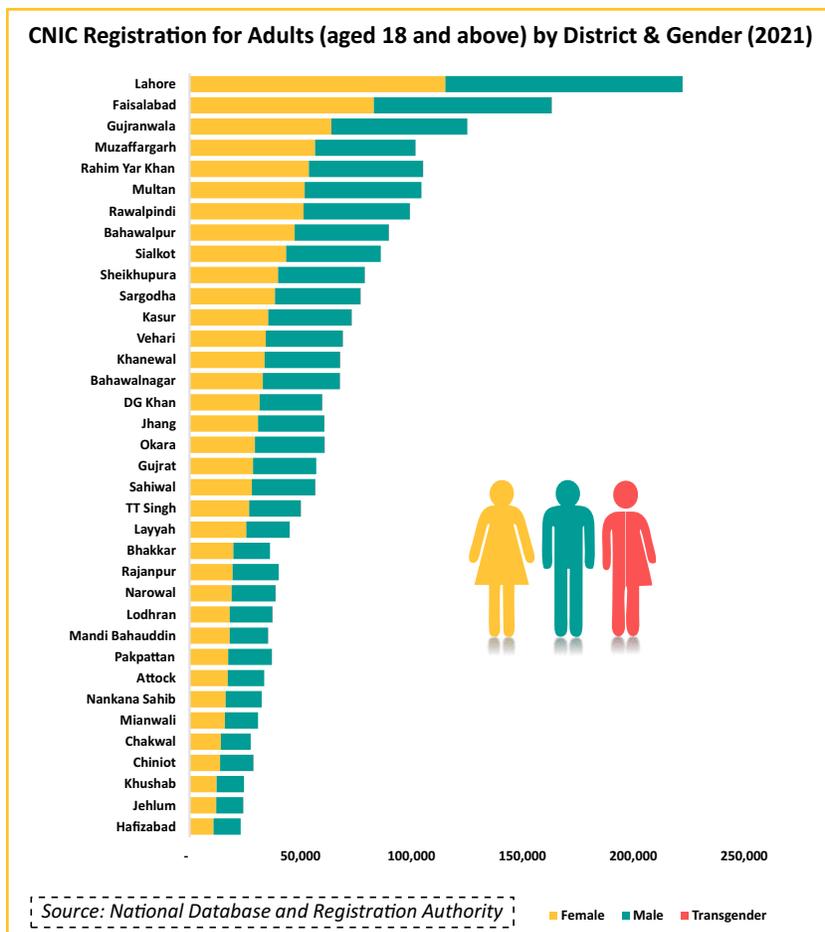


Figure 2.34

Figure 2.35 illustrates a yearly comparative analysis of the district-wise breakdown of registration of CNICs for transgender persons. For both years, Lahore recorded the highest numbers while Bhakkar and Chakwal continued to record none.

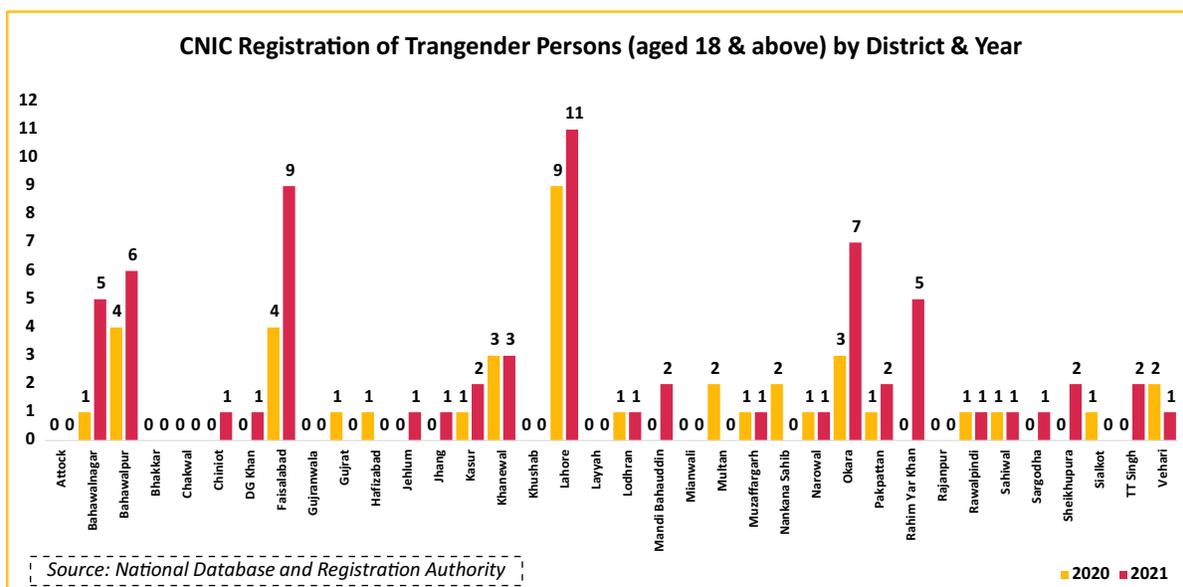


Figure 2.35

Figure 2.36 depicts the district-wise distribution of CNIC registration for women in 2021 across Punjab.

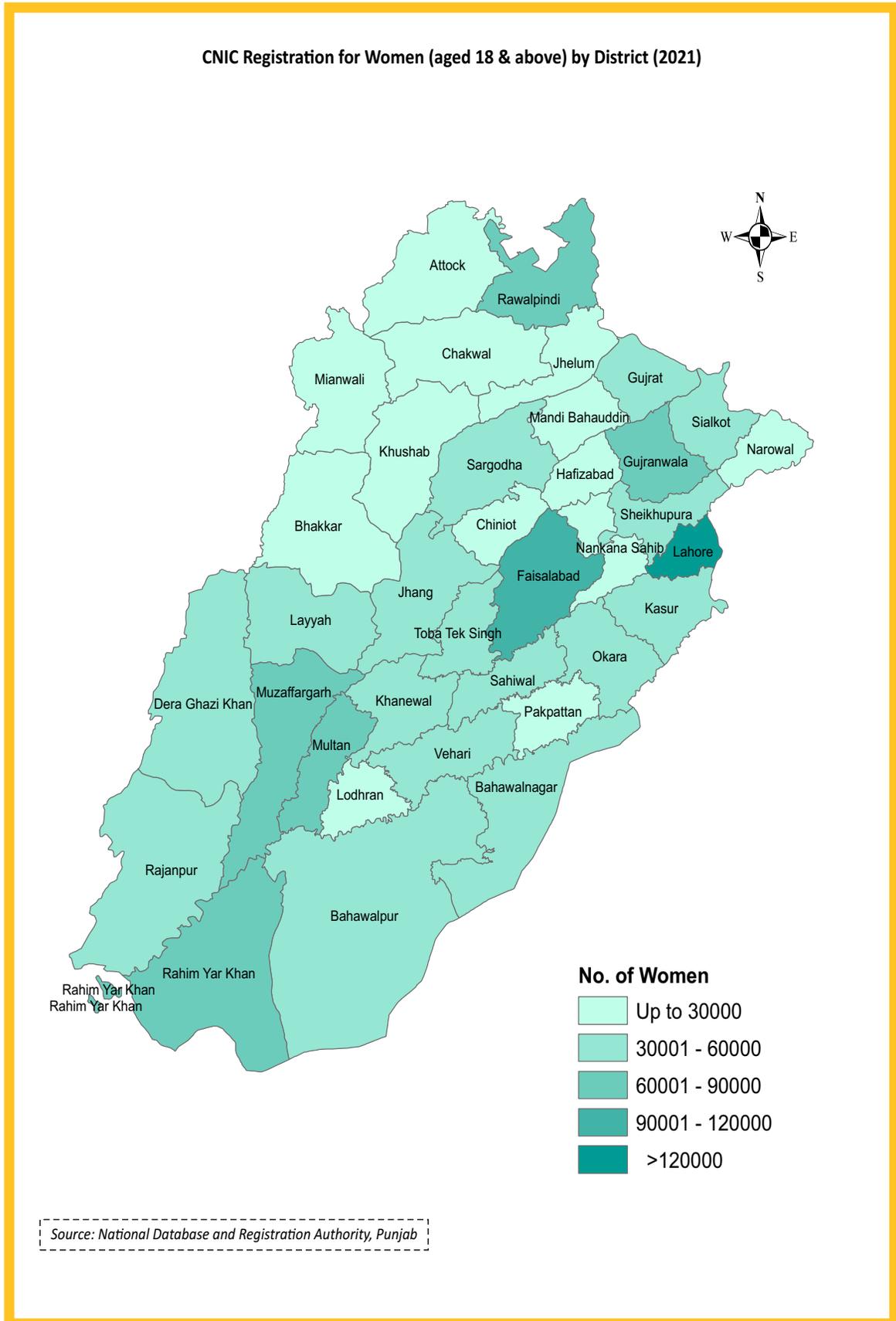


Figure 2.36

2.4.2 Registration of CNICs for Minors

In 2021 in Punjab, 63,30,308 CNICs were registered for minors of which 33,01,524 (52%) were for boys and 30,28,784 (48%) were for girls (Figure 2.37).

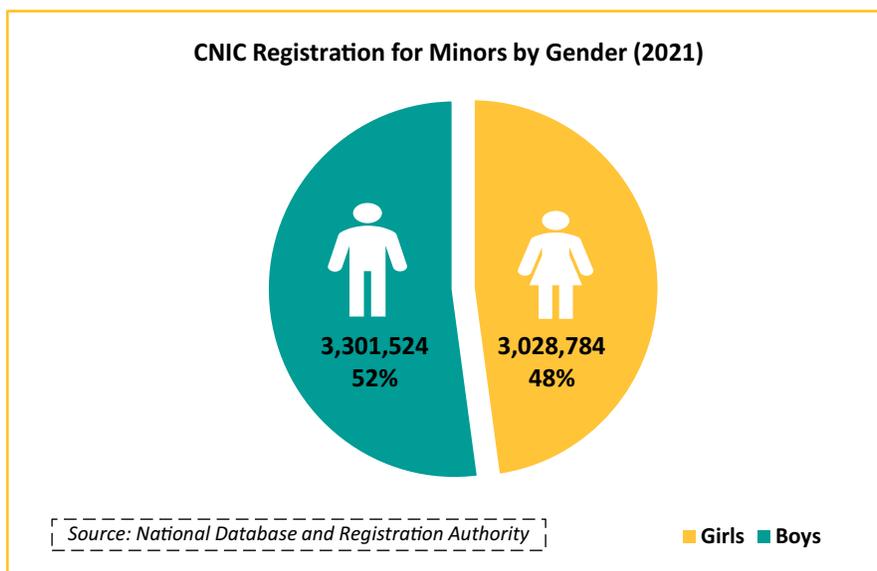


Figure 2.37

The registration of CNICs for minors increased by 0.8 percent for boys from 32,75,000 in 2020 to 33,01,524 in 2021 while that for girls increased by 1.7 percent from 29,78,000 to 30,28,784 (Figure 2.38).

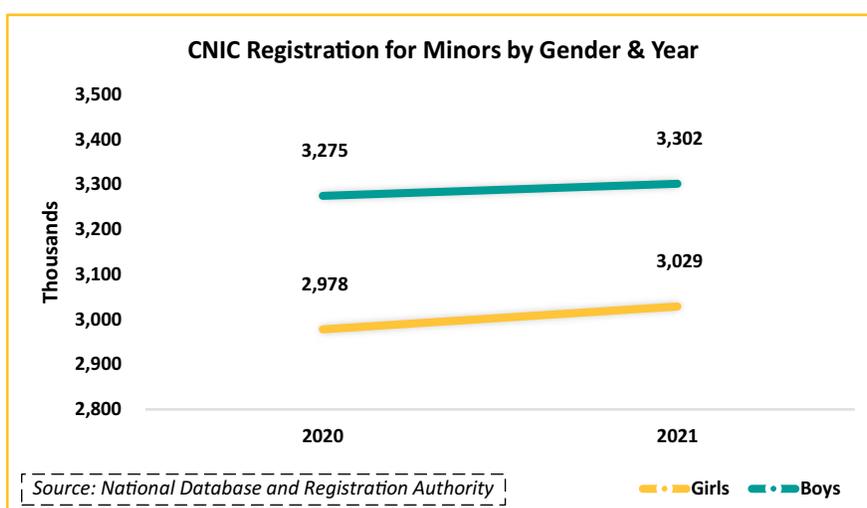


Figure 2.38

A district-wise analysis, illustrated in Figure 2.39, reveals that the highest incidence of CNIC registration for girls was observed in Lahore while the lowest was observed in Chakwal.

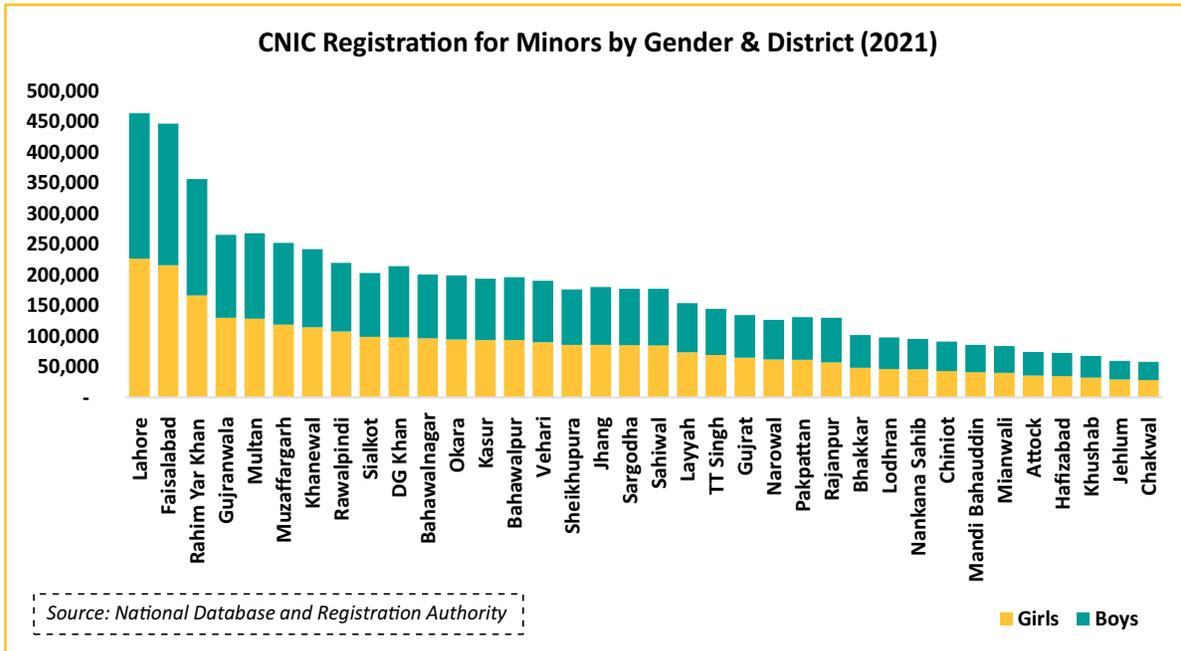


Figure 2.39

A yearly analysis between rural and urban Punjab (Figure 2.40) reveals that the registration of CNICs for minors fell for both boys and girls in rural Punjab while an upward trend was observed in figures for their urban counterparts. CNIC registration for girls in urban Punjab increased by 18 percent while in rural Punjab, it declined by a dismally grand 66.5 percent.

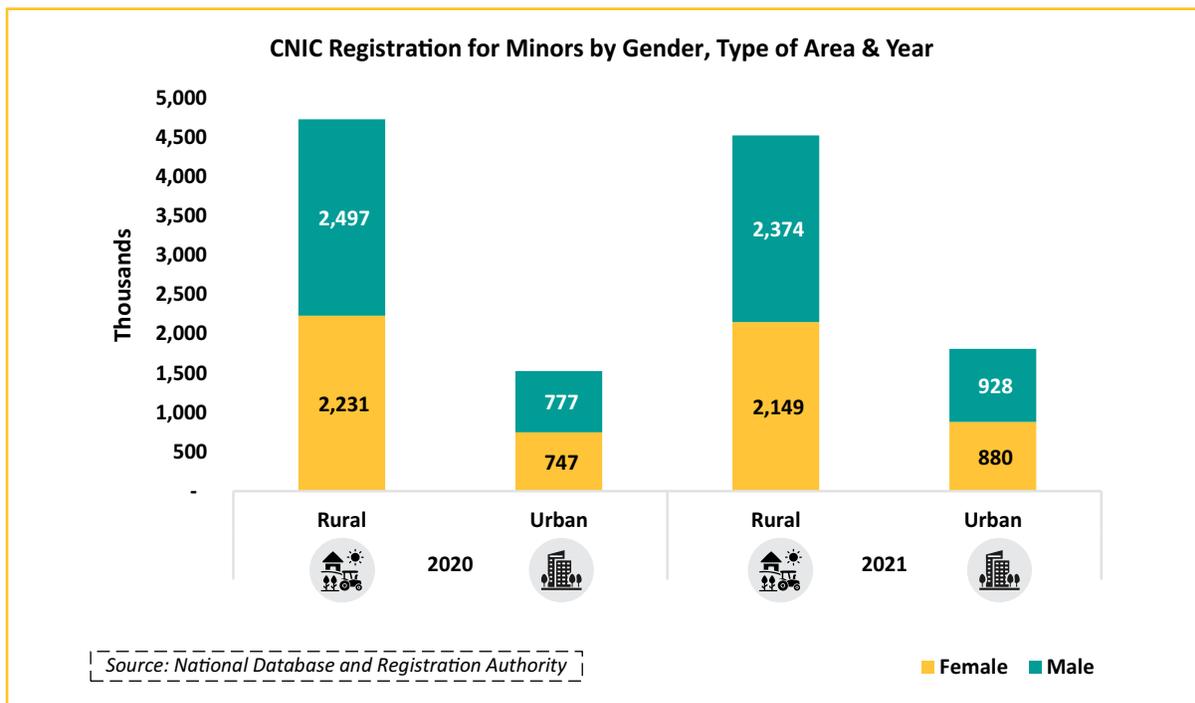


Figure 2.40

Figure 2.41 depicts the district-wise distribution of CNIC registration for girls in Punjab in 2021.

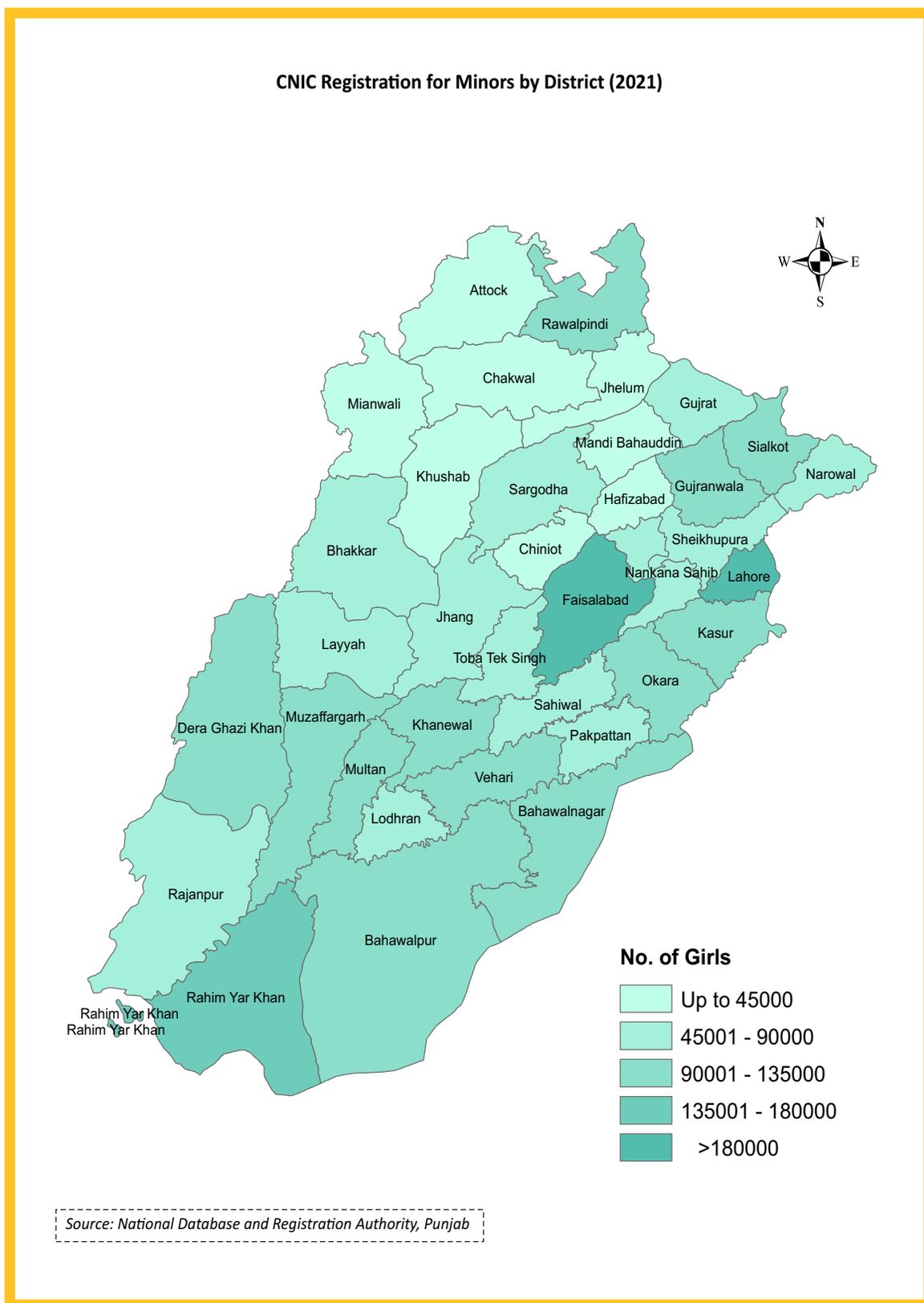


Figure 2.41

2.4.3 Registration of CNICs with Disability Logo

In 2021 in Punjab, a total of 61,254 CNICs with the disability logo were registered. Of these, 42,622 (70%) were issued to men while 18,632 (30%) were issued to women.

Overall, the registration of CNICs with the disability logo increased manifold for both men and women between 2020 and 2021 (Figure 2.43). The registration for men increased by 149.5 percent from 17,083 in 2020 while that for women increased by 225.7 percent. This is a welcome observation as far as the plight of PWDs is concerned, given the official importance accorded to a valid ID for gaining access to services that may be meant for specific groups within society.

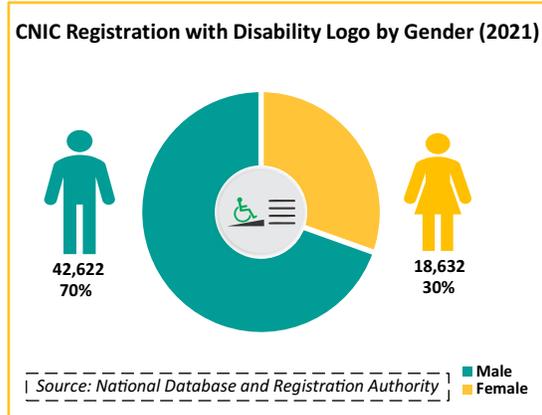


Figure 2.42

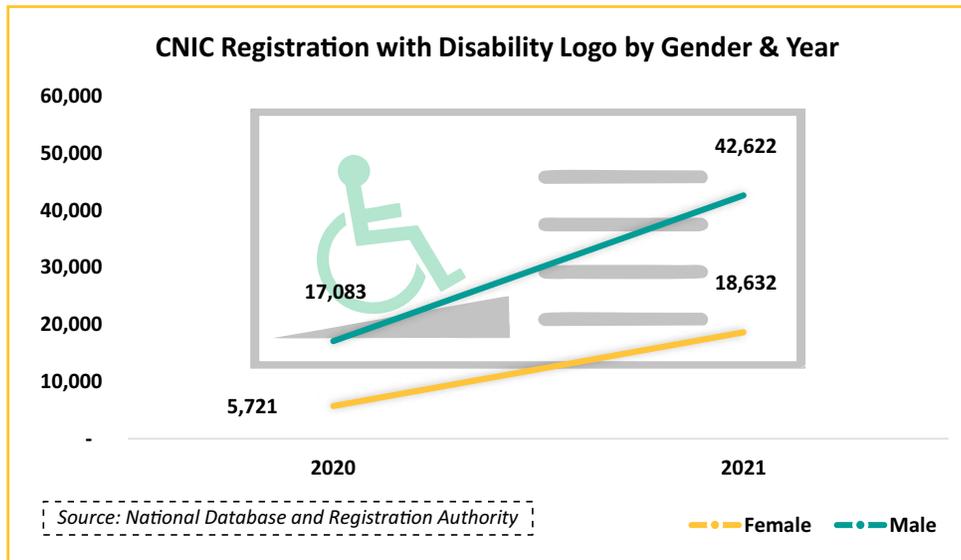


Figure 2.43

A yearly comparison between statistics for urban and rural Punjab (Figure 2.44) reveals that the highest increase for both men and women was recorded in rural Punjab although a generally upward trend was observed for both genders in urban Punjab as well.

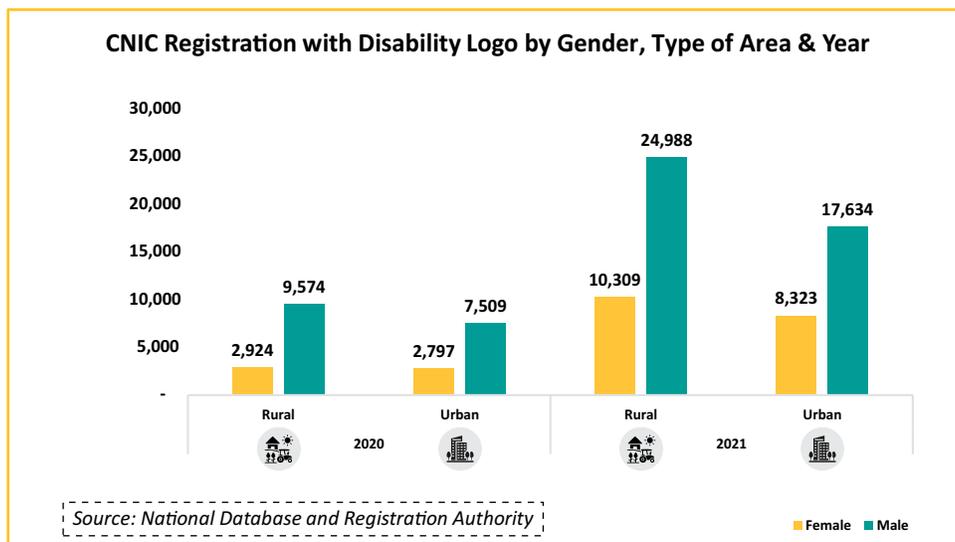


Figure 2.44

In terms of a district-wise analysis, the highest incidence of registration among women was observed in Lahore while the lowest was observed in Hafizabad. Figure 2.45 illustrates a detailed analysis.

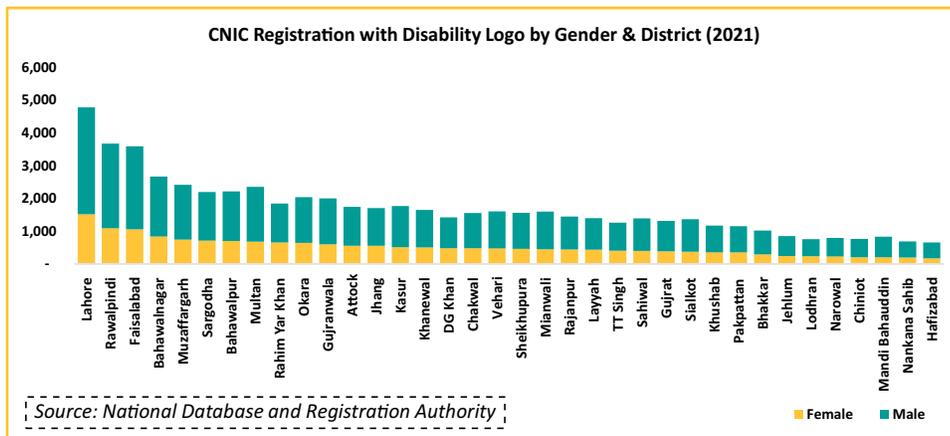


Figure 2.45

Figure 2.46 illustrates the district-wise distribution of the registration of CNICs with disability logo for women in 2021.

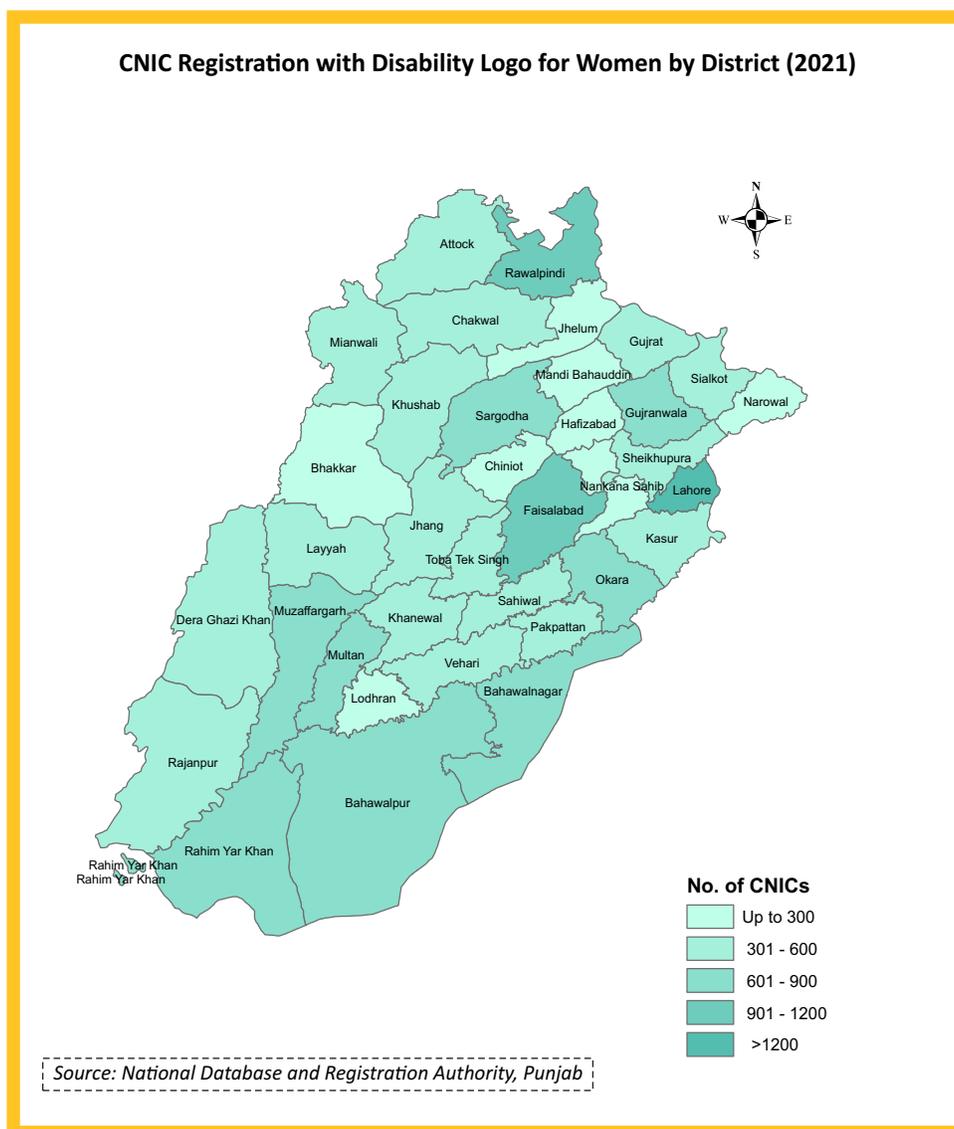


Figure 2.46

2.5 Conclusion

The management and welfare of a population must be rooted in evidence-based conclusions that can be drawn if mechanisms for effective demographic data collection and analyses are in place. This is especially important as the global community reaffirms its commitment to the 2030 Agenda for Sustainable Development; all goals tie into one or another dimension of population management.

The demographic imperatives of Pakistan cannot be ignored and both the federal and provincial governments have shifted focus towards realising the potential of its human capital such that it does not become a liability. For Punjab, it is necessary to capitalise on the changing demographic structure by investing in urban space management, provision of safe sanitation for all especially women and young girls, increasing contraceptive use and ensuring access to family planning services to reach a fertility rate that is a balance between the number of children and resources to care for them. Heartening strides have emerged in terms of increasing the birth registration for girls as well as enfranchising PWDs; such momentum must also be realised to ensure a safe passage for transgender persons as they strive to gain access to public services. Positioning gender sensitivity and demographic needs at the core of policymaking is certain to help Punjab achieve a sustainable community.

I. 2.6 Recommendations

II. 2.6.1 Policy

III. Accountability of Nikkah Registrars

- Compliance of Nikkah Registrars with the Muslim Family Laws Ordinance (MFLO), 1961 must be checked periodically by relevant public offices, and their licenses must be renewed based upon satisfactory review.
- Nikkah Registrars must hold an intermediate degree.

VI. Restraining Child Marriage

- Minimum age of marriage for girls must be increased to 18 by amending the Punjab Child Marriage Restraint (Amendment) Act (CMRA), 2015.
- Offenders must be held accountable through district-level task forces to track violations of CMRA.

2.6.2 Procedural

Capacity Building of Enumerators

- Enumerators must be sensitized to ensure maximum documentation of transgender persons and PWDs in the population and housing census and surveys.

Guarantee 100% birth registration

- Continued efficacy of digitized birth registration processes must be ensured to achieve 100% birth registration of all citizens.

Ensure 100% CNIC registration of women, girls, transgender persons and PWDs

- Processes of CNIC registration must continue to be accessible for vulnerable communities to achieve 100% CNIC registration.

Increase female ownership of housing units

- Incentivise women's ownership of housing units through property tax rebates.





GOVERNANCE

KEY FINDINGS

-  Of 100 senators, 81% are men and 19% are women with a GPI of 0.235. Of the 23 Senators on seats allocated to Punjab, 19 (83%) are men and only 4 (17%) are women, with a GPI of 0.211.
-  The National Assembly of Pakistan consists of 341 members, of which 270 (79%) are men, and 71 (21%) are women, with a GPI of 0.262. Of these 71 women, 10 (4%) have been elected to general seats compared to 261 (96%) men, while 60 are appointed on reserved seats for women and 1 on a seat reserved for minorities.
-  The Punjab Assembly consists of 371 members, of which 296 (80%) are men and 75 (20%) are women, with a GPI of 0.253. 66 (88%) women were appointed on seats reserved for women, 8 women (11%) were elected to the general seats while 1 woman was appointed to a seat reserved for minorities.
-  In 2021 in Punjab, at the provincial level, of all non-gazetted staffers, 92% were men while 8% were women. Of all gazetted staffers, 70% were men while 30% were women. At the district level, of all non-gazetted staffers, 89% were men while 11% were women. Of all gazetted staffers therein, 75% were men while 25% were women.
-  Data for Cantonment Board elections conducted across 12 districts of Punjab reveals that 7 out of 870 candidates who stood for cantonment elections in 2021, were female.
-  Data obtained from the Provincial Election Commissioner reveals that of 69,049,301 registered voters in Punjab, 54% are men while 46% are women.

INTRODUCTION

Governance is the process of decision-making and defining whether certain policies will be implemented or not.⁶² This process includes formal and informal stakeholders in the development and implementation of decisions about administrative, political and financial affairs of a country. The process of governance allows citizens to express their interests, enjoy their legal rights, inform them of their obligations and provide an enabling environment to mediate their differences.⁶³

Globally, governance can take different forms and has been theorized in multiple ways.⁶⁴ The definition expanded beyond the economic realm when the World Bank used the phrase "crisis in governance" to describe African political events in 1989.⁶⁵ Amongst at least five different theories of governance, all of which distinguish it from 'Government,' is Stoker's theory which identifies governance as "the capacity to get things done without relying on the power of the Government to command or use its authority."⁶⁶

While government is made of public institutions whose authority is rooted in the State, governance bodies can be public, private or a mixture.⁶⁷ Government is thus one of the actors in governance. Other actors involved in governance depend upon the level of governance.

For example, in rural areas, actors involved may include landlords, farmers, religious leaders, and NGOs. Whereas, in urban areas, the situation is more complex. Here, civil society, media, and lobbying powers of multi-national corporations also play important roles in affecting policy making.⁶⁸

Effective governance at all levels is mandatory for efficient management of public and private affairs; indeed, these can function without a government but not without governance.⁶⁹ The quality of governance is determined by the nature of

institutes in place and the extent of participation by social groups, such as minorities and women; it is a well-known notion that diverse groups make better decisions.⁷⁰ This inclusion of civil society into decision-making acts as a representative force for marginalized groups and legitimizes their voice. In fact, effective or 'good' governance can address some of the deficiencies of the state in provision of public goods, and curtail selfish behaviour to maximize public interest.⁷¹

Women's interests form an important section of this public interest, but politics remains a male-dominated field.⁷² Yet, true empowerment cannot happen till the gendered dichotomy of public and private spheres is mediated. Women's empowerment is documented to hold at least four dimensions; women's self-esteem, control over resources, mobility and participation in decision-making.⁷³ This latter component of participation in decision-making refers to power not just in the household but also the public sphere.

The equal participation of women and men in public life is also one of the foundations of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) adopted by the United Nations (UN) General Assembly in 1979.⁷⁴ The 2030 Agenda for Sustainable Development⁷⁵ also focuses on including women in positions of governance; SDG target 5.5, emphasizes the inclusion of women in politics and the decision-making process. Moreover, SDG target 16.7 aims to "ensure responsive, inclusive, participatory and representative decision-making at all levels."⁷⁶ These goals underscore the importance of women's contribution to public decision-making and governance.

Evidence suggests that women legislators perform better in terms of public goods provision and infrastructure development.⁷⁷ Moreover, the management of common natural resources is much more socially optimal when a mixed-gender group is governing them, as opposed to just one gender.⁷⁸ This is truer when women's representation serves to be more than symbolic tokenism - if they are

62 Governance: ICPS, 2022

63 United Nations: Economic and Social Commission for Asia and the Pacific

64 Keeping, 2018

65 Ibid.

66 Ibid.

67 Ibid.

68 United Nations: Economic and Social Commission for Asia and the Pacific

69 Keeping, 2018

70 Organization for Economic Co-operation and Development, 2021

71 Keeping, 2018

72 Jabeen, 2020

73 Hussain and Jullandhry, 2020

74 The Impact of the CEDAW Convention: Paths to Equality, 2012

75 United Nations, Department of Economic and Social Affairs

76 Ibid

77 Tusalem, 2022

78 Zhang et. Al., 2022

marginalised even as policy-makers unable to develop influential linkages with high-level government officials, they may perform poorly.⁷⁹ These findings have important policy implications to bolster female representation as well as agency at higher levels of decision-making.

Political Participation of Women in Pakistan and its Determinants

Women's participation in parliament has been secured through quotas and the provision of several rules for public sector positions for women. The National Assembly of Pakistan consists of 342 members, out of which at least 60 must be women, based on the 17.5% quota for women in National Assembly and 33% of seats at the local government level must be reserved for women.⁸⁰

Pakistan has committed to increasing women's political participation under CEDAW (Article 7) as well as its own National Plan of Action (1998) and its National Policy for Development and Empowerment of Women (2002) (Section 6).

When quotas were first introduced to include more women in governance, a positive wave was seen with rural women councillors performing well⁸¹ and 55,000 women contested local government elections in 2005.⁸² Yet the full realization of their roles remains to be seen; a 2015 study of councillors from Attock and Abbottabad revealed that while participation in these governance bodies remained good, women's influence over funds and policy remained weak.⁸³ While the quotas have been beneficial in giving more political space to women, this has not come without challenges; for example, women at the local tehsil and union council level face "hostile male attitudes, the lack of a constituency due to the process of indirect elections, and being at the mercy of the male councilors who elect them and often assign them to committees dealing only with *women's issues*."⁸⁴ When gauging the political empowerment of women, it is therefore helpful to investigate whether women are the subjects of change or agents of change.⁸⁵

The public-private demarcation of gender roles as a persisting dynamic means that women are acceptable in positions of power so long as they are perceived as "filling a political void" created by an absent, related male.⁸⁶ Patriarchal structures, therefore, use female leadership opportunities as means of self-aggrandizement as opposed to meaningful and sustainable women's development.

The World Economic Forum's Global Gender Gap Index 2022 ranks Pakistan 95 out of 146 countries in the thematic area of women's political empowerment.⁸⁷ This ranking is made on the basis of women in parliament, women in ministerial positions and years with female head of state over the last 50 years.⁸⁸ In 2022, Pakistan's overall ranking in gender equality in political participation has improved slightly to 95 with 20.5 percent women in parliament while the remaining indicators continued to stagnate, with only 19 percent of the seats in the upper house being held by women.⁸⁹ On the voters' end as well, as recent as 2018, a persisting gender gap in electoral participation in Pakistan is notable, with '11 million fewer women exercising their right to vote than men.'⁹⁰ It remains to be investigated why this is the case. Mobility and ability to navigate the political arena freely could be one factor. Thus, studies that explore the effect of policies on women's political participation and patterns of engaging with the electoral process investigate the impact of various interventions on political participation and freedom. For example, one study looks at the effects of cash transfers on women's voting behaviours. Jamil and Ludice study the effects of BISP on three dimensions of women's political participation: 1) voting in elections, 2) engaging with elected representatives and 3) accessing the local state.⁹¹ They find that unconditional cash transfers such as BISP can allow women to express their political preferences more freely as they become more insulated from the grips of patron-client linkages with landlords. Further, grassroots forums created by such programs allow women to engage with the state more directly. This can be useful to mediate the constraints of mobility that women face.⁹²

These findings all serve as useful entry points to assess the constraints that women face in making their voices heard at a government level. The sub-sections ahead describe the status of women's participation in the political process more precisely, focusing on Punjab.

79 Zhang and Gajwani, 2015

80 Jabeen, 2019

81 Mubasher and Jabeen, 2017

82 Jabeen, 2019

83 Shah et. al., 2015

84 Akhtar and Ali, 2012

85 Jabeen, 2019

86 Linda Richter (1990)

87 World Economic Forum, 2021

88 Ibid.

89 World Economic Forum, 2022

90 Cheema et. al., 2019

91 Jamil and Ludice, 2021

92 Prillaman, 2017

3.1 Federal

3.1.1 Head of State

Since the creation of Pakistan in 1947, no female has ever served as the Head of State (or President). However, among 26 Prime Ministers of Pakistan, Ms. Benazir Bhutto was the only woman political leader elected twice as Prime Minister in the country's history of 70 years. She had served as Prime Minister from 1988 to 1990 and 1993 to 1996.

3.1.2 Senate

There are 100 Senators in the Senate of Pakistan. Of these, 81 percent are men and 19 percent are women with a GPI of 0.235. Of the 23 Senators on seats allocated to Punjab, 19 (83%) are men and only 4 (17%) are women, with a GPI of 0.211.⁹³

Table 3.1 depicts that while women's share of membership in the Senate is higher than the regional average, it is significantly lower than the global average of women's representation in upper houses of parliaments.⁹⁴

Table 3.1

The Proportion of Women in the Upper House of Parliament

Pakistan	Regional Average	Global Average
19%	17.90%	25.10%

3.1.3 National Assembly

The National Assembly of Pakistan consists of 341 members, of which 270 (79%) are men, and 71 (21%) are women, with a GPI of 0.262. Of these 71 women, only 10 (4%) women have been elected to general seats compared to 261 (96%) men, with an extremely low GPI of 0.038. The remaining majority (60) is appointed on seats reserved for women and 1 on a seat reserved for minorities.⁹⁵ Table 3.2 compares women's representation in the National Assembly of Pakistan against the regional and global averages for the lower houses as of December 2021.

Table 3.2

The Proportion of Women in the Lower House of Parliament

Pakistan	Regional Average	Global Average
21%	21.0%	26.1%

Seats in the National Assembly of Pakistan are distributed in tune with the constitutional guidelines. Reserved seats for women are allocated to each province through a proportional representation system, with the number of seats being determined based on the number of general seats won by each political party from that province.

Figure 3.1 shows the province-wise distribution of women on general and reserved seats for women across Punjab, Sindh, Balochistan and KP and Figure 3.2 illustrates the district-wise distribution of women on the reserved seats from Punjab.

⁹³ Data for Senate has been sourced from the official website of Pakistan Senate as of March 2022

⁹⁴ Global and regional figures from Inter Parliamentary Union (IPU) as of December 2021.

⁹⁵ Data for National Assembly has been sourced from the official website of Pakistan National Assembly as of March 2022

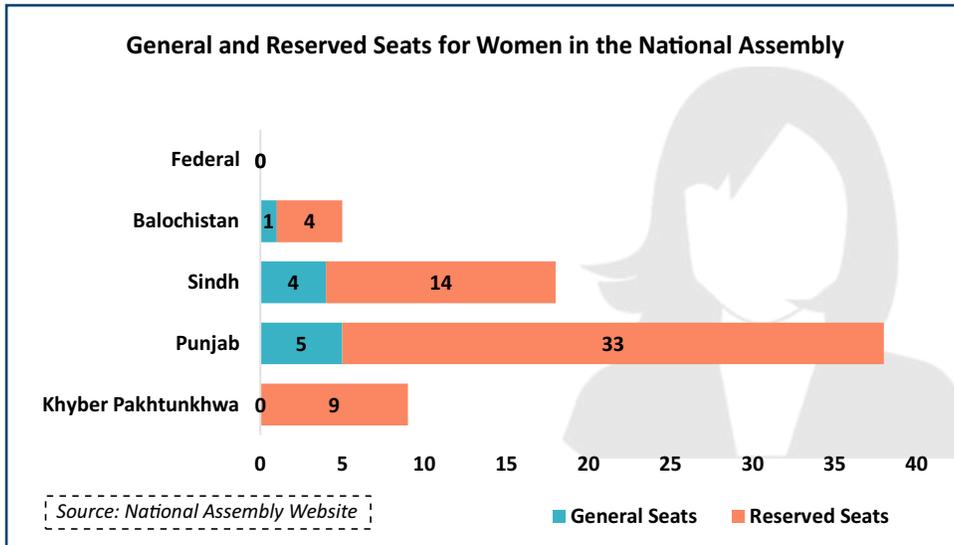


Figure 3.1

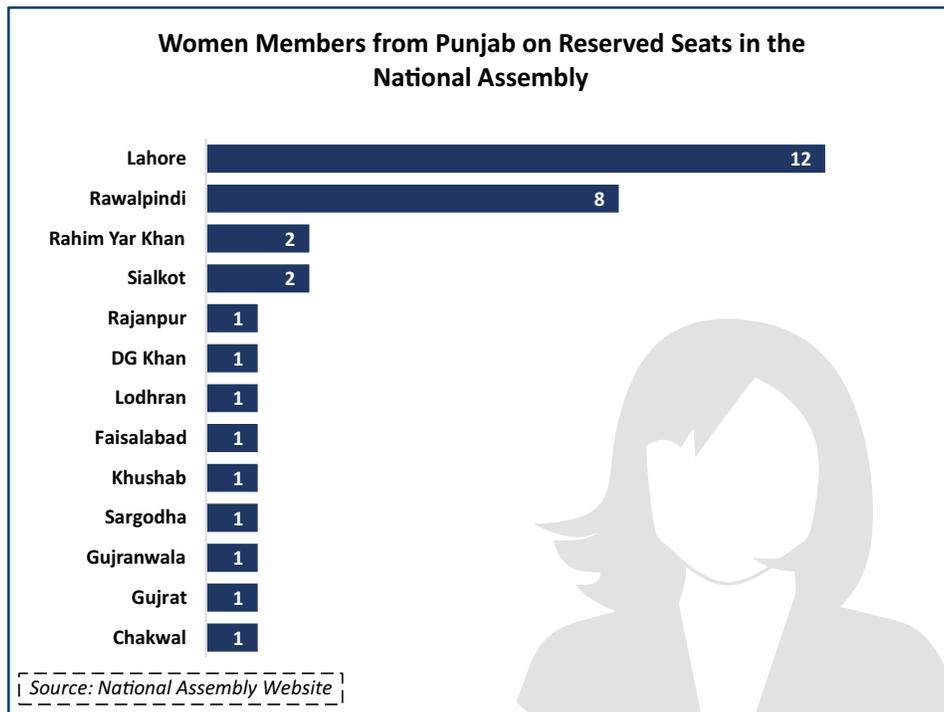


Figure 3.2

3.2 Provincial

3.2.1 Punjab Assembly

As depicted in Figure 3.3, the Punjab Assembly consists of 371 members, of which an overwhelming majority 296 (80%) are men and 75 (20%) are women, with a GPI of 0.253.

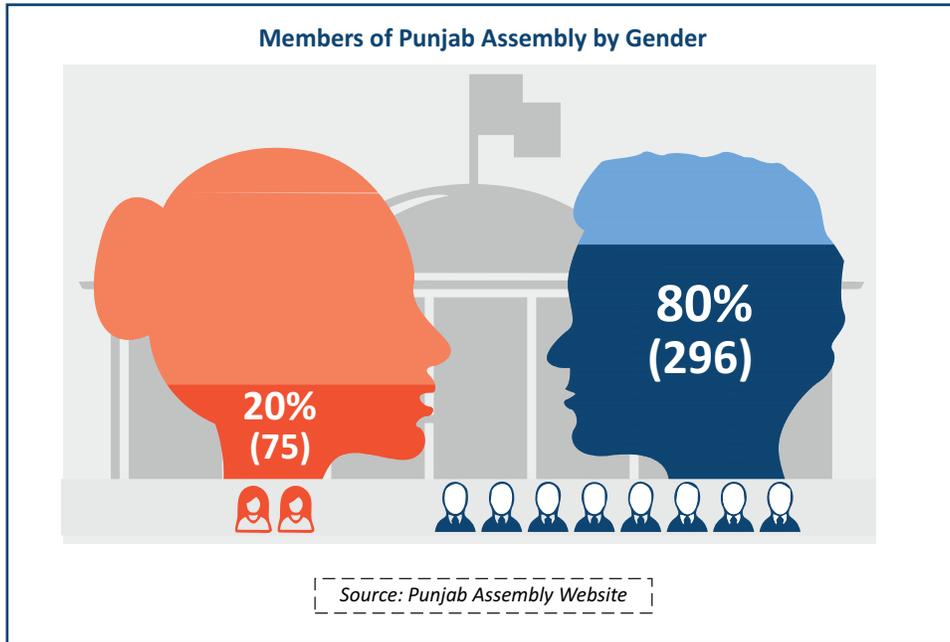


Figure 3.3

Figure 3.4 depicts that an overwhelming majority of 66 (88%) women were appointed on seats reserved for women whereas, only 8 women (11%) were elected to the general seats with a GPI of 0.028. 1 woman was appointed to a seat reserved for minorities.

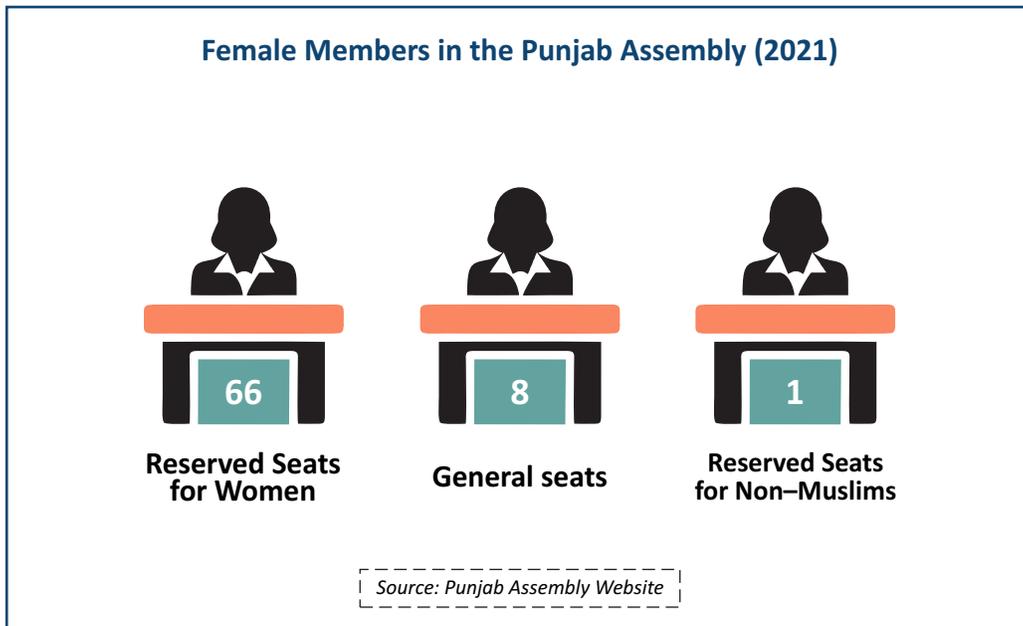


Figure 3.4

Figure 3.5 illustrates the district-wise breakdown of women's membership in the Punjab Assembly.

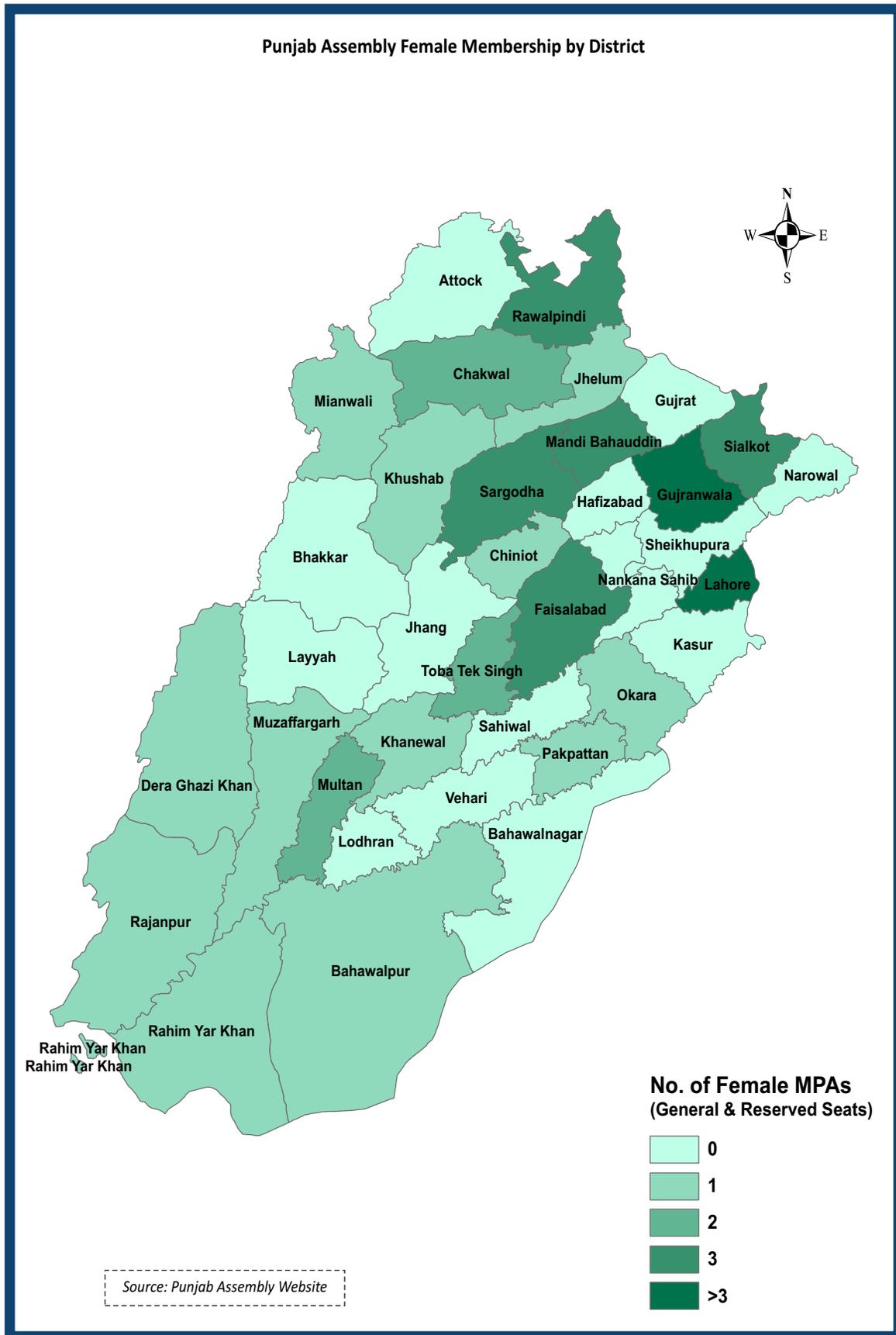


Figure 3.5

3.2.1.1 MPA Profiles

This sub-section will analyse the profile of female MPAs of the Punjab Assembly in terms of their age, level of education and level of political experience.

3.2.1.1.1 By Age

The age of politicians can affect governance, rate of re-election and public finances; young politicians have a longer career ahead so they may be more productive, may have a different time prospect as compared to their older counterparts and might favour long-term policies.⁹⁶ Social psychological theories suggest that increased diversity in terms of age could result in more assorted opinions and critical thinking. This can help make decision-making more innovative and creative.⁹⁷

To be eligible for the membership of a seat in the Punjab Assembly, members must be 25 years old or above. Figure 3.6 illustrates the age-wise breakdown of women MPs in the Assembly, sourced from the Punjab Assembly website. Data was available for 158 members, including 20 of the 75 women members. Of these 20 women, most, 12 (60%) fall in the age bracket of 51 years and above. 5 (25%) are aged between 41 to 50 years, whereas 3 fall in the age bracket of 31 to 40 years. It is worth noting that no woman MPA falls within the age bracket of 25 to 30 years as compared to their male counterparts, 2 of whom fall between the age of 25 to 30 years.

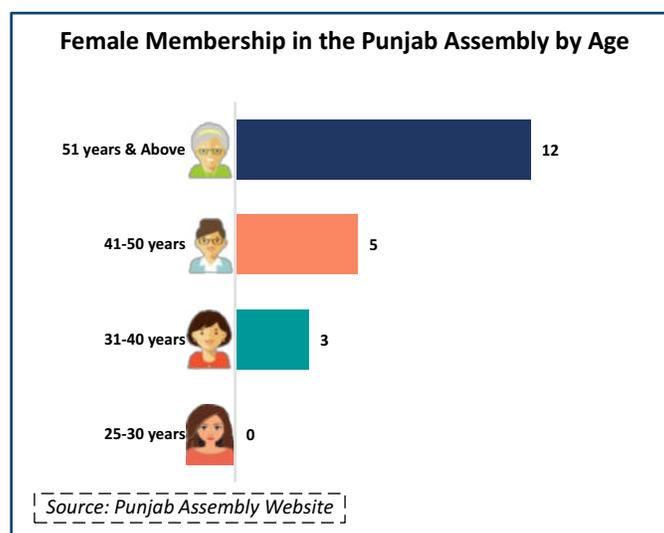


Figure 3.6

3.2.1.1.2 By Level of Education

The education of a legislator is one dimension of their identity. Empirical studies suggest that this identity affects their policies. Education of legislators is also known to have an impact on their development spending as compared to their uneducated/less-educated counterparts at national as well as constituency levels.⁹⁸

Figure 3.7 depicts the academic qualification of women members of the Punjab Assembly. Data for academic qualification was only available for 176 of 371 members of the Punjab Assembly.

Data was available for 153 male MPs of which, only 1 holds a Doctorate degree, 35 hold post-graduate degrees and 88 have completed graduation. 13 have completed matriculation and 13 hold intermediate degrees. 3 MPs do not have any formal education.

Of 23 women MPAs of Punjab Assembly, 8 are post-graduates, whereas 11 hold graduate degrees. 3 women MPAs have passed matriculation and 1 holds an intermediate degree (High School Certificate).

⁹⁶ Alberto F. Alesina, 2015

⁹⁷ Carter, 2010

⁹⁸ Neiman, 2017

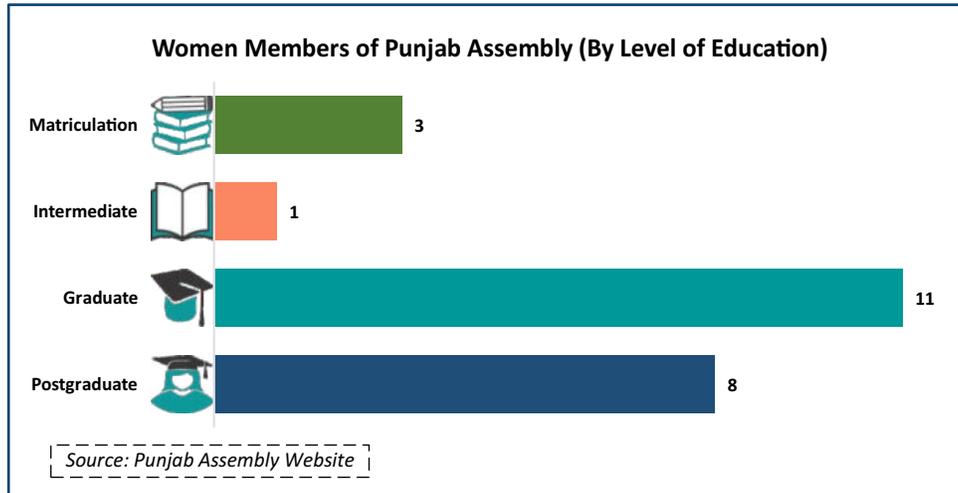


Figure 3.7

3.2.1.1.3 By Political Experience

Around the globe, a number of commendable steps have been taken to open the doors for women for their participation in politics through legislation and a quota system to reserve seats for them. However, very little has been done yet about financing the political campaigns to have more women in office.⁹⁹

As shown in table 3.3, 37 of the women members of the Punjab Assembly are affiliated with Pakistan Tehreek-e-Insaf (PTI), 34 with Pakistan Muslim League Nawaz (PMLN), 2 with Pakistan Muslim League, 1 woman is affiliated with Pakistan People's Party (PPP) and 1 is an independent candidate.

Table 3.3

Women in the Punjab Assembly

PTI	PML-N	PML	PPP	IND
37 (49)%	34 (45%)	2 (3%)	1 (1%)	1 (1%)

Source: Punjab Assembly Website

Figure 3.8 illustrates the gender and party-wise breakdown of Punjab Assembly's membership.

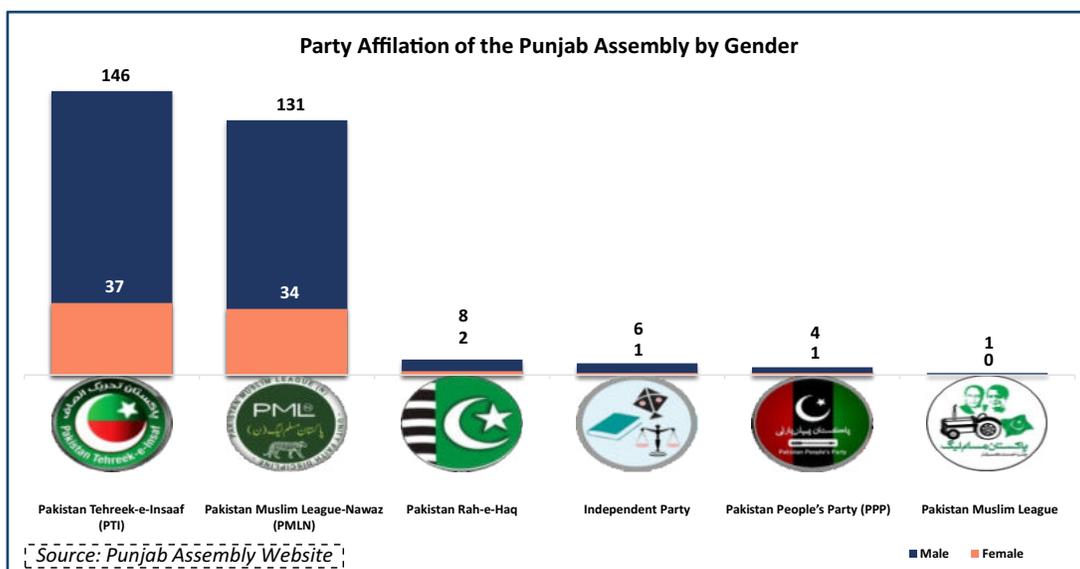


Figure 3.8

Participation of Women in the Punjab Assembly

As specified in the 18th Amendment to the Constitution of Pakistan, the core function of provincial assemblies is making laws and policies for the province with respect to criminal law, procedure, evidence and any matter not enumerated in the Federal Legislative List.¹⁰⁰

The introduction of a new legislation is an intuitive process, which goes through a long way of lobbying, vetting, debating, examining, and voting before its adoption. This process also exhibits the level of participation of male and female members of the assembly.

This part of the chapter will analyse the involvement of male and female members of the Punjab Assembly in the process of provincial law-making.

3.2.1.2 Decision-Making Positions in the Punjab Assembly

Although women make up 20 percent of the Punjab Assembly, the number of women in decision-making positions is very few. Figure 3.9 illustrates a gendered breakdown of MPs as Chairs of Standing Committees, Ministers and Parliamentary Secretaries.

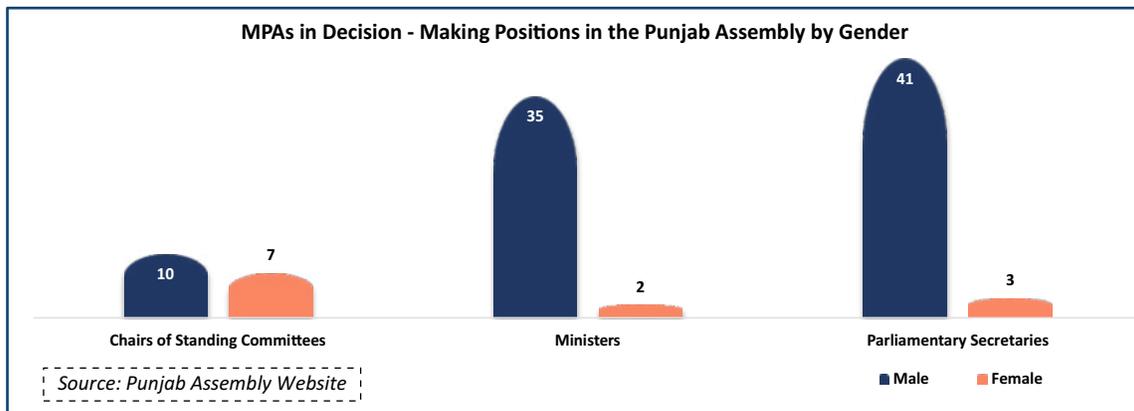


Figure 3.9

3.2.1.2.1 Provincial Ministers

There are 37 Ministers in the provincial assembly. Of these, 35 (95%) were men and only 2 (5%) were women, with a GPI of 0.057. A low GPI for positions of ministers is demonstrative and speaks to the challenges women may face in being a part of successive governments in Punjab Table 3.5 provides a list of all ministerial portfolios currently held by women.

Table 3.5

Provincial Ministries Led by Women
Specialized Healthcare & Medical Education
Women Development

3.2.1.2.2 Parliamentary Secretaries

Of 44 Parliamentary Secretaries, 41 (93%) are men and only 3 (7%) are women with a significantly low GPI of 0.073.¹⁰¹ Table 3.6 provides a list of all secretarial portfolios currently held by women.

100 Punjab Assembly website as of March 2022
101 Ibid

Table 3.6

Secretarial Portfolios in the Parliament Held by Women in Punjab
Youth Affairs, Sports, Archaeology Appointed on: 28th June 2021
Women Development Appointed on: 9th August 2021
Labour & Human Resource Appointed on: 15th February 2022

3.2.1.2.3 Standing Committees

Standing Committees play an important role in setting up the agenda of the parliament. Standing Committees provide a platform for detailed examination of important bills, policies and other issues. Each Standing Committee has 11 members with its relevant Minister and Parliamentary Secretary.

3.2.1.2.3.1 Chairpersons

There are 24 Parliamentary Standing Committees in the Punjab Assembly.¹⁰² Of these, 10 (59%) are chaired by male chairpersons and 7 (41%) are headed by female chairpersons, with a GPI of 0.7. The position of Chairperson is vacant in 7 Standing Committees as of March 2022. Table 3.7 provides the list of all Committees currently chaired by women.

Table 3.7

Standing Committees in the Punjab Assembly Headed by Female Chairpersons
Higher Education
Environment Protection
Law
Chief Ministers' Inspection Team
School Education
Excise & Taxation

3.2.1.2.3.2 Members

Population Welfare, Gender Mainstreaming, and Human Rights and Minorities Affairs are the only three Committees with a higher number of female members as compared to male members. These committees have 9, 10 and 7 women members, respectively. The Standing Committee on Gender Mainstreaming has the highest number of women members (10), whereas there are none in the Finance Committee of the Assembly. There are 3 standing committees with only one female member each. These include the Committee on Privileges, Committee on Local Government & Community Development, and the Public Accounts Committee-II. Figure 3.10 shows the number of men and women in all 24 Standing Committees as well as the GPI value for each Committee.

¹⁰² Punjab Assembly website as of 7th March 2022

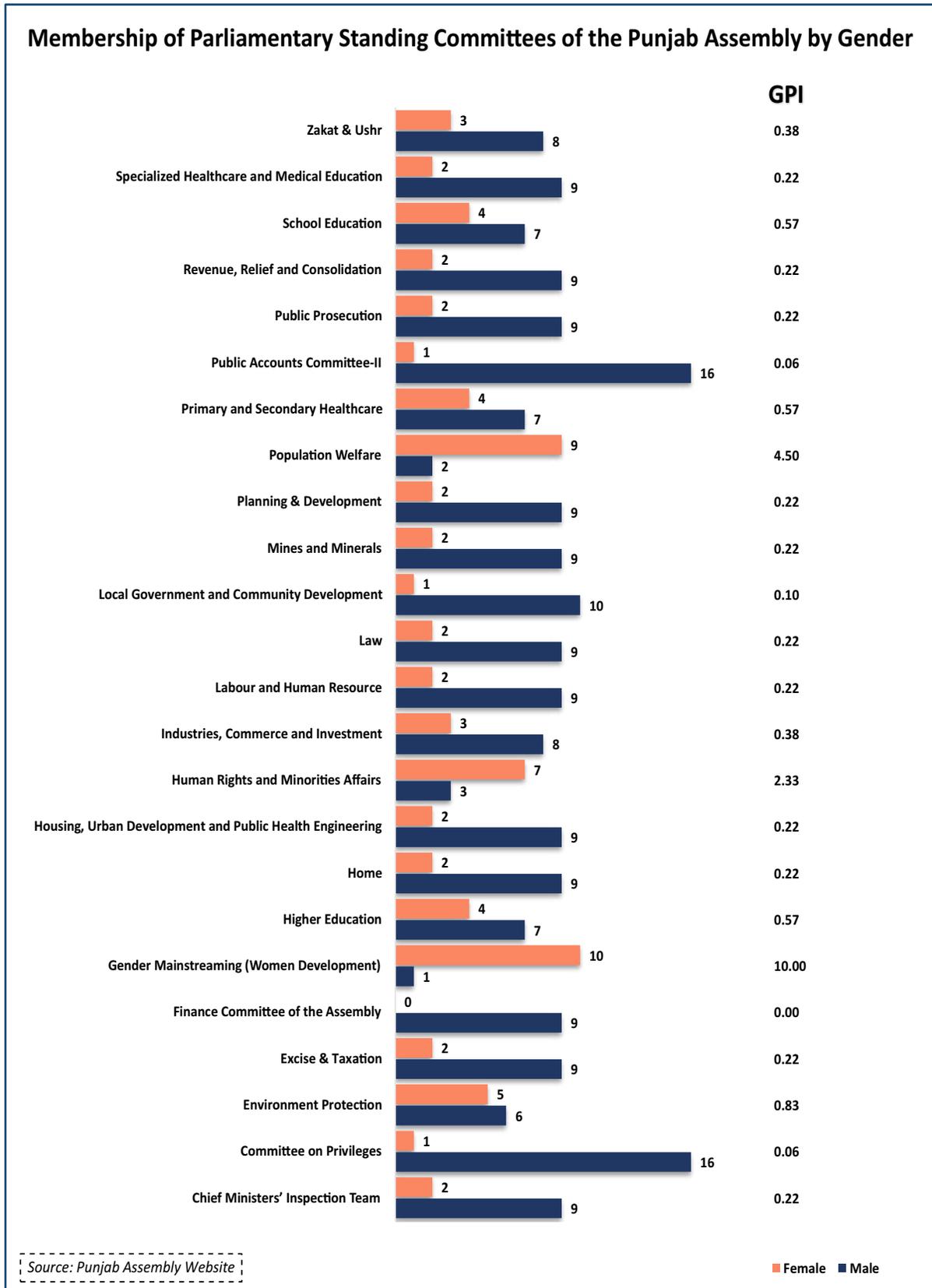


Figure 3.10

3.3 Women & Local Governance

A global shift towards emphasising effective local governance instead of just national governance is a trend endorsed by the 2030 Agenda for Sustainable Development. In doing so, it also sets targets to ensure women's equal participation at all levels of governance (SDG Target 5.5) and indicators like proportion of seats held by women in local governments (Indicator 5.5.1b). The need for local governance to be representative and participatory arises from a notion concluded by local governance practitioners and theorists which asserts that people's felt-needs are understood and taken care of best by 'like' representatives.¹⁰³ This would mean representatives from similar ethnic, linguistic and socioeconomic lived experiences; gender as an important factor cannot be discounted.

The tussle in Punjab to actualize effective local governance is ongoing. After the dissolution of local governments in 2019, promises to install new and more empowered ones emerged resulting in the Punjab Local Government Act 2019 – a party-based, directly elected mayoral system well-established in the United States. This proportional representation system vested power in a directly elected mayor who could help ground a strong local government, not intimidated by politics at the provincial level. The Act also notified council oversight that could help act as an internal check upon attempts of overreach by the mayor. After the Supreme Court restored the local governments under the Local Government Act 2013, they were allowed to complete their term. Meanwhile, the Punjab Local Government Ordinance was promulgated in 2021, subsequently assented as an Act. This Act is a strong departure from the proportional representation, mayoral system introduced in the 2019 Act and grants the winning mayor an absolute majority. It also allows provincial governments to exercise significant control over the local governments' heads opening room for misuse and subjugation.

While the PLGO 2021 incorporates reserved seats for women in different bodies of the local government, caveats remain as to whether this representation is logical and effective. Some examples include how reserved seats for women in Metropolitan Corporations and District Councils do not conform to a formula and may result in disproportional representation when viewed in conjunction with the population size.¹⁰⁴ Technically, concerns have arisen over smaller districts having over 31 percent representation of women in local government councils whereas only 23 percent of it is reserved for women in districts with a population size of over 10 million.¹⁰⁵ It remains to be seen whether these gaps will be filled in a subsequent parliamentary process to realise a truly socially inclusive local governance structure in Punjab.

Evidence¹⁰⁶ suggests that having women in local governance particularly helps female citizens rally for their rights related to community and family matters in a system that is otherwise often fraught by structural gender inequalities. In Punjab too, matters related to women's marriage, divorce, recovery of dower, property and inheritance all come under the purview of the local government as per the Muslim Family Law Ordinance, 1961. In light of this, it is imperative to installing a local government system in the province that empowers women leaders and citizens at the grassroots level.

3.4 Women in the Public Sector

Worldwide, women's lack of participation in the public sector, administration and politics contribute significantly to gender inequality.¹⁰⁷ Most western philosophy and cultural norms have marked the political and public domain as reserved for men.¹⁰⁸ It is not surprising then that in South Asian countries like Pakistan, the presence of women is low in bureaucratic and political institutions where lucrative and powerful domains are controlled by men.¹⁰⁹

As far as what works is concerned, quotas have been found to enable women to get through the door however, they do not necessarily guarantee a progressive future for female representatives and/or parliamentarians.¹¹⁰ Hence, a 'quota-plus' approach¹¹¹ that calls upon governments, civil society organisations and other stakeholders to synergize efforts to strengthen women's place in the public sector is required. These efforts¹¹² may include

103 (Godwin, 2013)

104 (Centre for Peace and Development Initiatives, 2022)

105 Ibid

106 (Uganda Bureau of Statistics, UNWOMEN, UKAID, 2017)

107 Mastracci, 2017

108 (Ali, 2012)

109 Ibid

110 (Maguire, 2018)

111 Ibid

protection of the constitutional rights of women, educating the public to cultivate local support and funding women at various levels of governance.

As a Temporary Special Measure (TSM), quotas must be monitored and their efficacy must be evaluated in robust fashion¹¹³ to verify whether or not they are yielding desired results; this is relevant as every policy environment is different in nature as well as structure. According to the Wilson Center's report¹¹⁴ titled Roadmap 50x50, Pakistan falls in the category of countries 'Pursuing Parity' – a group of countries where groundwork still needs to be laid in the sense that there are not many women leaders, nor are women able to move beyond traditional roles and functions. This also means that there is a vast window of opportunities for women to rise, provided an enabling environment is realised for them.

For the purposes of this report, the public sector includes all provincial departments attached to the Civil Secretariat of Punjab, Statutory Bodies (autonomous/semi-autonomous/companies) and district government offices. These bodies work together for public service delivery as formulated by the Punjab Assembly.

3.4.1 Contingent Staff in the Public Sector

More men are employed in the public sector than women. In 2021, there were a total of 39,611 men and only 5,999 women in Punjab's Provincial Departments. 87 percent of the public sector employees in the Provincial Departments comprised men, with a very low GPI of 0.14. Since 2020, this has been a negligible improvement with statistics showing men making up 87 percent of public sector employees. As far as district offices are concerned, in 2021, there were a total of 67,271 men and 11,215 women employed therein, rounding up a GPI of 0.16.

The nature of staff hired in public offices in Punjab also includes contractual employees for a short term, to accomplish specific time sensitive tasks or projects. In 2021, only 14 percent of the contract-based staff in Provincial Departments and 20 percent of that in District Offices was female. This data is shown in Figure 3.11.

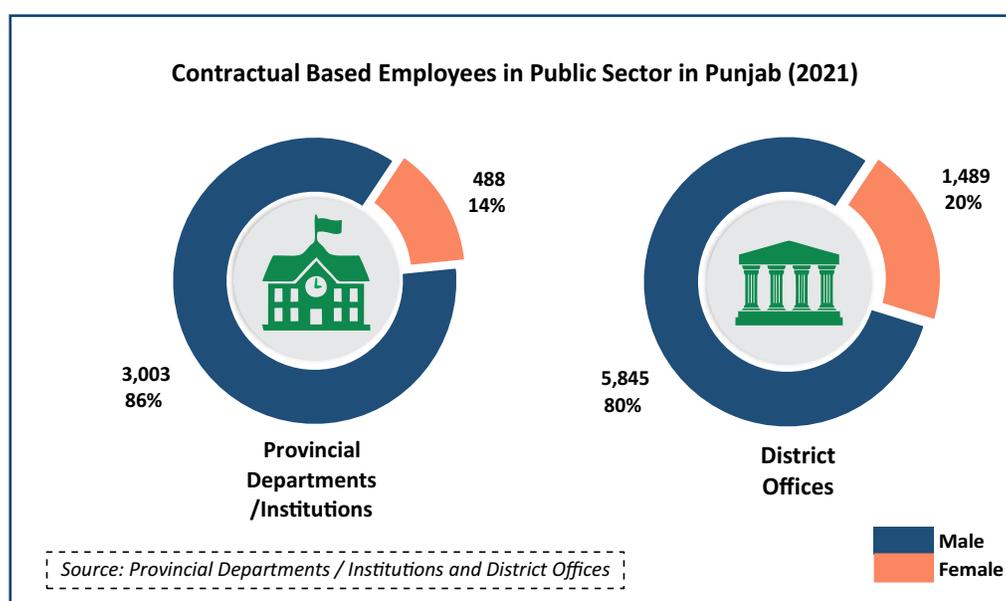


Figure 3.11

112 (Whitman & Gomez, 2009)

113 (Dahlerup, 2021)

114 (Wilson Center, 2018)

3.4.2 Gazetted and Non-Gazetted Staff

In 2021, gazetted posts in Punjab were dominated by men as were the non-gazetted ones, at both the district and provincial levels. At the provincial level, 92 percent of non-gazetted staffers and 70 percent of gazetted staffers were male, while at the district level, 89 percent of non-gazetted staffers and 75 percent of gazetted staffers were male. The exact figures of this distribution are shown in Figure 3.12.

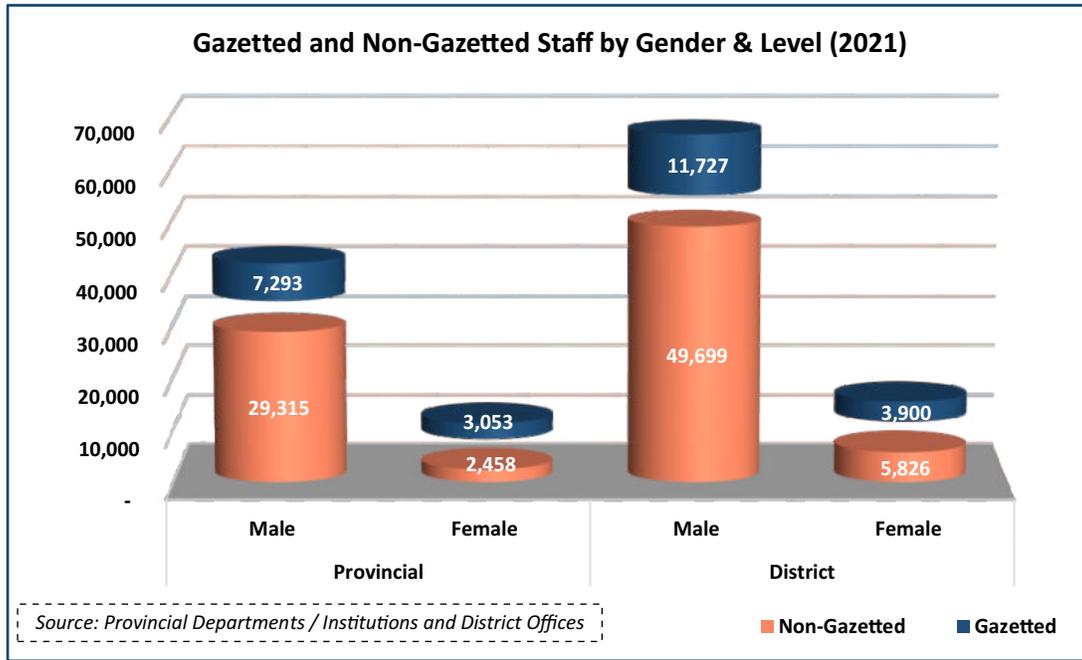


Figure 3.12

Comparatively since 2020, no significant improvement has been noticed in terms of gender parity. While 90 percent of the non-gazetted staffers and 73 percent of gazetted staffers in 2020 were men, in 2021, 90.5 percent of the non-gazetted staffers and 73 percent of the gazetted ones were men. This is shown in Figure 3.13.

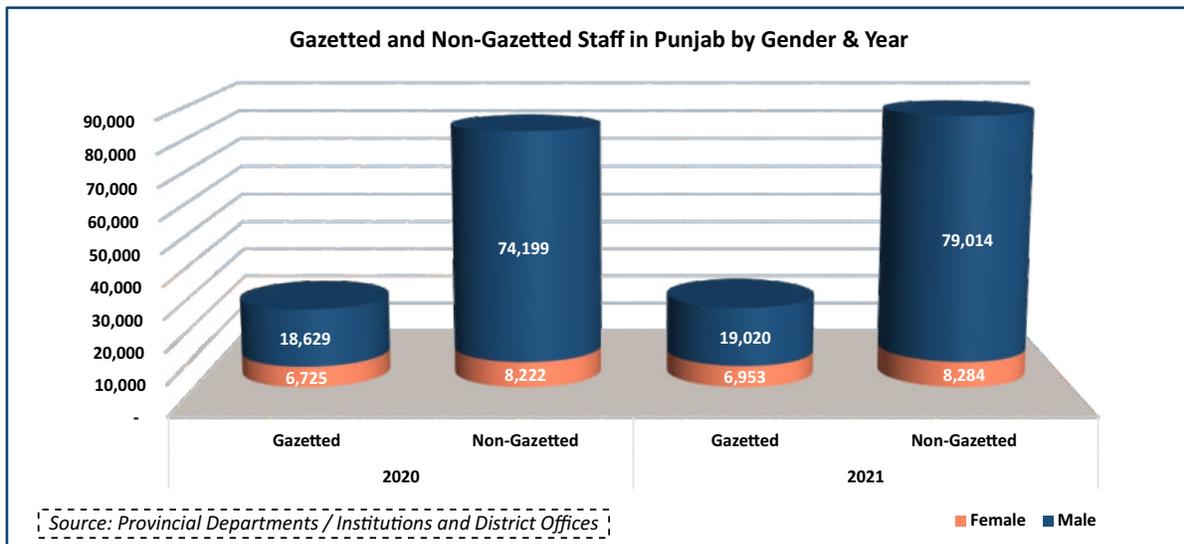


Figure 3.13

3.4.3 Women in Selection & Recruitment Committees

It is compulsory to have at least one woman in all selection and recruitment committees for regular and contractual employment.¹¹⁵ In 2021, it is apparent through Figure 3.14 that this requirement, while not fully met, was being followed by at least 60 percent of the departments and offices at both the provincial and district levels.

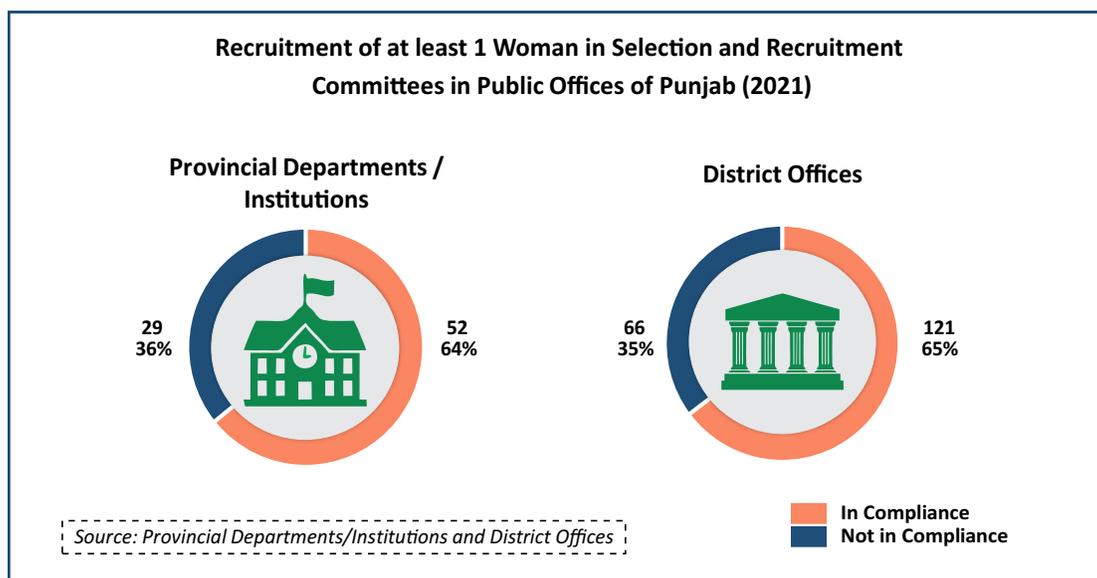


Figure 3.14

The PWEF 2012 mandates public sector boards, committees, and task forces to ensure a minimum of 33 percent representation of women. The Punjab Fair Representation of Women Act 2014 was built upon the provisions of this package to mandate 33 percent representation of women on Boards and Committees.¹¹⁶

Figure 3.15 shows that in 2021, only 27 percent of the provincial offices and 24 percent of the district offices had at least 33 percent women on their Selection and Recruitment Committees.

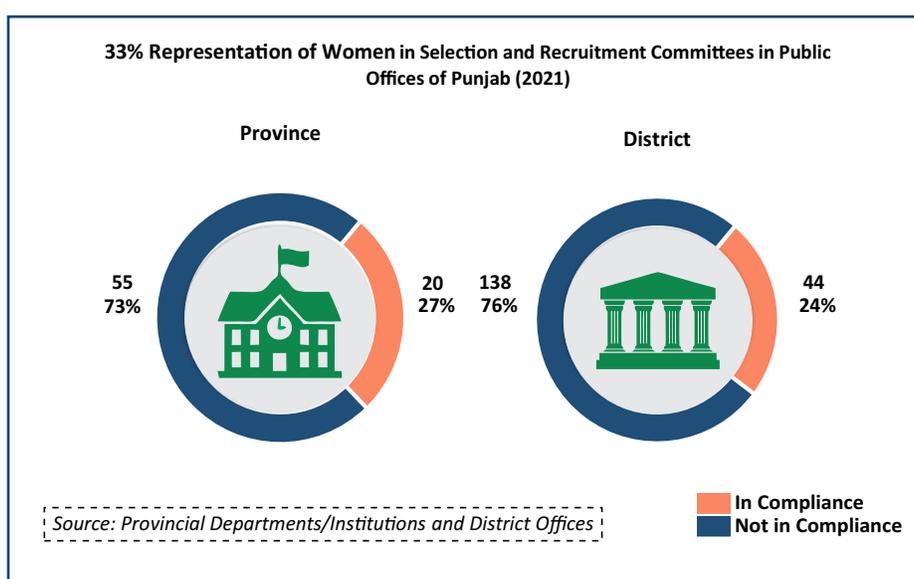


Figure 3.15

115 (Public Sector Employment)
116 (Public Sector Employment, n.d.)

3.4.4 15% Representation of Women in Public Offices

As per the 15 percent quota set out in the Punjab Women Empowerment Package (PWEP) 2012, public offices are mandated to have at least 15 percent of women employees. However, data shows that all public offices are not in compliance with this directive. At the district level, only 20 percent and at the provincial level, only 21 percent of the offices are in compliance. This data is presented in Figure 3.16.

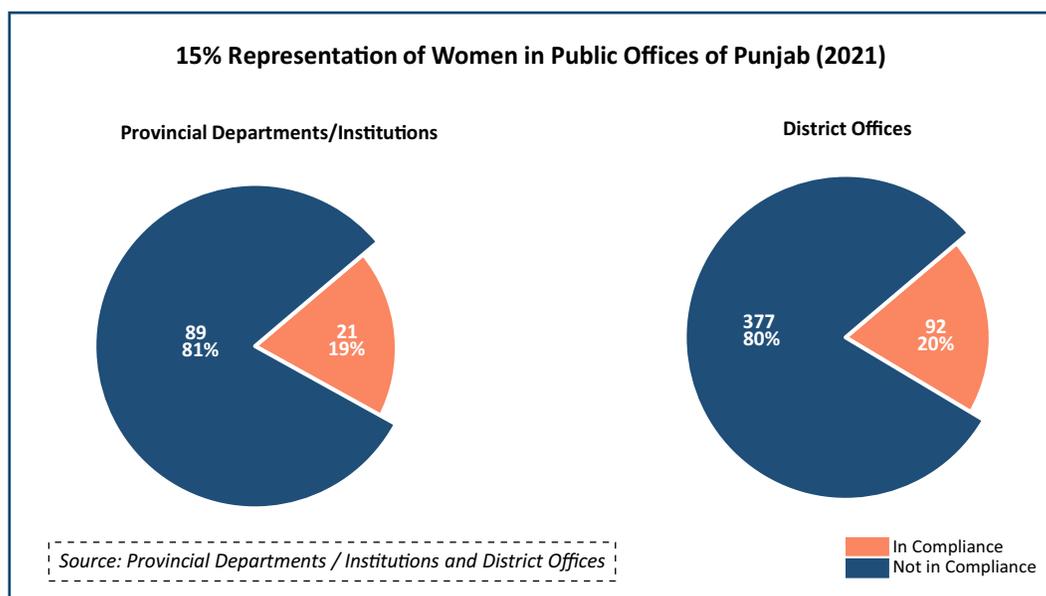


Figure 3.16

3.5 Women in the Electoral Process

The gender gap in political participation extends to the electoral process as well. As recently as 2018, 11 million fewer women than men voted in the national election.¹¹⁷ Not only do such gaps hinder the democratic process, but also prevent the welfare gains that women themselves can achieve as the work on suffrage extension has shown.¹¹⁸ Inequality in the electoral process is deeply entrenched not just in the normative sense but also structural. One example of this is the electoral form which is "doubly undemocratic first in giving male-dominated political parties direct control over their nominees, and then in giving male top power holders the right to choose from the list. Women chosen under such a system cannot be called in any real sense representatives of the people (let alone a women's constituency)."¹¹⁹

In Pakistan, elections are administered by the Election Commission of Pakistan, a constitutionally established federal body led by the Chief Election Commissioner. This section uses data provided by the Election Commissioner of Punjab to analyze women's participation in voting and the polling infrastructure available.

3.5.1 Cantonment Board Elections 2021

Cantonment Boards are local municipal and civic bodies that provide civil services to city cantonments. Data for Cantonment Board elections conducted across 12 districts of Punjab reveals that only 7 out of 870 candidates who stood for cantonment elections in 2021, were female. This amounts to only 1 percent of the share; a GPI of 0.01 is dismal and points to the structural and normative hindrances women may face in entering the electoral process.

A district-wise analysis reveals that barring Bahawalpur, Multan, Rawalpindi and Lahore, no other districts had any woman contesting the elections, as depicted in Figure 3.18.

117 (Cheema, 2021)
 118 Ibid
 119 (Ali, 2012)

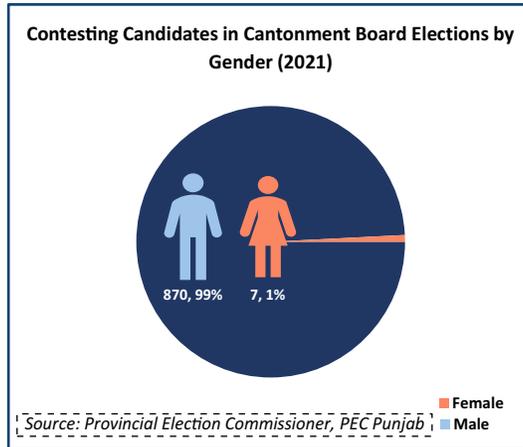


Figure 3.17

A district-wise analysis reveals that barring Bahawalpur, Multan, Rawalpindi and Lahore, no other districts had any woman contesting the elections, as depicted in Figure 3.18.

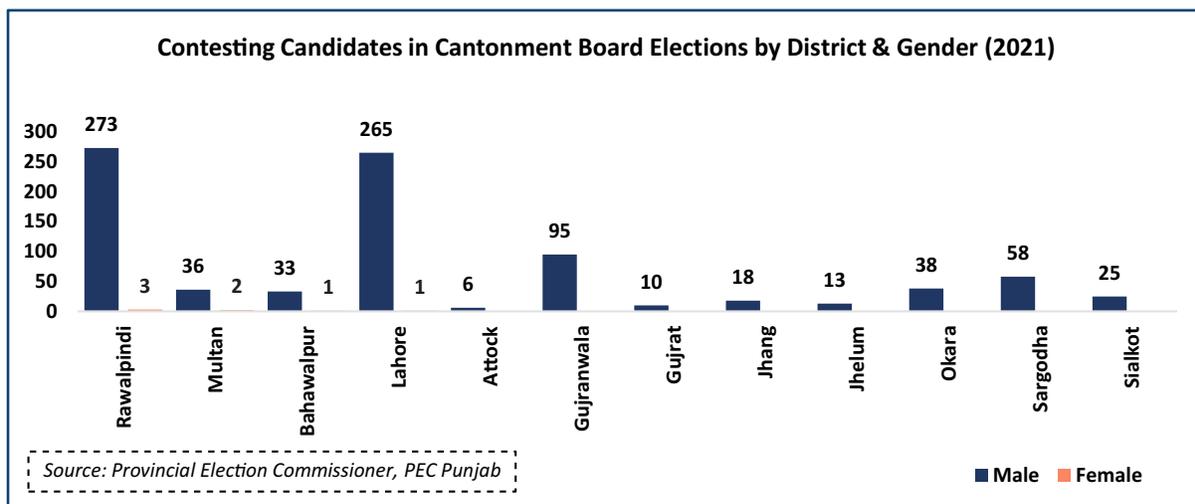


Figure 3.18

A review of logistical arrangements for voters reveals that through the Cantonment Board Elections process 2021, there were a total of 15,35,677 polling stations, of which 52.4 percent were for men and 47.6 percent were for women. Of a total of 3,332 polling booths, 52 percent were for men and 48 percent were designated for women. Overall, these statistics, illustrated in Figure 3.19, exhibit a positive picture as far as gender-sensitive arrangements for voting are concerned.

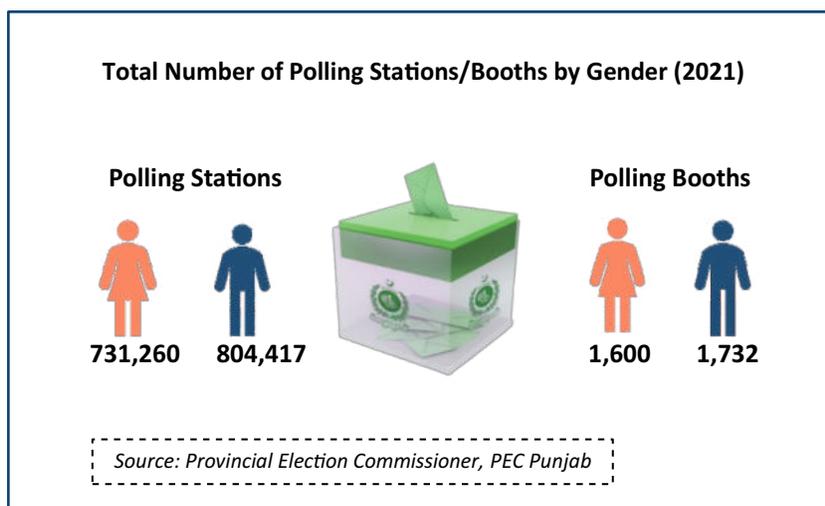


Figure 3.19

3.5.2 Registered Voters

Data from Punjab's Election Commissioner shows that in 2021, more men than women were registered to vote. At least 6 million more men than women are registered to vote. While some of this discrepancy could be attributed to the fact that there are more men than women in Pakistan, it is worth noting that a significant role is played by the control of men in a household over the decision to vote.¹²⁰

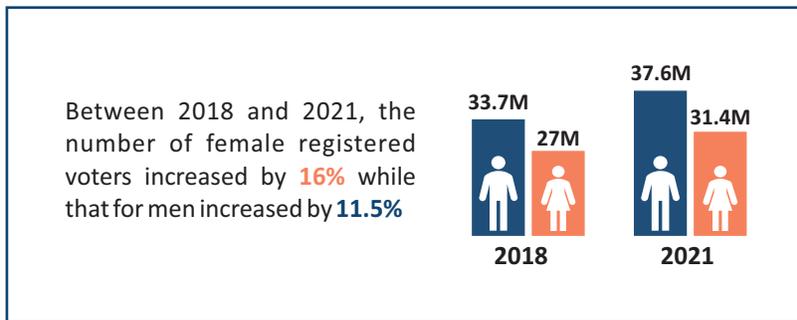


Figure 3.20 shows that 54 percent of the registered voters are men and a breakdown based on age shows that most of the voters are between 26 to 35 years old.

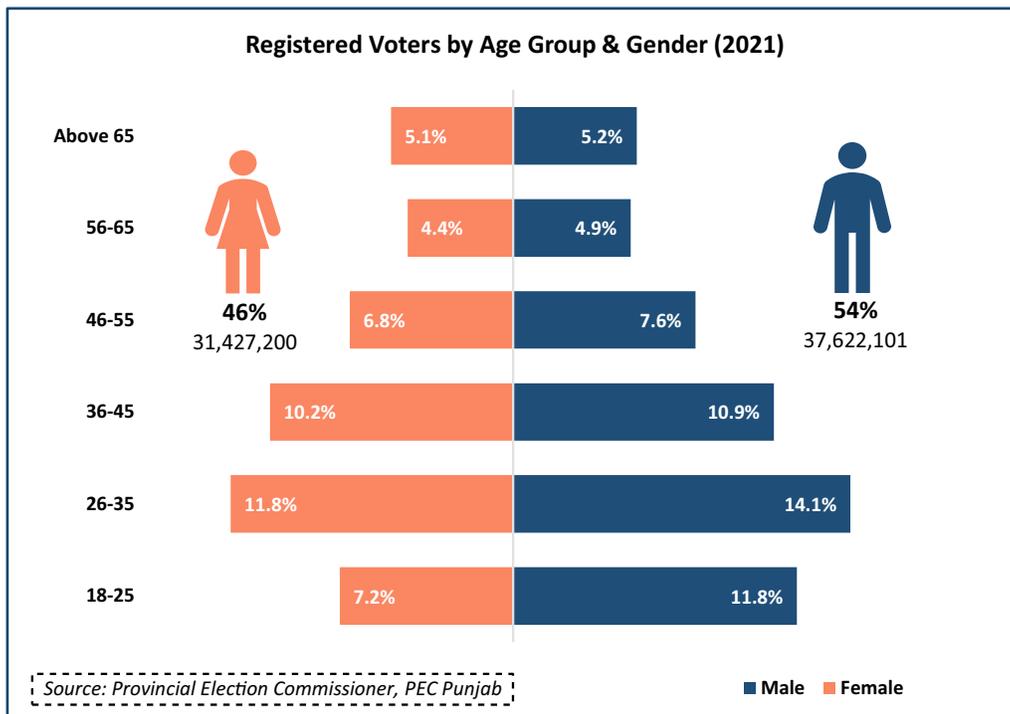


Figure 3.20

A district-wise analysis shows that in most cases, more men are registered voters than women, except in Chakwal where there appears to be parity. This data is presented in Figure 3.21.

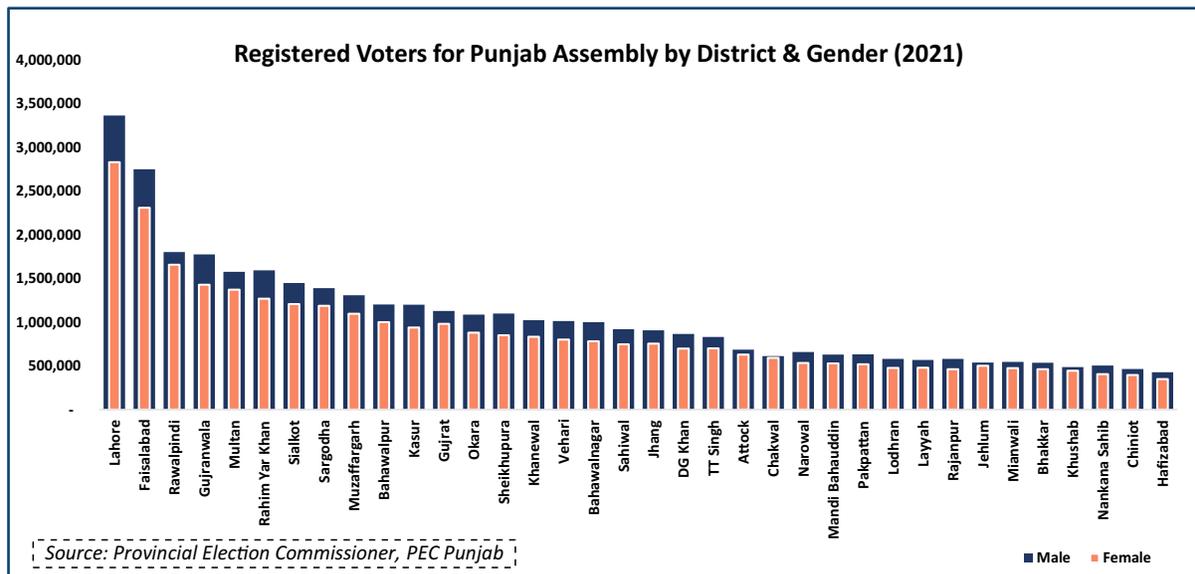


Figure 3.21

3.5.3 District Voter Education Committees

Coordinated by the District Election Commissioners (DECs) and supervised by the Regional Election Commissioners (RECs), the formation of DVECs under the Voter Education Plan 2012-2013 serve as a forum for dialogue between stakeholders including women, minority and PWD groups to improve electoral processes and make them more inclusive.

Data obtained from the Election Commissioner for 2021 shows that 85 percent of the membership in DVECs in Punjab was made up of men while 15 percent was made up of women. Figure 3.22 illustrates these statistics.

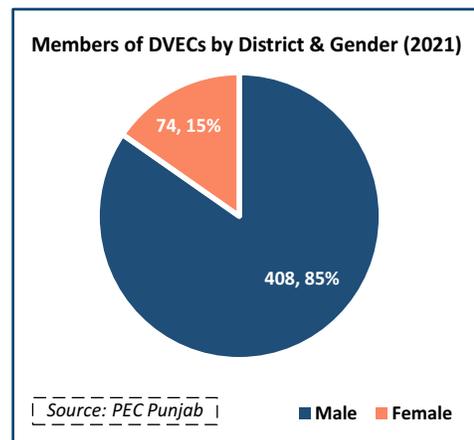


Figure 3.22

3.6 Women and Democracy

The Elections Act 2017 mandated that all political parties give at least 5 percent of their tickets to women however, there was not even one female candidate in over 45 percent of parties that contested in the 2018 General Elections.¹²¹ It is pertinent for women to have meritocratic pathways ensuring access to and space in democratic structures and processes. This must be evidenced through their meaningful participation when occupying democratic roles; introducing resolutions in the Punjab assembly is a relevant indicator covered in this section.

3.6.1 Resolutions

In 2021, the Punjab Assembly passed 35 Resolutions of which 16 (46%) were introduced by female MPAs and 19 (54%) were introduced by male MPAs. Table 3.4 shows the details of women-led resolutions in 2021.

121 (Kamray, 2020)

Table 3.4

Resolution No.	Summary of Resolution
RES. 82	To demands from the Government to contact Google and Wikipedia management to rectify the information about the caliphs of Islam on Google as the name of <i>Qadiani Mirza Masroor</i> appears on Wkikipedia as caliph of Islam
RES.83	To declare the district Chakwal as Tourist Destination to promote historical places of the district
RES.84	To ask for, renaming the <i>Kahuta to Azad Patan</i> Road Rawalpindi District, after the bane of late MPA Sobia Sati in recognition of regional and parliamentary services
RES.85	To pay tribute to the Armed Forces of Pakistan for their dedicated efforts to make the Pakistan Army one of the 10 most powerful forces in the world
RES.87	Ensure that education is compulsory and free for children of ages between 5-16 years under article 25-A
RES.89	To acknowledge the contribution of women in all walks of life in Pakistan and show solidarity with women in Kashmir and Palestine on International Women's Day
RES.93	To carry out awareness campaigns for the proper collection and handling of sacred papers with Quranic Verses, hadiths, and <i>Asma-ul-Husna</i> , and to act for legislation in this regard
RES.96	Ensure the inclusion of women members in the Council of Islamic Ideology as per Article 228 (3)(d) of the Constitution of Pakistan
RES.97	For the provision of toilet facilities in all educational institutes of Punjab
RES.103	Related to the development of a comprehensive plan for the education and training of transgender in the province
RES. 104	To distinguish between Muslim and non-Muslim (<i>Qadiani, Ahmadi</i> etc.) in <i>Nikkah</i> from, Passport and NADRA from there should be the addition of a declaration related to the end of prophecy
RES.106	To ensure that the morning assembly is being organised in all education institutes and national anthem and recitation of the Holy Quran should be compulsory in the assembly
RES.107	To increase the daily allowance of MPAs according to the inflation level
RES.113	For the revitalisation of hockey and take emergency measures to prevent the game of hockey from sinking and regain lost ground in te game
RES.114	To regulate the registration process of housing societies

Source: Website of Punjab Assembly as of 27th March 2022

3.7 Conclusion

Pakistan has scored its highest ranking, 95th, across the political empowerment indicator in the Global Gender Gap Report 2022 which speaks to its efforts in the area. However, realizing the unfettered, meaningful participation of women still remains a work in progress. This may be attributed to their lack of fair access, in comparison with men, to opportunities in the parliament and other public bodies, especially as decision-makers. Evidence explored in the sections above supports the notion that space for women is minimal or tokenistic in nature. Policy work should therefore focus not just on increasing the numbers of women in politics but also on creating an environment enabling enough for women to venture into politics and public service without intimidation or financial dependence. Particularly in Punjab, there is room for enhancing women's representation across all levels of governance. This will ensure that aspects of governance are not selectively reserved for women's entry instead, the system as a whole is rebranded as a gender-neutral space, free from efforts to demasculinize or effeminize it.

3.8 Recommendations

3.8.1 Policy

Enhance & Facilitate Local Government

- Speed up the formulation, implementation and continuity of local government legislation to enable consistent grassroots participation of women workers.

Facilitate Women in the Public Sector

- The Planning and Development Board must issue directives to line departments for mainstreaming gender equality in their PSDP portfolios.
- Public offices must be directed to ensure the provision of women-friendly amenities, ramp access, day-care centres and paternity and maternity leaves.
- Educational merit must be introduced to ensure the quality of female legislative membership.

Facilitate Women in the Political Party Structures

- Election Commission of Pakistan must require political parties to ensure a minimum threshold of female representation in central leadership and membership.
- Introduce campaign finance regulations to ensure transparent pathways for women to participate in elections.

3.8.2 Procedural

Ensure women's meaningful representation in political party candidature

- Ensure safeguards for the 5% rule for political party candidature.

Facilitate Women's Parliamentary Role

- Ensure expansion of women's role in parliament through Women's Parliamentary Caucuses and appointment to decision-making positions.

Achieve 33% and 15% representation for women in all public offices (provincial and district)

- Ensure implementation of provisions mandated by the Punjab Fair Representation of Women Act 2014 and PWEF 2012.

Enable women's meaningful participation in electoral processes

- Initiate campaigns with support from the district NADRA offices for local female voter registration in districts that have the largest numbers of unregistered female voters using mobile CNIC registration kiosks in colleges and training centres.
- Use existing social welfare schemes such as vouchers, services and training etc. to incentive female voter registration.
- Provision of gender-sensitivity training to Presiding Officers, Returning Officers and other ECP personnel.





HEALTH

KEY FINDINGS

- 

As of January 1st, 2020, there were 5,227 health facilities functioning across Punjab. Of these, 2,587 (49.5%) were BHUs, 1,411 (27%) dispensaries, 390 (7.5%) hospitals, 358 (7%) RHCs, 280 (5%) MCHCs, 186 (3.5%) SHCs and 15 (0.3%) were TB Clinics.
- 

As of January 1st 2020, there were a total of 72,130 beds in health facilities in Punjab. Of these, 59,574 were in hospitals, 89 in dispensaries, 7,182 in RHCs, 154 in TB Clinics and 5,131 were in BHUs.
- 

As of January 1st, 2020, there were 122,879 registered medical personnel in Punjab. Of these, 87,121 (71%) were MBBS doctors, 10,124 (8%) BDS dentists and 25,634 (21%) were specialist doctors. Of the specialist personnel, 24,596 (96%) were medical doctors while 1,038 (4%) were dental.
- 

The number of male patients admitted at Punjab Institute of Mental Health increased by 1.5% to 115,805 in 2021 while the number of female patients decreased by 3.9% to 61,281.
- 

As of December 2021, 2,343 Service Centres under the Population Welfare Department were operating across Punjab. Of these, 2,100 (89.6%) were Family Welfare Centres, 115 (5%) were Mobile Service Units and 128 (5.4%) were Family Health Centres.
- 

The number of male beneficiaries of Adolescent Health Centres under PWD increased by 67.3% to 1,010 in 2021 while that of female beneficiaries increased by 23% to 6,163.
- 

In 2021, there were 1,608 Integrated Reproductive Maternal, Newborn & Child Health facilities operational in Punjab of which, 1,234 (76.7%) were 24/7 BHUs, 316 (19.6%) were RHCs and 58 (3.6%) were stabilisation centres.
- 

In 2021, the total strength of human resources in IRMNCH facilities in Punjab was 47,216. Of these, 42,171 (89%) were Lady Health Workers (LHWs), 1,946 (4%) Lady Health Visitors (LHVs), 1,755 (4%) Lady Health Supervisors (LHSs), 1,292 (3%) Ayas and 52 (0.1%) were nurses.
- 

In 2021 in Punjab, the number of pregnant women who were successfully vaccinated against MNT in decreased by 7.3% to 21,35,963.
- 

The number of family planning visits in Punjab declined by 4.8% to 17,52,131 in 2021.
- 

As per the Annual Contraceptive Performance Report 2019-20, in Punjab, the CPR by using estimated modern method users increased by 1.5%, overall, between 2018-19 and 2019-20.
- 

In 2021, 75,55,646 ANC visits took place in Punjab of which 43,43,591 (57.4%) were ANC-1 visits and 32,12,055 (42.6%) were second ANC visits. 21.4% of the ANC-1 visitors had anaemia.
- 

The number of normal deliveries conducted in the province declined by 5% to 9,35,573 in 2021. The number of caesarean-section deliveries declined by 6% to 1,91,393 in 2021.

-  Of the 10,79,801 births recorded in Punjab in 2021, 10,69,553 (99%) were live-births whereas 10,248 (1%) were still-births. Of all live births, 28,331 (2.6%) were LBW babies.
-  In 2021, a total of 9,84,111 post-natal care visits were made in facilities across 36 districts of Punjab.
-  As per data obtained from the National Aids Control Programme Website, between May 2020 and April 2021, of 49,504 female AIDS patients at treatment centres in Punjab, 42,659 (86%) received ART. Of 4,919 transgender AIDS patients, 3,827 (78%) received ART.
-  As per data obtained from the Punjab Cancer Registry, the reported cases of breast cancer increased by 23 % from 3,129 in 2020 to 3,854 in 2021. The most vulnerable age group of women was 40-59 years, which formed 55% of all breast cancer patients reported in 2021.

INTRODUCTION

The 2030 Agenda for Sustainable Development¹²² which emerged in 2015, has now become the centre of global development. Universal Health Coverage (UHC) corresponds to the third Sustainable Development Goal in the agenda – this evidences its significance as the world confronts challenges pertaining to long-term well-being of the human population. These challenges¹²³ include but are not limited to ageing populations, a rising incidence of Non-Communicable Diseases (NCDs) leading to increased morbidity and mortality, the potential for global pandemics, natural disasters and vulnerability to impacts of climate change.

The importance of ensuring equal access to healthcare lies in the promotion of healthy lives and building prosperous societies.¹²⁴ Good health is a fundamental human right and intrinsically linked to the achievement of all other SDGs as it enables populations to physically and mentally participate in academic, economic and political aspects of life. The link between good health and the achievement of key women's empowerment SDGs is illustrated below.

The salient health and wellbeing targets outlined in the Sustainable Development Agenda include reducing maternal mortality, ensuring UHC, access to reproductive and family planning services as well as fighting communicable diseases and reducing mortality from non-communicable diseases like HIV/AIDS and Tuberculosis (TB).¹²⁵ When understood in conjunction with measurable indicators, these targets highlight the importance of documenting key statistics like fertility rates, need for contraception, gender and age-disaggregated incidence of disease occurrence, access to immunization, reproductive and mental healthcare. This importance stems from the concept that these indicators are developed to drive evidence-based decision-making in public health eventually leading to a reduction in unjust and preventable inequalities related to a population's wellbeing.¹²⁶

While the world, still reeling from the effects of COVID-19 and unprecedented climate change, is committed to achieving Goal 3, this commitment is faced with significant challenges that are then further exacerbated for vulnerable groups especially women and children, particularly those living in low and middle-income countries (LMICs).¹²⁷ There is mounting global consensus¹²⁸ that health systems are not gender-neutral – the intersectionality of gender with other social determinants such as class and disability status accentuates compromised health outcomes for women in general and exponentially for ones in poverty and/or with disability. The gender and class-based differentials in access to healthcare infrastructure including medicines, vaccines and reproductive autonomy for instance, make up a common challenge prevalent in LMICs.¹²⁹

Pakistan, too is faced with similar challenges considering its own position as a developing economy. Evidence¹³⁰ suggests that although Pakistan's key health indicators like Maternal Mortality Ratio, Life Expectancy and Infant Mortality Rates have shown significantly positive trends in recent years, causes of concern remain in other areas. These causes of concern include stillbirth rates as high as 53.5 per 1000 births¹³¹, a rising double Burden of Disease (BOD) resulting from a compound of communicable and non-communicable illnesses and overall low levels of health, nutrition, immunization and family planning coverage especially among low-income groups.¹³²

Pakistan is also a victim of chronic under-investment in



122 (United Nations Organisation, 2015)
 123 (World Health Organisation Regional Office for Europe, 2018)
 124 (United Nations Organisation, 2018)
 125 (United Nations Organisation, 2015)
 126 (Pan American Health Organization, 2018)
 127 (Morgan, et al., 2018)
 128 (World Health Organisation, n.d.)
 129 (Jayachandran, 2014)
 130 (Ministry of National Health Services, Regulations & Coordination, 2016)
 131 (Aziz, et al., 2020)
 132 (Ministry of National Health Services, Regulations & Coordination, 2016)

public health.¹³³ In 2019, Pakistan's per capita spending on health amounted to USD 15¹³⁴ which, although a manifold improvement from decades past, still lags far behind in comparison with average spending of South Asian counterparts as well as WHO's recommended minimum of USD 44.¹³⁵ The federal health budget for FY 2021-22 is slated at PKR. 28.3 billion¹³⁶ as compared to PKR 25.5. billion in FY 2020-21¹³⁷; the health budget is still a mere 0.4 percent of the total federal budget for FY 2021-22.

In terms of policy interventions, the federal government has strengthened its work on its UHC initiative, *Sehat Sahulat* Programme, by launching the *Sehat* Card – a health insurance facility afforded to permanent residents, including transgender persons, registered with NADRA. Possession of the *Sehat* Card allows citizens to claim financial coverage of up to PKR 400,000 for indoor/IPD treatment of any disease.¹³⁸ This programme is a manifestation of Pakistan's National Health Vision 2016-2025 that prioritised UHC with a focus on equitable and gender-equal access to healthcare.

Vision Statement

To improve the health of all Pakistanis, particularly women and children by providing universal access to affordable, quality, services which are delivered through a resilient and responsive health system, capable of attaining the Sustainable Development Goals and fulfilling its other global health

Source: National Health Vision, 2016-2025

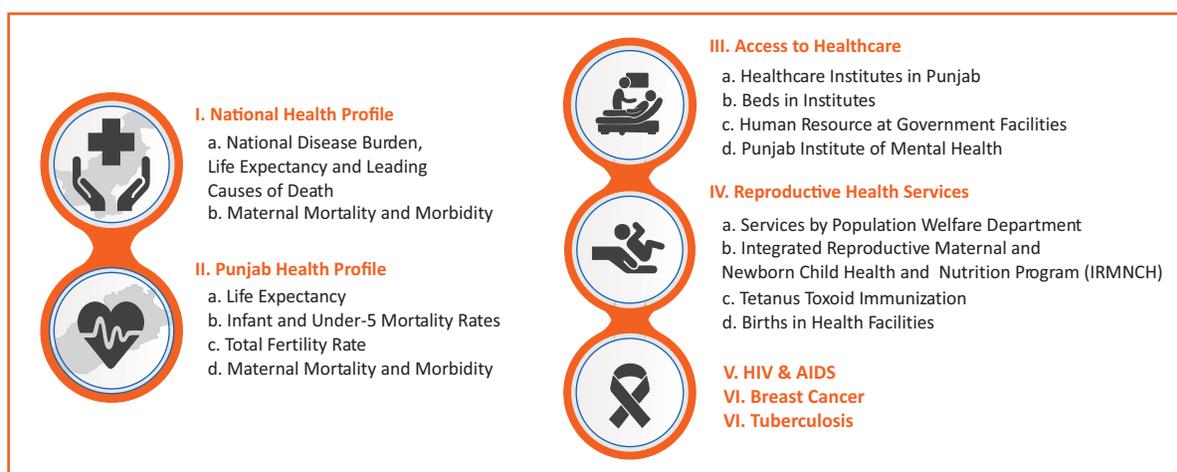
The *Sehat* Card can prove to be an effective resource for women especially those in rural areas to access reproductive, maternal and mental healthcare. However, it is noteworthy that having a valid CNIC as a prerequisite to qualify for coverage means that universal CNIC registration of women and transgender persons by NADRA must be ensured – a factor that is reported¹³⁹ to be limiting access for the group.

In a bid to prioritize improving reproductive health and welfare outcomes for women, the federal government has intensified its Family Planning and Healthcare Programme (FP&HCP) through the Ehsaas Programme. Family planning taskforces have been constituted to further efforts to increase the Contraceptive Prevalence Rate (CPR) to 50 percent; public and private partnership has also been explored to ensure availability of a range of methods to the masses including Intra Uterine Devices (IUDs) and implants.

The global awareness around increasing public health spending has found its way into the policy efforts of the national and provincial governments of Pakistan as well. However, significant gaps remain as far as neonatal, reproductive, mental healthcare, BOD and logistical and human resource requirements of healthcare facilities are concerned. It is imperative for the government to work with all stakeholders in its mixed-delivery health system to not only secure its international health-related commitments like the SDA but also to ensure gender-equal human development outcomes for its people.

Organization of Analysis

This section is structured as follows:



133 (Joint Learning Network for Universal Health Coverage, Global Financing Facility, The World Bank Group, 2021)

134 Ibid

135 (Ministry of Finance, Government of Pakistan, 2016)

136 (Finance Division, 2021)

137 (Finance Division, 2020)

138 (Sehat Sahulat Programme, n.d.)

139 (Morgan L., 2019)

4.1 Pakistan Health Profile

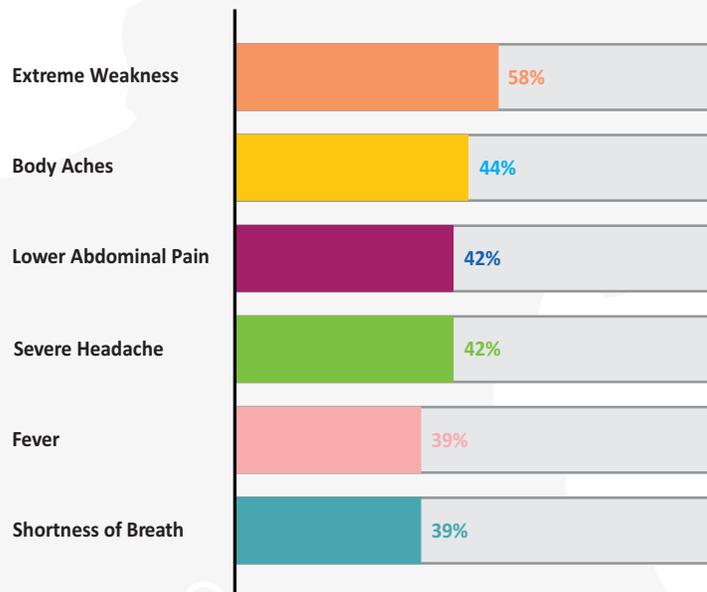


Maternal Mortality Ratio



186
Maternal Deaths
Per 100,000 live births

Most Common Issues Reported by Women During Their Last Pregnancy



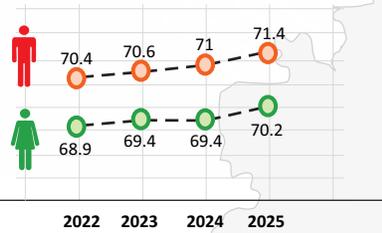
Source: Pakistan Maternal Mortality Survey (PMMS) 2019

4.2 Punjab Health Profile



Punjab Health Profile

Life Expectancy in Punjab (2022-2025)
(Forecast)

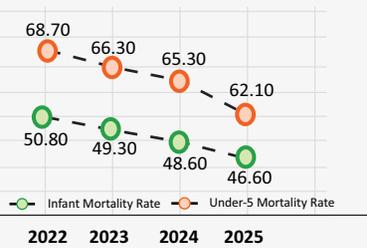


Life Expectancy (2020)

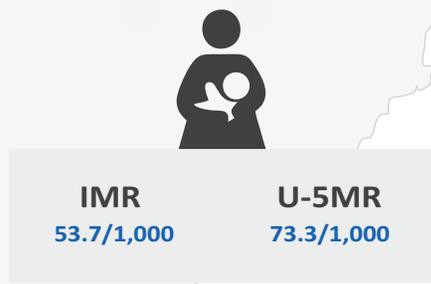


Infant Mortality and Under-5 Mortality are quantified as the number of deaths for every 1,000 live births.

Infant & Under-5 Mortality Rates in Punjab (2022-2025)
(Forecast)

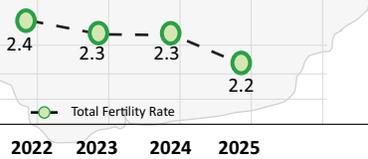


IMR & U-5MR (2020)



Total Fertility Rate is quantified as the average number of live births a woman would have by age 50 subject to age-specific fertility rates, assuming no mortality.

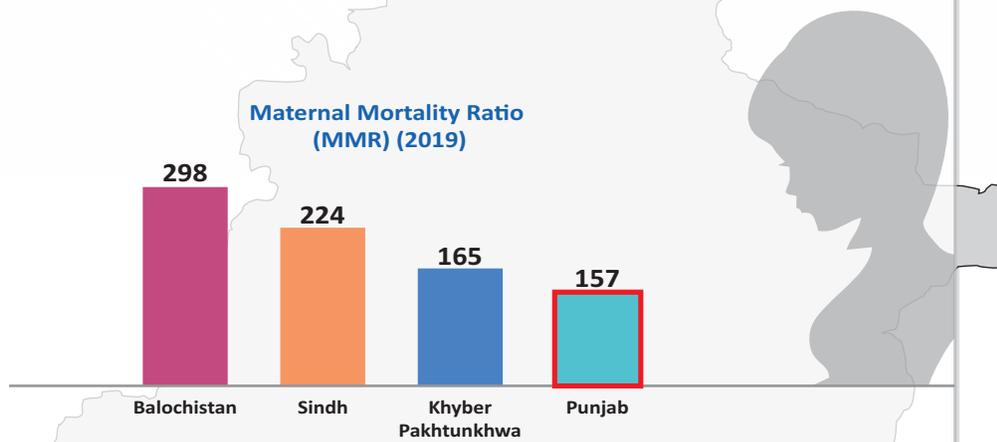
Total Fertility Rate in Punjab (2022-2025)
(Forecast)



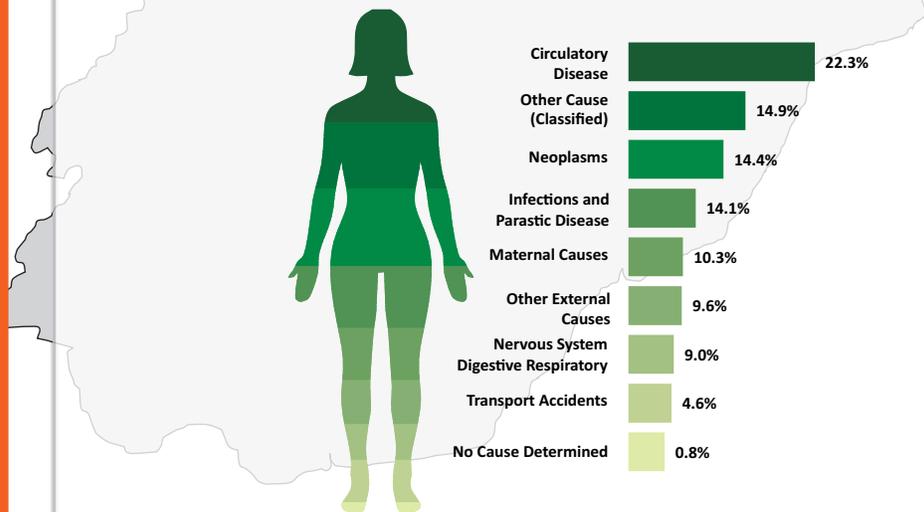
Source: PGPR 2019 & 2020



Maternal Mortality Ratio (MMR) is quantified as the number of maternal deaths during a given time period per 100,000 live births during the same time period.



Underlying Cause of Death for Women (aged 15-49) in Punjab (%) (2019)



Source: PGPR 2019 & 2020

4.3 Access to Healthcare

Most health policy literature interprets access to healthcare as the opportunity and ease with which consumers and communities are able to use resources in proportion to their needs¹⁴⁰; in this sense, focus is centred upon a service, a provider and/or an institution. However, a more multidimensional approach to understanding access includes considering characteristics of both the supply and demand sides. Here, the interaction between supply side factors like location, availability and cost and demand-side factors like BOD, attitudes and knowledge is most important. While barriers to care such as distance from health facilities and cost of care may affect both genders similarly, the sociocultural determinants of gender norms such as restricted mobility and financial dependence, make women disproportionately vulnerable to inadequate access to healthcare.¹⁴¹

Punjab's primary and secondary healthcare system overseen by the Primary & Secondary Health Department (P&SHD) comprises of hospitals, dispensaries, Basic Health Units (BHUs), Rural Health Centres (RHCs) and Mother and Child Health Centres (MCHCs). The Specialized Healthcare & Medical Education Department (SH&MED) corresponds to the tertiary level of healthcare provision whereby it oversees teaching hospitals and medical education institutes.

4.3.1 Healthcare Institutes in Punjab

Data in this subsection is sourced from the Punjab Development Statistics 2021.

As of January 1st, 2020, there were 5,227 health facilities functioning across Punjab. Of these, 2,587 (49.5%) were BHUs, 1,411 (27%) dispensaries, 390 (7.5%) hospitals, 358 (7%) RHCs, 280 (5%) MCHCs, 186 (3.5%) SHCs and 15 (0.3%) were TB Clinics.

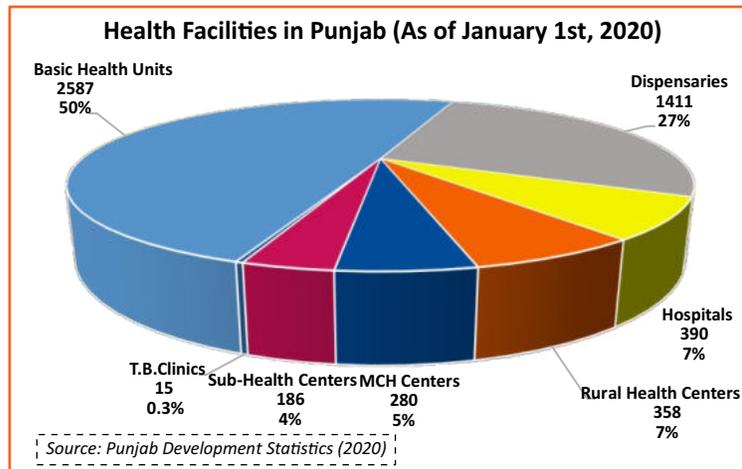


Figure 4.1

Overall, the number of health facilities in Punjab have increased by roughly 6 percent from 4,937 facilities in 2019. This increase comes as a quick recovery from the downward trend recorded in 2019 amidst a generally upward trend¹⁴² in health facilities in Punjab through years past.

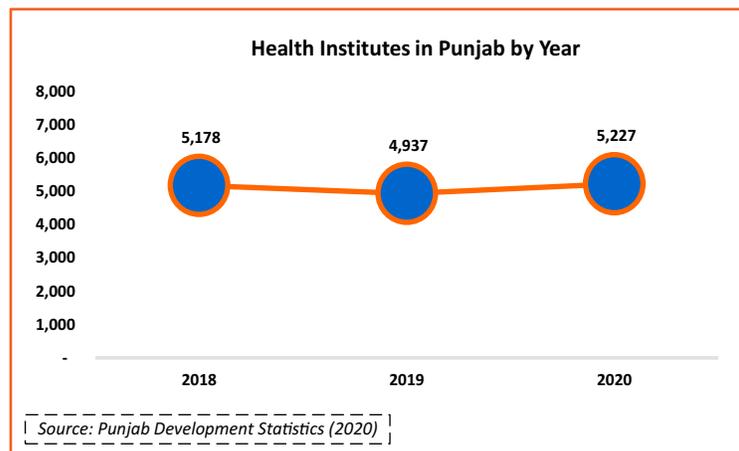


Figure 4.2

140 (Levesque, Harris, & Russell, 2013)

141 (Azad, Charles, Ding, Trickey, & Wren, 2020)

142 (Punjab Commission on the Status of Women, 2021)

The numbers of all facilities have seen an increase except MCHCs which have remained the same and TB Clinics which have declined, albeit marginally. Figure 4.3 illustrates a detailed comparison of the number of health facilities in Punjab between 2019 and 2020.

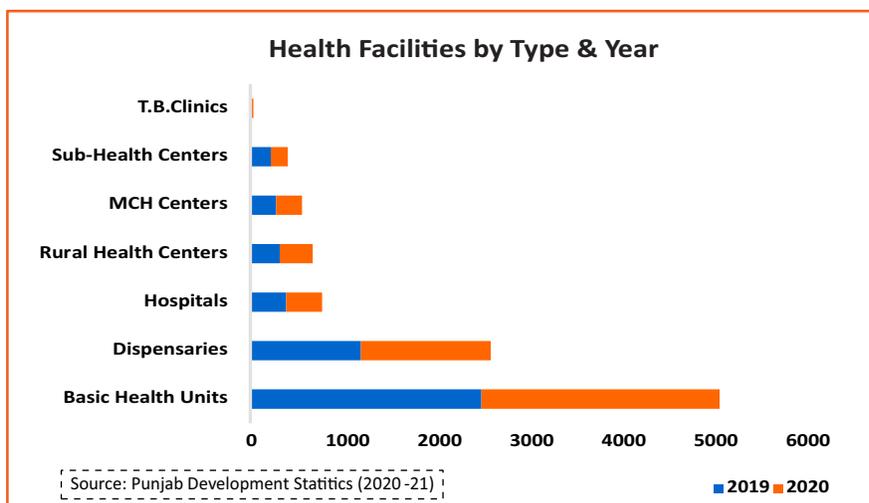


Figure 4.3

In terms of a district-wise analysis, Faisalabad had the highest number of facilities overall (384) while Hafizabad had 61 health facilities functioning in the district. It is noteworthy that many districts reported no SHCs and TB Clinics at all.

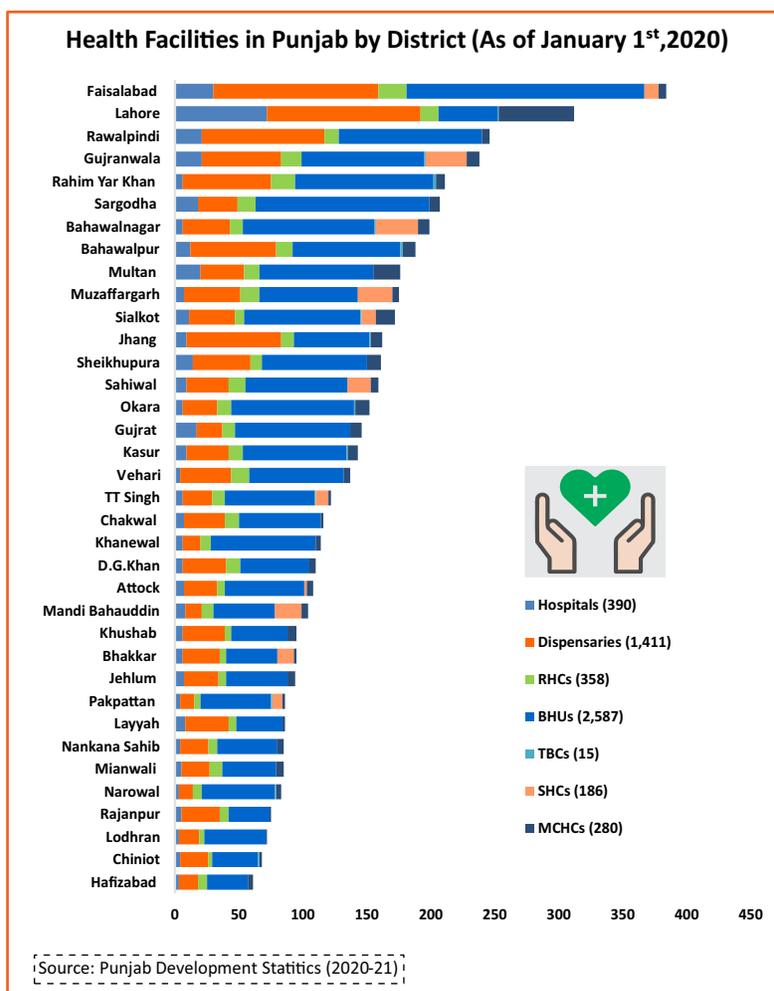


Figure 4.4

4.3.2 Number of Beds

As of January 1st 2020, there were a total of 72,130 beds in health facilities in Punjab. Of these, 59,574 were in hospitals, 89 in dispensaries, 7,182 in RHCs, 154 in TB Clinics and 5,131 were in BHUs. An increase was observed in the number of beds in all health facilities except those in dispensaries, the number for which has dramatically declined to 89 in 2020 from 379 in 2019, marking a 76 percent decrease.

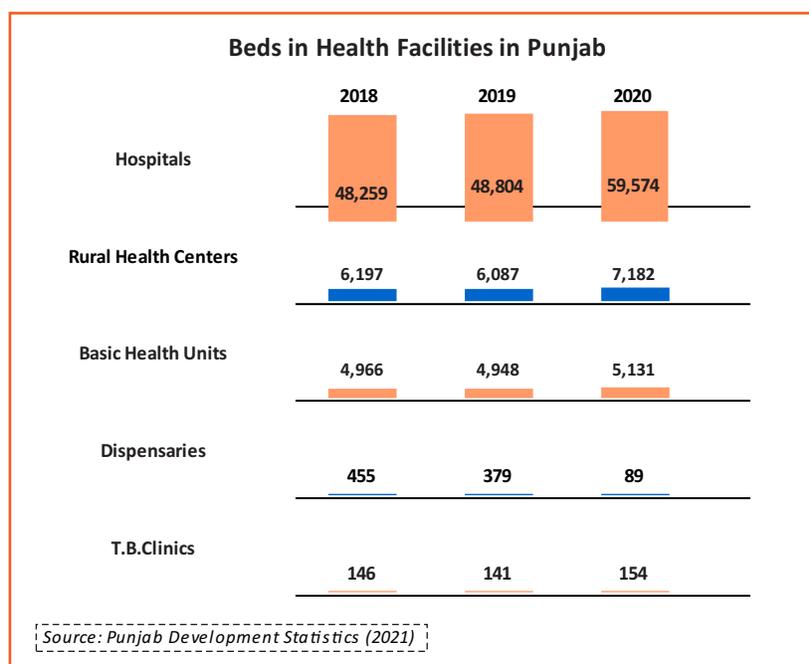


Figure 4.5

4.3.3 Human Resource at Government Facilities

The availability of skilled and adequate medical personnel is critical to the effective functioning of a healthcare system. This is reaffirmed in the World Health Organisation's (WHO) Global Strategy on Human Resources for Health: Workforce 2030¹⁴³ which is a policy guide outlining targets for member countries to ensure effective healthcare human resources.

Although human resource shortage in healthcare is a global problem, Pakistan is one of the 57 Human Resource in Health (HRH) crisis countries¹⁴⁴ faced with myriad issues including shortages, rural-urban mal-distribution, quality and skill-mix issues as well as obstacles to rural retention.

As of January 1st, 2020, there were 122,879 registered medical personnel in Punjab. Of these, 87,121 (71%) were MBBS doctors, 10,124 (8%) BDS dentists and 25,634 (21%) were specialist doctors. Of the specialist personnel, 24,596 (96%) were medical doctors while 1,038 (4%) were dental.

4.3.4 Punjab Institute of Mental Health

Administrative data obtained from the Punjab Institute of Mental Health revealed that the number of male patients at the facility increased while that of female patients decreased in 2021 as compared to 2020.

143 (World Health Organisation, 2016)

144 (World Health Organization Regional Office for the Eastern Mediterranean, 2022)

115,805 male patients were admitted at PIMH in 2021, recording an increase of 1.5 percent from 114,100 patients in 2020. On the other hand, 61,281 female patients were admitted in 2021 as compared to 63,746 in 2020, marking a 3.9 percent decrease. Figure 4.6 illustrates these statistics.

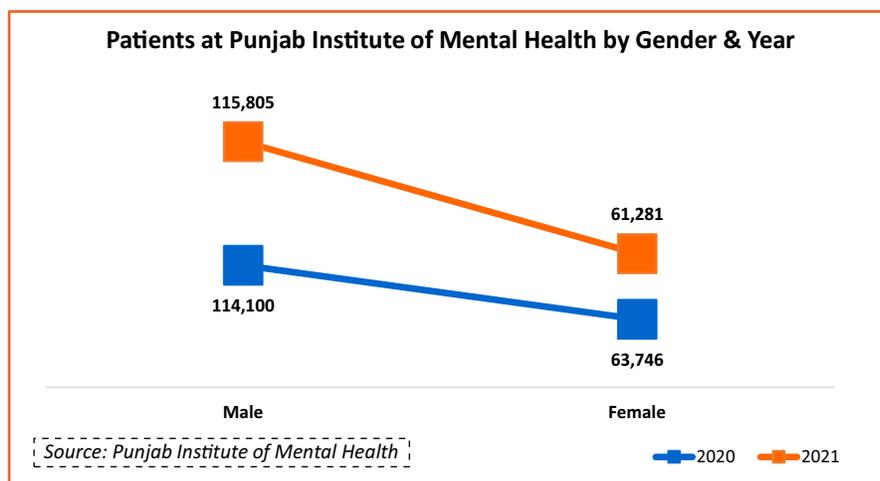


Figure 4.6

In terms of an analysis of the incidence of various types of mental illness for which data has been reported, the narrowest gender gap was observed in patients of Dementia and Depression for OPD at PIMH in 2021. The widest gender gap was observed in patients of Drug Addiction with men making up 78 percent of all drug addicts admitted at the facility.

Among female indoor patients, the incidence of intellectual disability and depression respectively, were observed to be the highest in comparison with other mental illness types. No female patients of Drug Addiction and Drug-Induced Psychosis were reported.

The detailed OPD patients' analysis by gender is depicted in Figure 4.7.

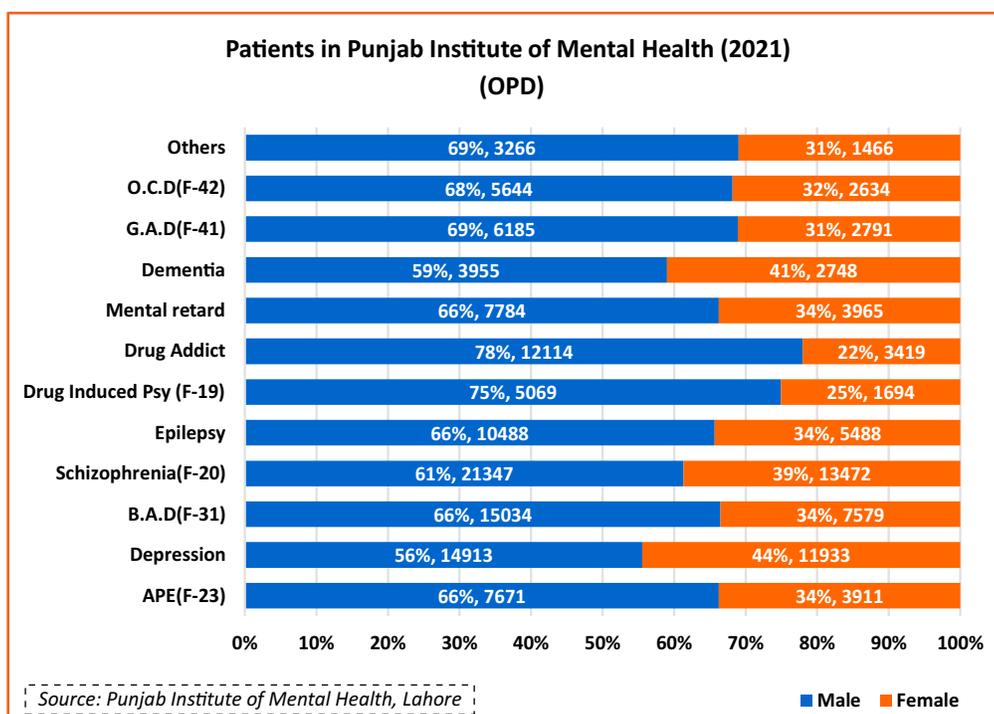


Figure 4.7

4.4 Reproductive Health Services

The goal to achieve UHC by 2030 for communities around the world cannot be met without prioritizing the sexual and reproductive health rights (SRHR) of populations. This means accounting for the SRHR needs of an individual from infancy and childhood, through adolescence and into adulthood and old age.¹⁴⁵

The Guttmacher Institute has proposed a comprehensive definition and intervention model to ensure a robust SRH system. Figure 4.8 outlines this approach.



Figure 4.8

While access to reproductive healthcare is pertinent for all, it is especially crucial for women and adolescent girls as they are more likely to experience gender-based violence, sexually transmitted infections (STIs) and poor access to SRH services.¹⁴⁶ Policy development and implementation is particularly lagging in LMICs with respect to enhanced SRH outcomes for women and adolescent girls. Studies¹⁴⁷ have found that although the core idea has been recognised, much remains to be done with regards to increasing age at marriage, reducing unintended pregnancies and early childbearing and ensuring that women and girls have access to necessary SRH information and services.

Dedicated interventions by the Population Welfare Department, Directorate General Health Services and the IRMNCH & Nutrition Program in Punjab are underway to address the SRH needs of the population. The following subsections analyse data from the abovementioned sources as well as survey data to evaluate the status of reproductive healthcare in the province.

4.5 Services by Population Welfare Department (PWD)

4.5.1 Service Centers under PWD in Punjab

The three service centres under PWD are Family Health Clinics (FHCs), Mobile Service Units (MSUs) and Family

145 (United Nations Population Fund, 2019)

146 (McGranahan, et al., 2021)

147 (Santhya & Jejeebhoy, 2015)

Welfare Centres (FWCs).

A district-wise breakdown of the availability of these service centres is depicted in Figure 4.9. As of December 2021, 2100 FWCs, 115 MSUs and 128 FHCs were operating across 36 districts of Punjab. Sargodha reported the highest number of FWCs (116) while Chiniot reported the lowest number (17). The distribution of MSUs and FHCs was observed to be roughly uniform across all districts ranging between 1 to 6 for MSUs and 1 to 7 for FHCs.

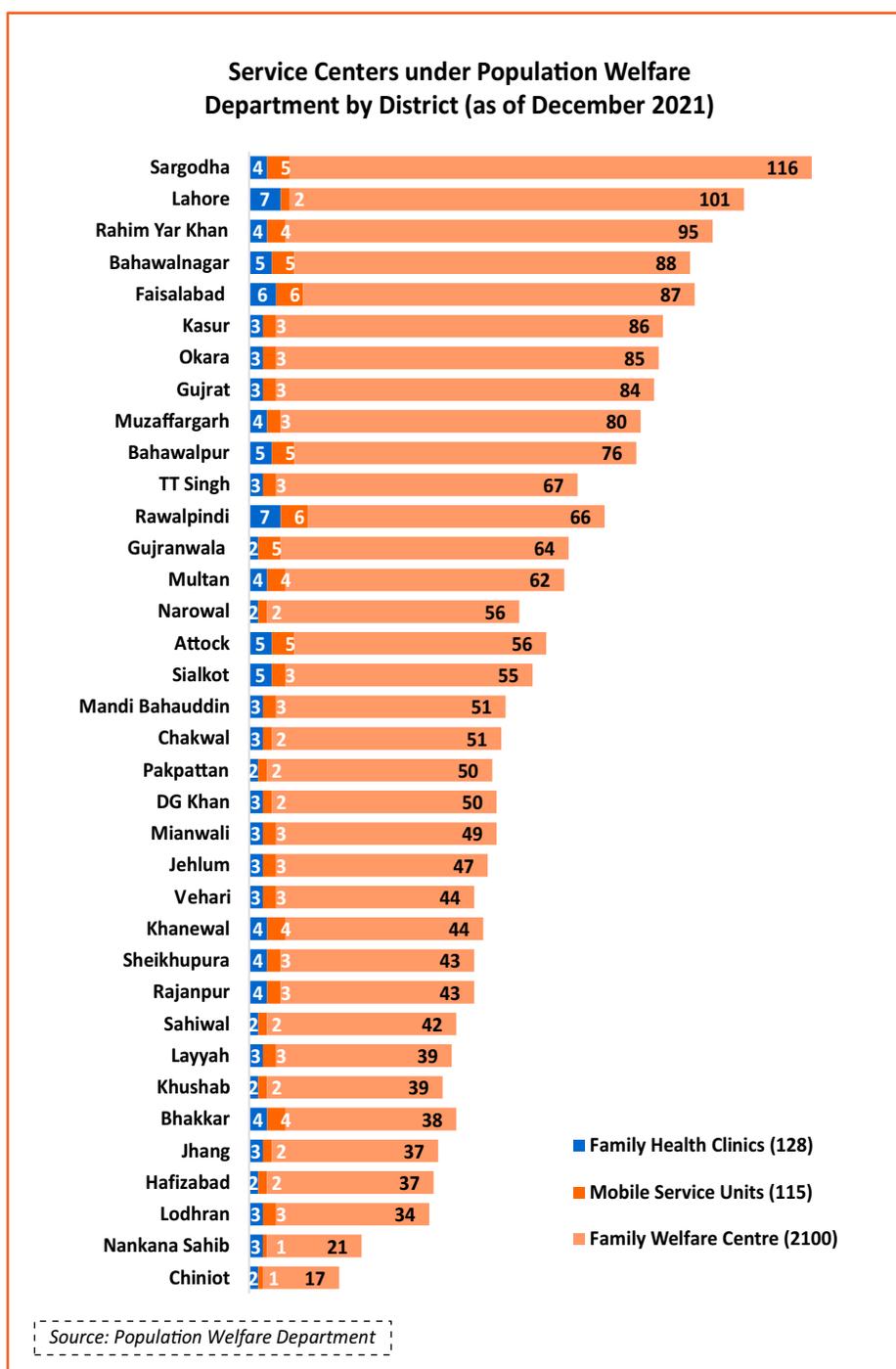


Figure 4.9

The number of service centres under PWD has remained consistent for MSUs and FWCs between June 2021 and December 2021 whereas the number of FHCs declined negligibly from 129 to 128.

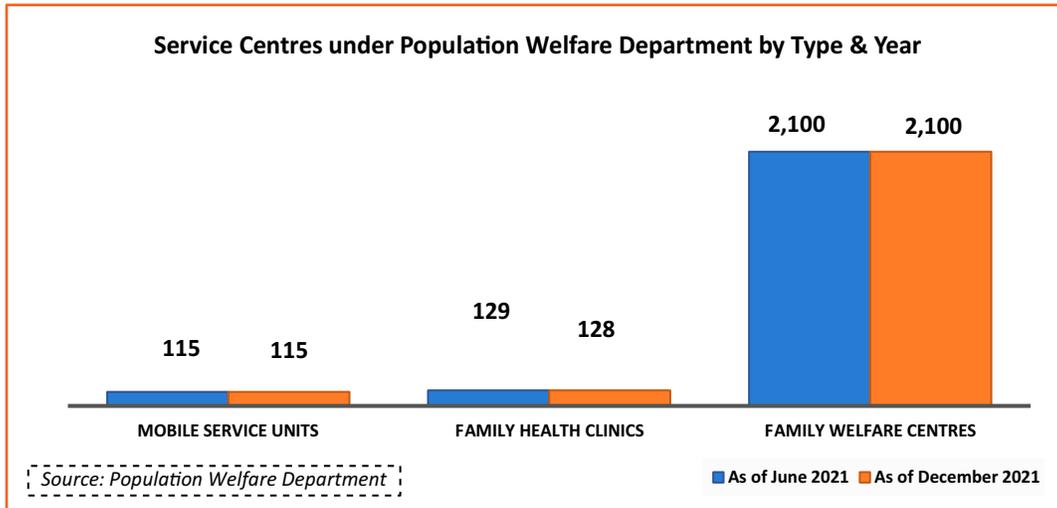


Figure 4.10

4.5.2 Adolescent Health Centres under PWD

The numbers of both male and female beneficiaries of Adolescent Health Centres (AHCs) under PWD increased between 2020 and 2021. While the number of adolescent boys increased from 330 in 2020 to 1,010 in 2021, marking a significant increase of 67.3 percent, the number of adolescent girls benefiting from these AHCs increased from 4,740 to 6,163, marking a 23 percent increase. Overall, female beneficiaries are observed to far outnumber their male counterparts which is an alarming gender gap requiring attention towards adolescent boys' health. At this point, it may be worth noting that a high number of girls benefitting from AHCs may be understood in conjunction with a possibly high rate of child marriage and/or adolescent pregnancies.

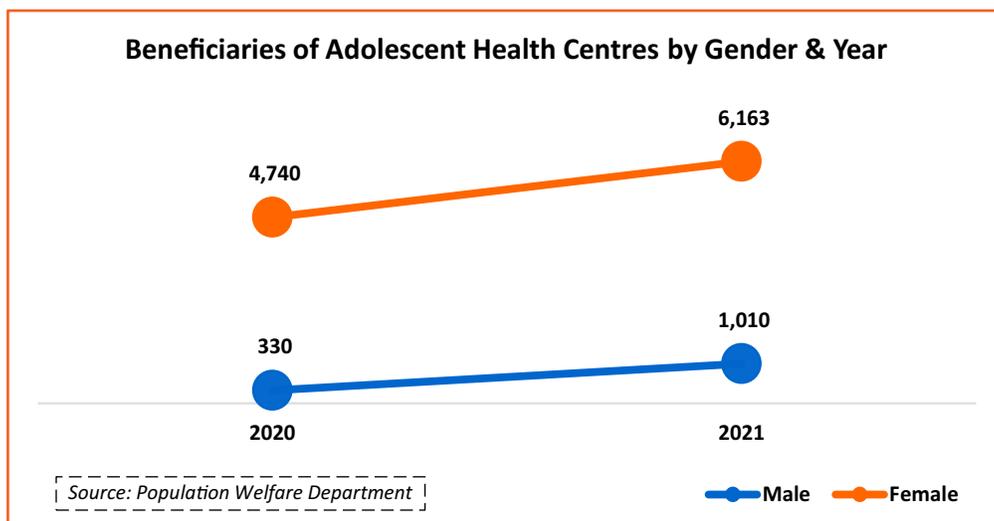


Figure 4.11

Data was obtained for AHCs present across 12 districts of Punjab namely Lahore, Sargodha, Gujrat, Sahiwal, Faisalabad, Rawalpindi, Gujranwala, Dera Ghazi Khan (DG Khan), Bahawalpur, Multan, Rahim Yar Khan (RY Khan) and Sialkot. While no beneficiaries were reported at all for Bahawalpur, Multan, RY Khan and Sialkot in 2021, significant numbers were reported for other districts. The highest number of beneficiaries was reported for Lahore with 2,641 (78%) girls and 733 (22%) boys. The widest gender gap of 99 percent was observed in Sahiwal with only 4 boys as compared to 611 girl beneficiaries of the AHC.

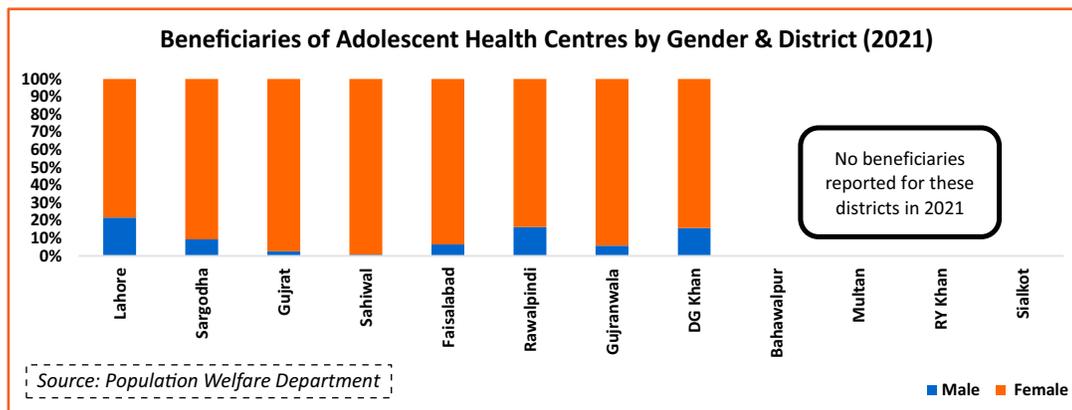


Figure 4.12

4.6 Integrated Reproductive Maternal, New-born & Child Health and Nutrition Program (IRMNCH)

The Continuum of Care (CoC) approach has recently gained traction in maternal and child health; the idea suggests that healthcare delivery must ensure that a woman receives timely and appropriate care throughout the pregnancy, delivery and postpartum period.¹⁴⁸

The integration of MNCH under a single IRMNCH & Nutrition Program may be understood as a policy manifestation of the CoC approach. The Punjab Health Sector Strategy 2019-2028 emphasises positive MNCH and Nutrition outcomes, outlined in Table 4.1 as its key objectives.

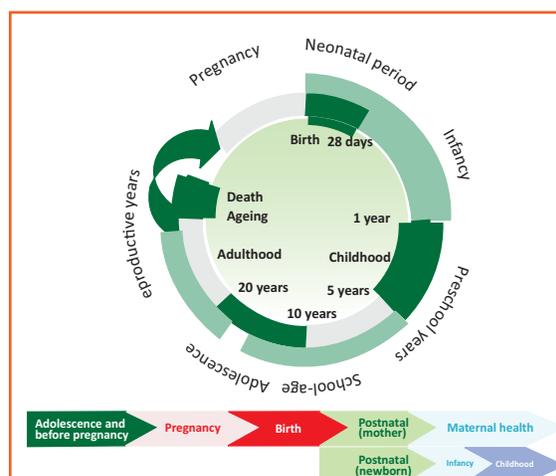


Figure 4.13

Table 4.1

Maternal and Child Health (MNCH), Nutrition Objectives	
1.	Ensure timely and free access to MNCH services for all in Punjab
2.	To institutionalise quality of care in MNCH services delivery system
3.	Ensure timely and free access to nutrition services for all in Punjab
4.	To institutionalise quality of care in nutrition services delivery system

Source: Punjab Health Sector Strategy, 2019-2029

4.6.1 IRMNCH Facilities in Punjab

There was a total of 1,608 IRMNCH facilities in Punjab in 2021. Of these, 1,234 were 24/7 BHUs, 316 RHCs and 58 were stabilisation centres. While the numbers of RHCs and stabilization centres have seen negligible or no change at all over the last three years, the number of 24/7 BHUs has reported an increase of 3.3 percent. Figure 4.15 illustrates these statistics.

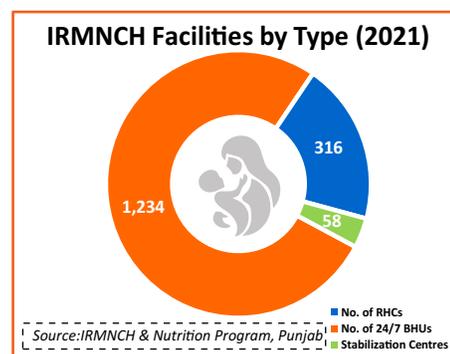


Figure 4.14

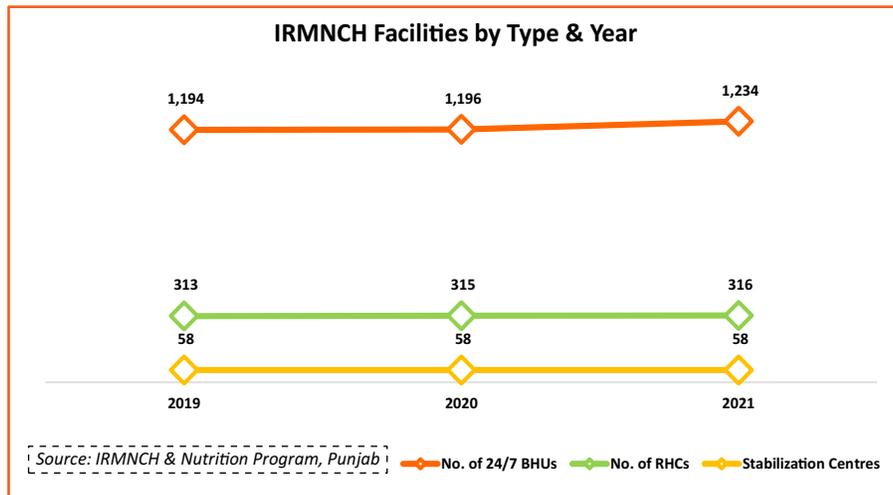


Figure 4.15

A district-wise analysis reveals that overall, the highest number of IRMNCH facilities were operational in Kasur with a total of 87, of which, 75 were 24/7 BHUs, 11 RHCs and 1 was a stabilisation centre. Hafizabad and Khushab reported the lowest numbers of IRMNCH facilities where overall, 22 were operational. Of the 22 in Hafizabad, 14 were 24/7 BHUs, 7 were RHCs and 1 was a stabilisation centre, whereas in Khushab, of 22 facilities, 16 were 24/7 BHUs, 5 were RHCs and 1 was a stabilisation centre. Figure 4.16 depicts a detailed district-wise analysis of the three types of IRMNCH facilities operating in the province in 2021.

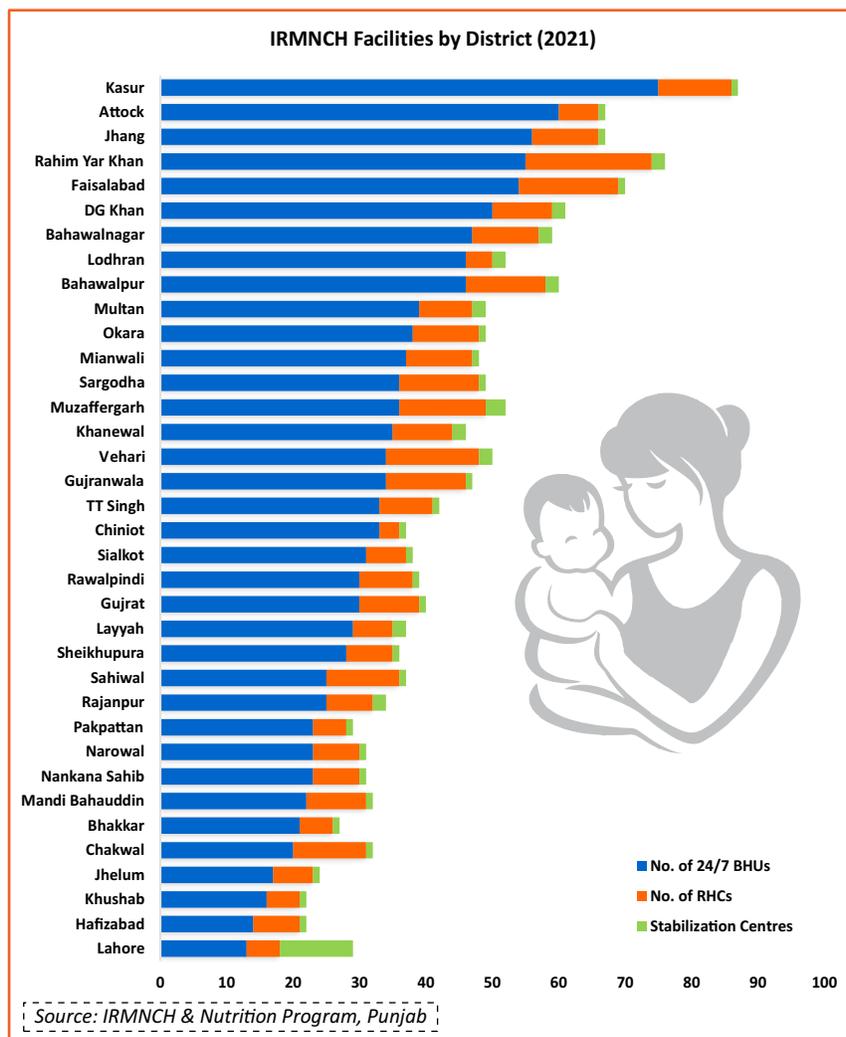


Figure 4.16

4.6.2 Human Resources in IRMNCH Facilities in Punjab

The human resource strength in IRMNCH facilities in Punjab in 2021 was 47,216. Of these, 42,171 (89%) were Lady Health Workers (LHWs), 1,946 (4%) Lady Health Visitors (LHVs), 1,755 (4%) Lady Health Supervisors (LHSs), 1,292 (3%) Ayas and 52 (0.1%) were nurses. Figure 4.17 illustrates these statistics.

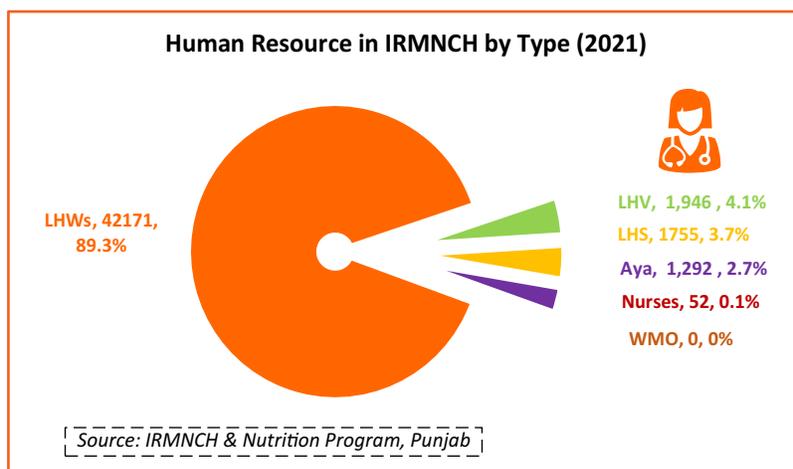


Figure 4.17

A yearly comparison reveals that overall, the strength of IRMNCH human resource has decreased by 1.5 percent from 47,952 in 2020. Barring the number of LHSs, all types of human resources have recorded a decline between 2020 and 2021; the numbers of LHWs have declined by 1.4 percent, LHVs by 5 percent, Ayas by 1.5 percent, nurses by 12 percent and WMOs by 100 percent. This comparison is illustrated in Figure 4.18.

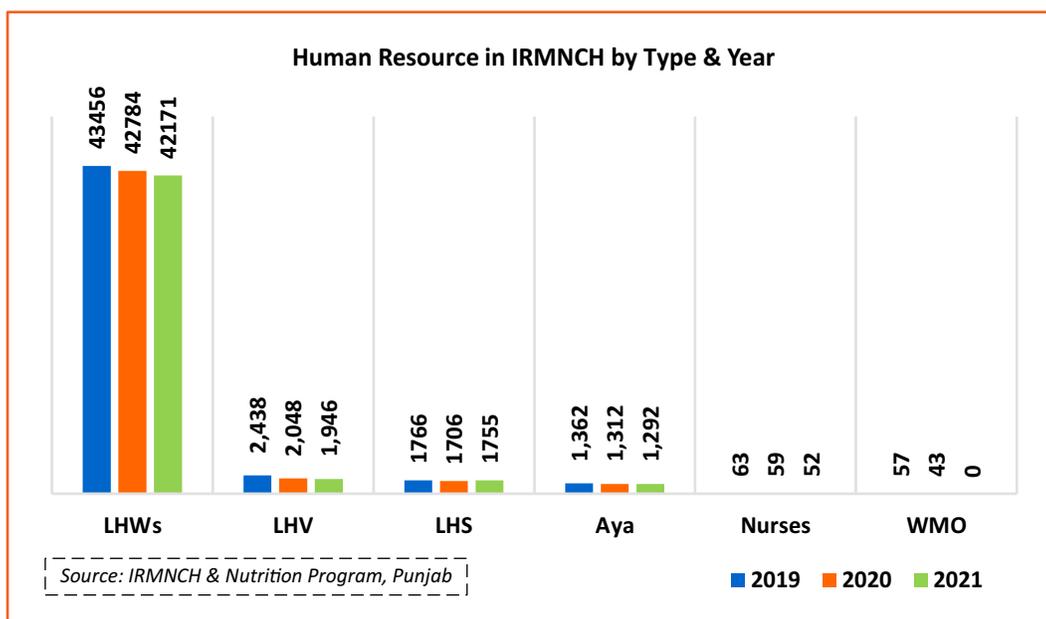


Figure 4.18

Faisalabad had the highest number of human resources with a strength of 2,470 workers. Of these, 2,193 were LHWs, 101 LHVs, 95 LHSs, 79 Ayas and 2 were nurses. On the other hand, Chiniot posted a strength of 480 IRMNCH workers, of which, 415 were LHWs, LHVs and LHSs were 22 each, 20 were Ayas and 1 was a nurse.

A detailed district-wise analysis is illustrated in Figure 4.19.

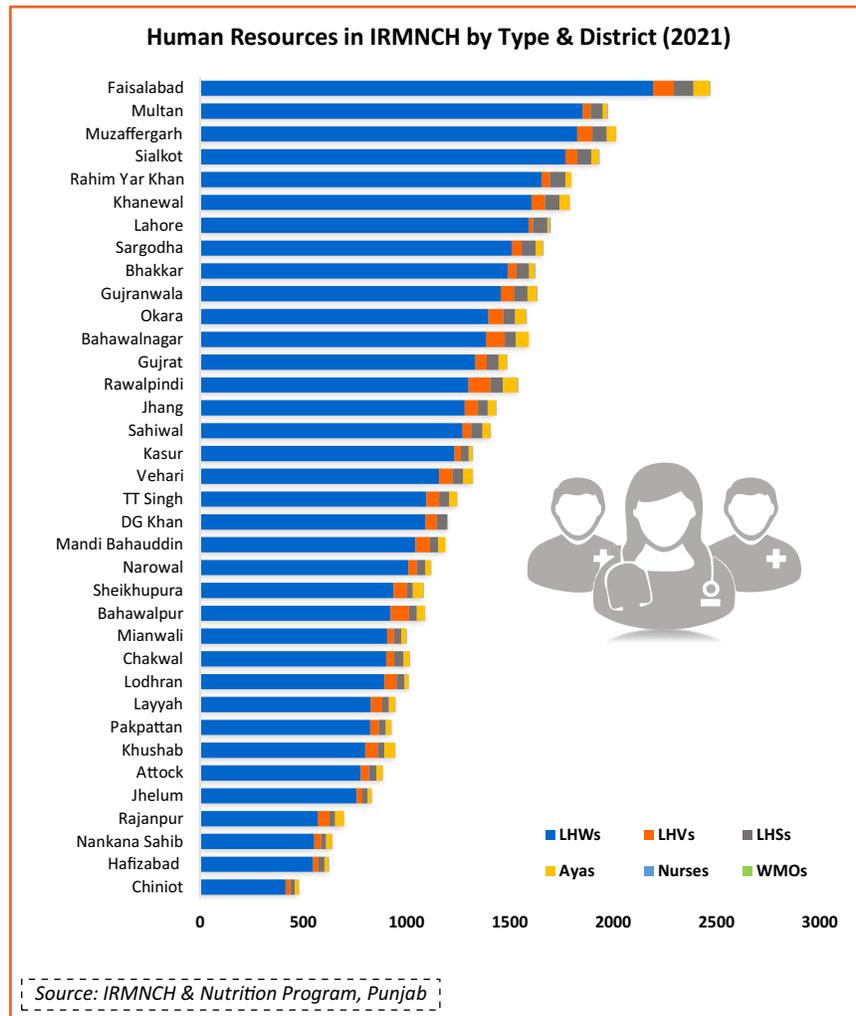


Figure 4.19

4.7 Tetanus Toxoid Immunization Among Pregnant Women

Maternal and neonatal tetanus (MNT) develops as a result of both inadequate immunisation as well as unhygienic birth practices.¹⁴⁹ MNT was recognised as a global public health concern in the late 1980s when WHO estimated the

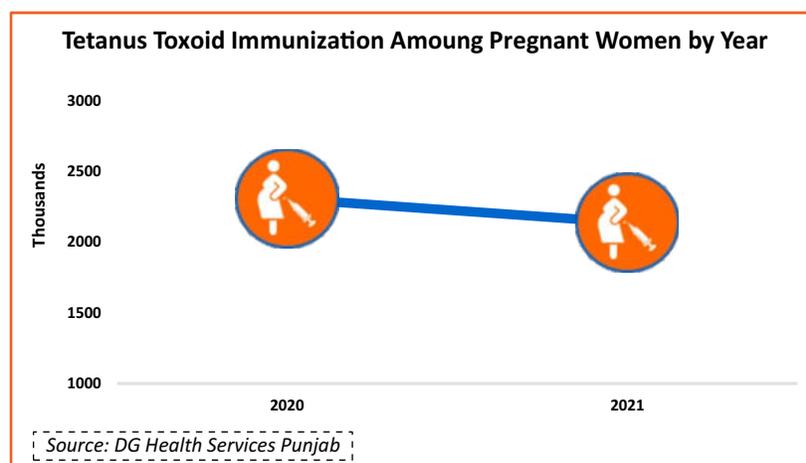


Figure 4.20

neonatal tetanus mortality rate to be 6.7 NT deaths per 1000 live births.¹⁵⁰ Global target years for MNT Elimination (MNTE) were pushed from 1995 to 2000 to 2005 to 2015! At present, 12 countries have still not been validated for MNTE including Pakistan however, it has achieved the status of partial elimination due to satisfactory MNTE in Punjab.¹⁵¹

This section analyses administrative data for tetanus toxoid immunization among pregnant women in the province.

The number of pregnant women who were successfully vaccinated against MNT in Punjab decreased by 7.3 percent from 23,06,196 in 2020 to 21,35,963 in 2021.

The highest incidence of vaccination against MNT in 2021 was observed in Gujranwala with 1,94,577 pregnant women receiving the TT-2 vaccine while Jhelum recorded the lowest incidence with only 12,718 pregnant women receiving the said vaccine. It is noteworthy that in 2020, 36,273 pregnant women were immunised against tetanus toxoid in Jhelum making its statistic for 2021 drop by 65 percent. Gujranwala's incidence has increased by 50 percent, from 1,29,614 in 2020.

Figure 4.21 illustrates a comparison of district-wise numbers for vaccination against MNT in the province in 2020 and 2021.

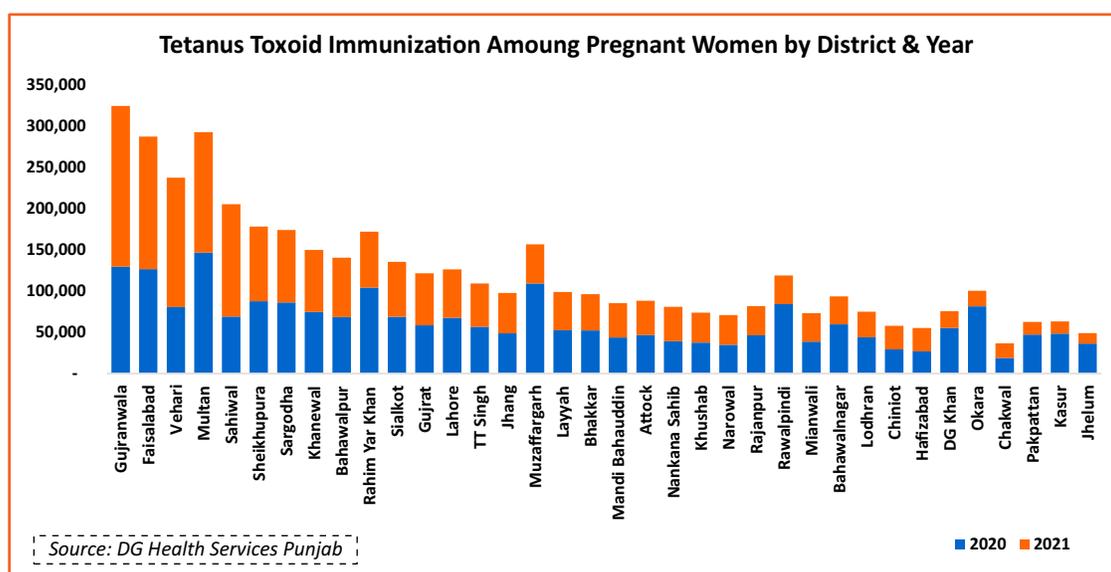


Figure 4.21

4.8 Family Planning & Contraceptive Use in Punjab

Global commitments to women's empowerment have reaffirmed the need to improve access to family planning services; this includes Article 16 of the Convention on the Elimination of All forms of Discrimination Against Women (CEDAW).

Pakistan's vision stated in its Family Planning 2030 commitment¹⁵² is particularly in line with the abovementioned provision of CEDAW. As per the statement, Pakistan envisions a society where women and girls are empowered and couples are able to exercise freely their right to decide the number of their children while striking a balance or "tawazun" between their resources and family size. The commitment also lays out Contraceptive Prevalence Rate targets pledged by each province and region, outlined in Table 4.2.

Women be accorded in comparison with men, " the same rights to decide freely and responsibly on the number and information, education and means to enable them to exercise these rights. " Article 16, CEDAW

150 (World Health Organisation, n.d.)

151 (World Health Organisation, n.d.)

152 (Ministry of National Health Services Regulations & Coordination, Government of Pakistan, 2021)

Table 4.2

Province/Region	PDHS 2017-18 (%)	Target 2025	Target 2030
Sindh	30.9	47	57
Punjab	38.3	54	64
Khyber Pakhtunkhwa	30.9	46	56
Balochistan	19.8	36	46
Islamabad Capital Territory	45.7	62	72
Gilgit-Baltistan	39.0	55	65

Source: Pakistan Family Planning 2030 commitment

LMICs have used household visits as a policy measure to generate acceptance and demand for family planning and contraception, for decades now.¹⁵³ Sizeable evidence has confirmed the success of this policy in developing countries where Community Health Workers (CHW)-led interventions have helped increase the use of modern contraception and improved knowledge and attitudes regarding FP as well.¹⁵⁴ However, gaps remain as researchers struggle to confirm whether or not rural and urban settings, both are equally covered through CHW interventions, and whether or not a good rate of non-users converts to using contraception instead of only existing users shifting to modern methods.¹⁵⁵

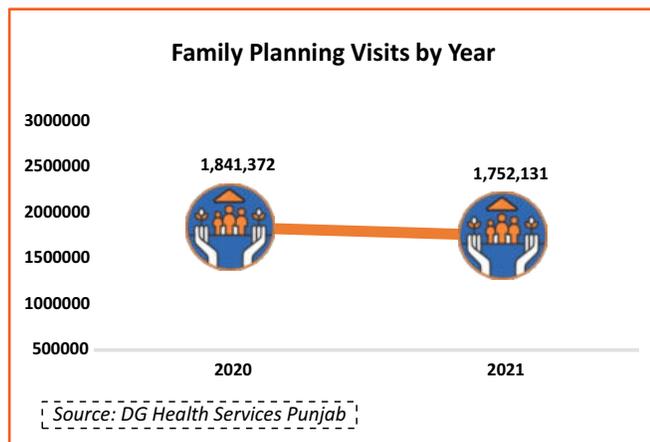


Figure 4.22

The number of family planning visits in the province declined by 4.8 percent from 18,41,372 in 2020 to 17,52,131 in 2021 as illustrated in Figure 4.22.

A district-wise analysis reveals that the highest number of FP visits was observed in Faisalabad with a total of 1,44,690 visits whereas the lowest number was observed in Khushab with 13,520 visits. Comparatively, in 2020, the highest number was observed in Multan (1,20,203) where visits declined by 3.6 percent with 1,15,863 visits in 2021. FP visits in Faisalabad increased by a remarkable 34.6 percent to replace Multan as the top placeholder in 2021. Khushab fared worst in 2020 as well where the number of visits declined by 23.5 percent from 17,684 in 2020.

Figure 4.23 illustrates a comparison of FP visits in each of the 36 districts during 2020 and 2021.

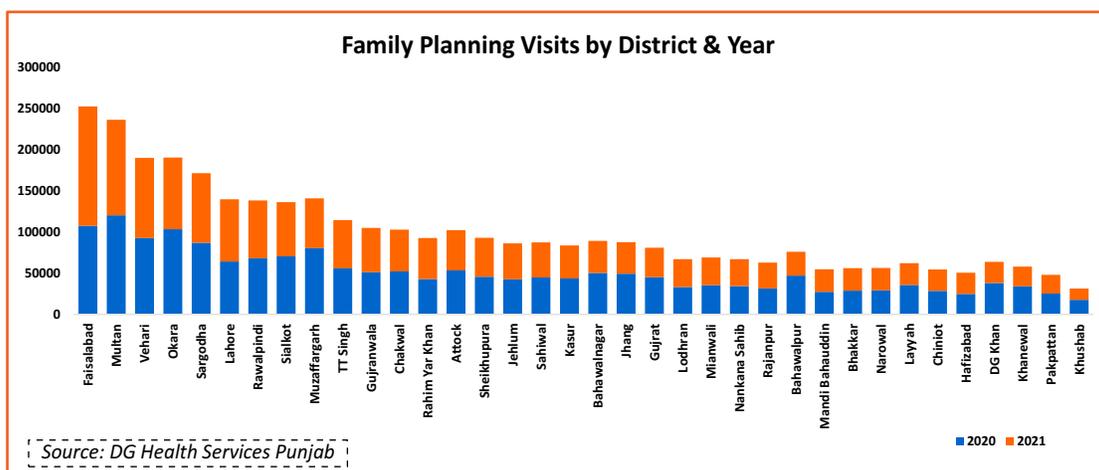


Figure 4.23

153 (Hackett, et al., 2020)
 154 Ibid
 155 (Hackett, et al., 2020)

Figure 4.24 depicts the distribution of FP visits in the province in 2021. Most districts have recorded between 20,000 to 40,000 FP visits, while only 5 of 36 districts recorded more than 80,000 visits.

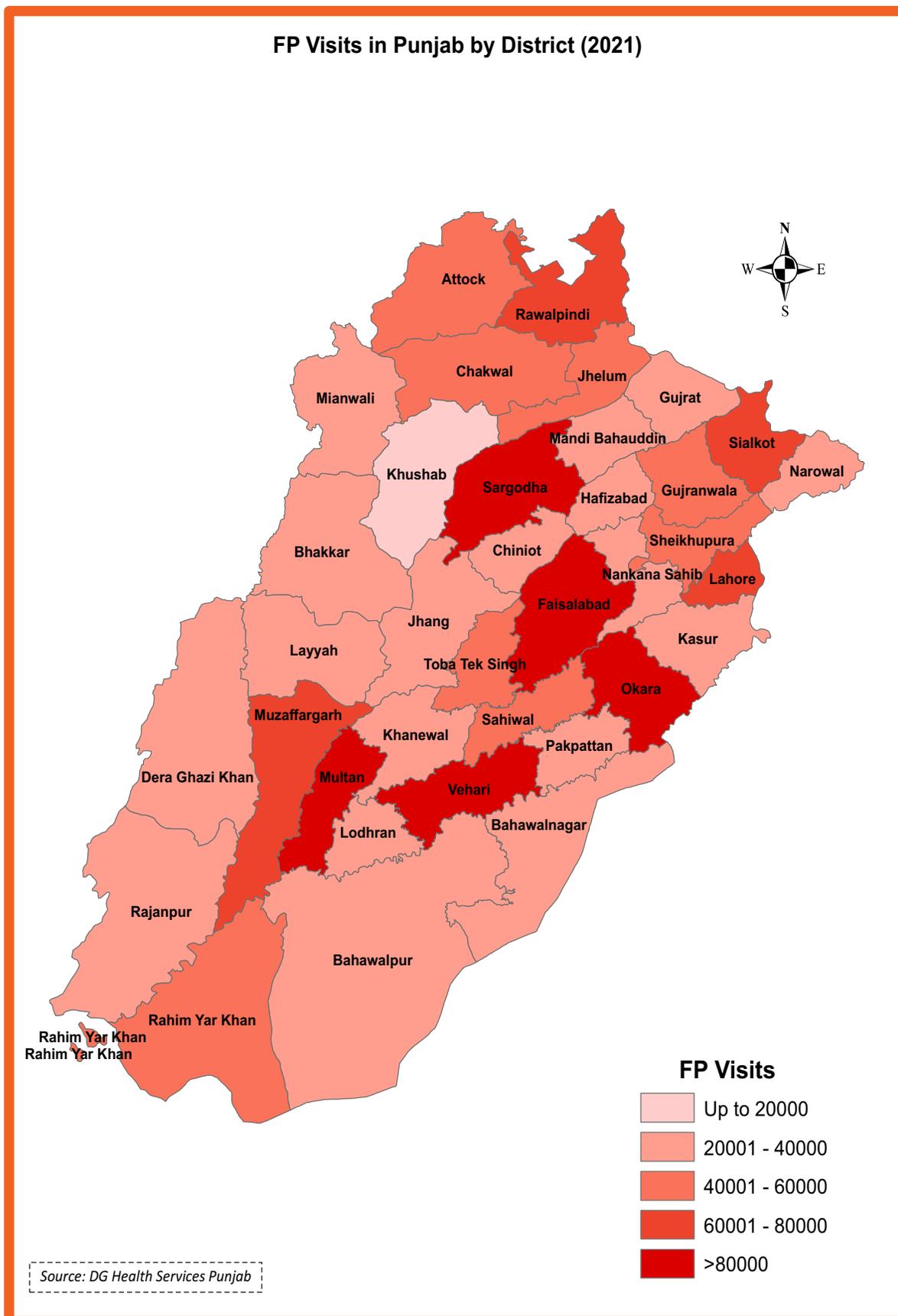


Figure 4.24

Figure 4.25 summarises key features of the contraceptive profile of Punjab. It is noteworthy that the CPR by using estimated modern method users has registered a 1.5 percent increase overall between 2018-19 and 2019-20.

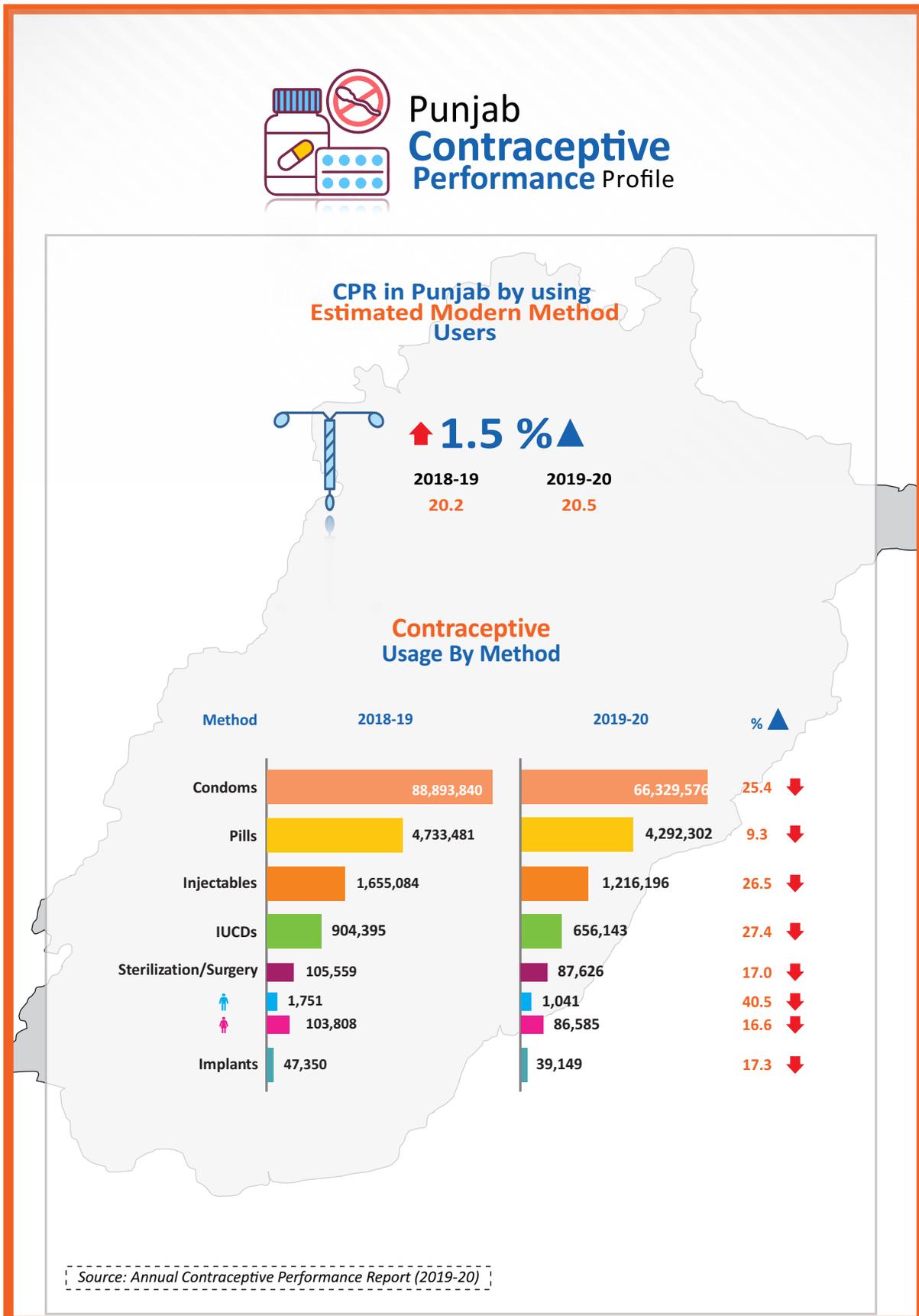


Figure 4.25

4.9 Antenatal Care

Antenatal care is crucial to a positive pregnancy experience which may be defined as "maintaining physical and sociocultural normality, maintaining a health pregnancy for mother and baby (including preventing or treating risks, illness and death), having an effective transition to positive motherhood (including maternal self-esteem, competence and autonomy)."¹⁵⁶

4.9.1 Antenatal Care Visits

In 2021, 75,55,646 ANC visits took place in Punjab of which 43,43,591 (57.4%) were ANC-1 visits and 32,12,055 (42.6%) were second ANC visits, 21.4 percent of the ANC-1 visitors had anaemia. Figure 4.26 illustrates these statistics.

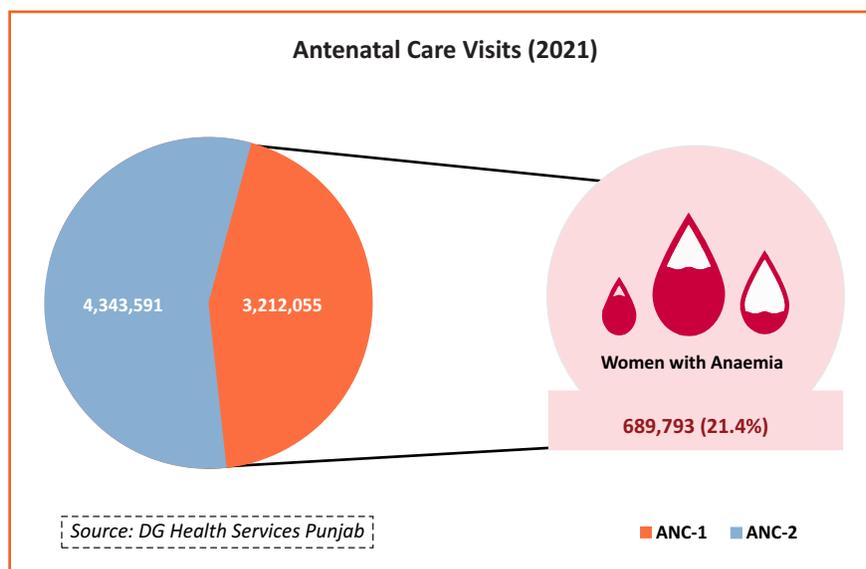


Figure 4.26

A district-wise analysis reveals that Lahore had the highest incidence of women making two ANC visits with a total 4,16,782 ANC-2 visits whereas Chiniot had the lowest incidence with 31,742 ANC-2 visitors. A complete district-wise profile of ANC visits in Punjab in 2021 is depicted in Figure 4.27.

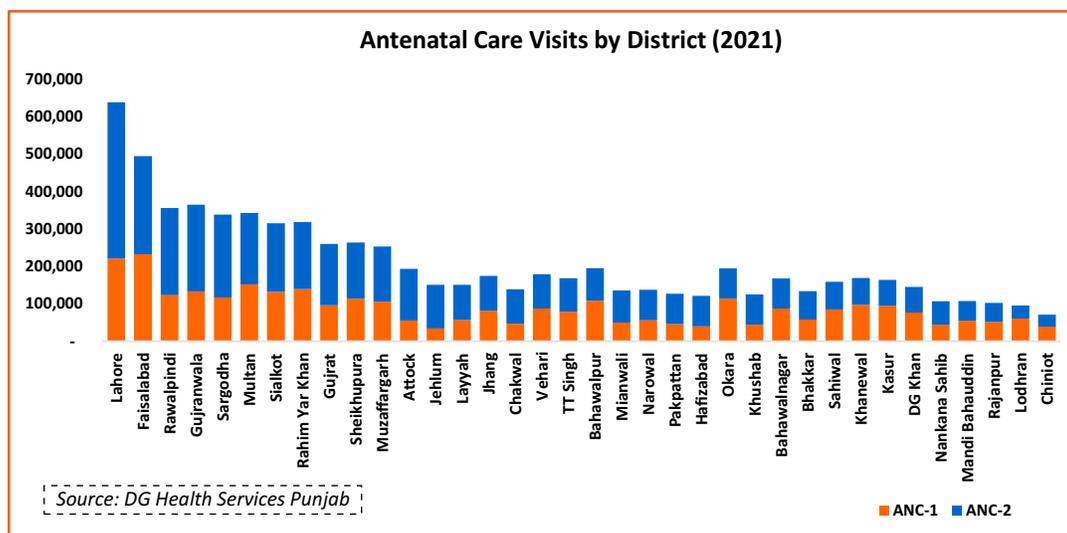


Figure 4.27

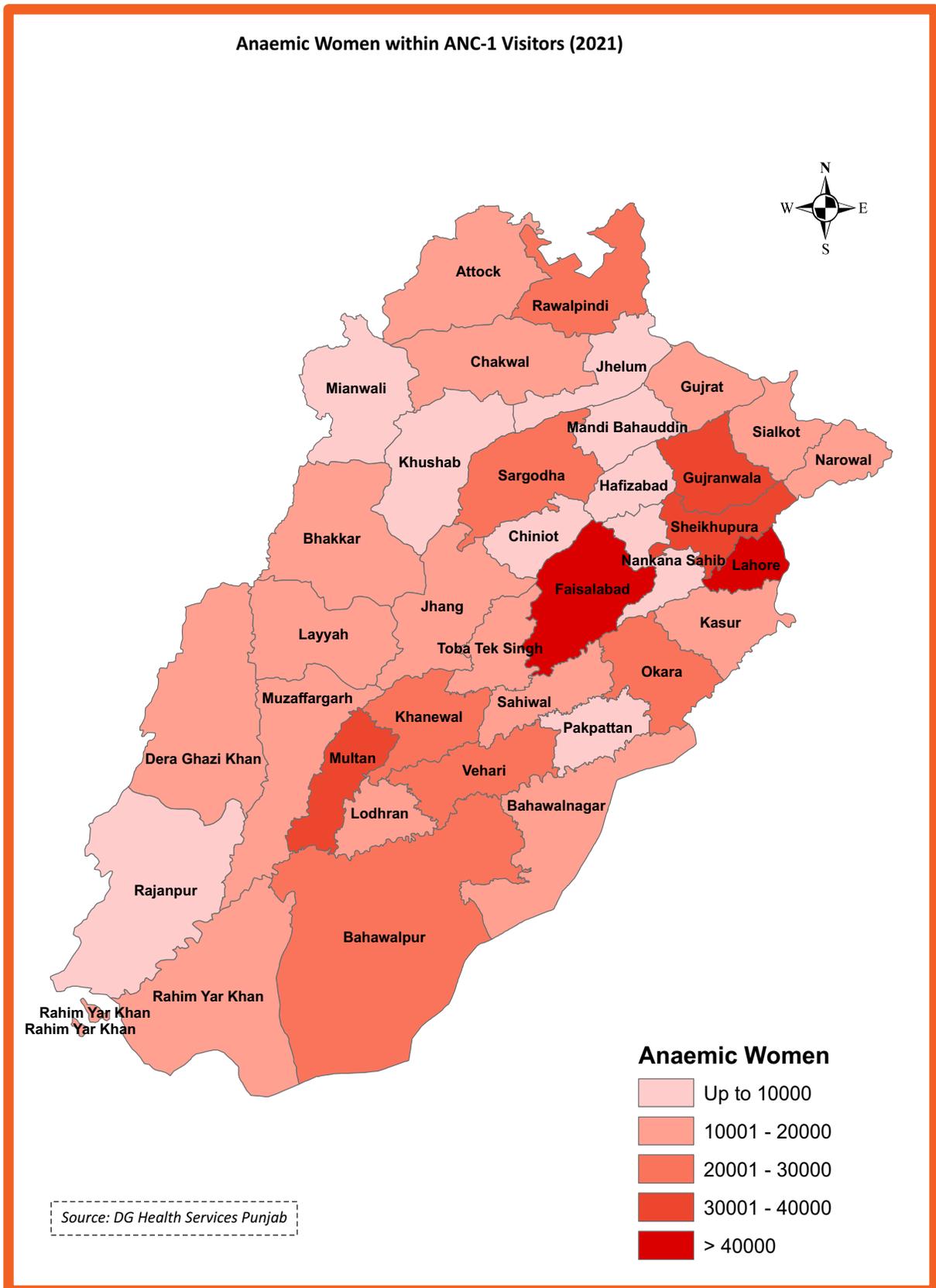


Figure 4.28

4.10 Births in Health Facilities in Punjab

10,79,801 deliveries were conducted in health facilities across Punjab in 2021. Of these, the highest number of them was conducted in Attock (91,994), while the lowest in Khushab (12,511). Figure 4.29 illustrates a district-wise trend of deliveries conducted in 2021.

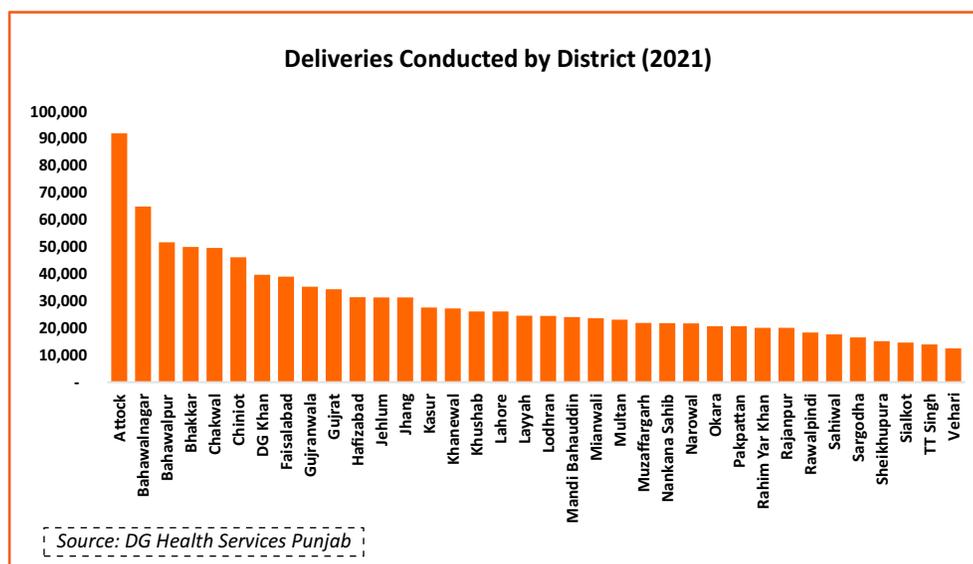


Figure 4.29

4.10.1 Normal Deliveries

The number of normal/vaginal deliveries conducted in the province declined starkly by 5 percent from 9,84,045 in 2020 to 9,35,573 in 2021.

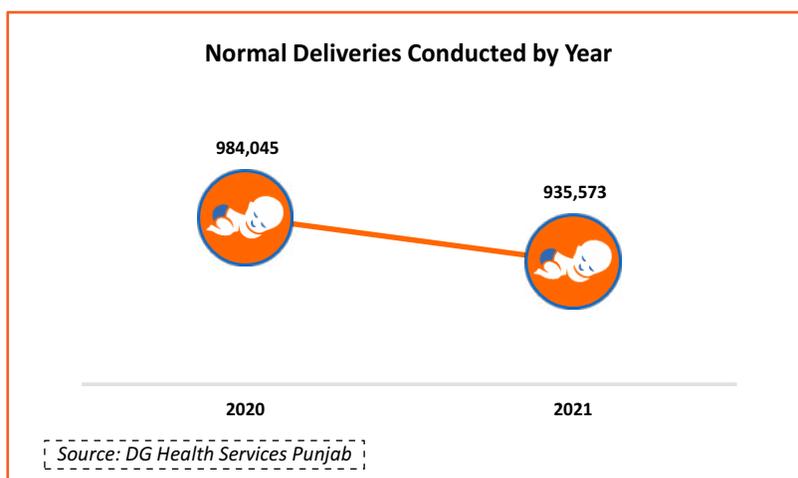


Figure 4.30

In terms of a district-wise analysis, in 2021, the highest number of normal deliveries were conducted in Lahore (56,348) followed narrowly by Multan (55,068). On the other hand, the lowest number of normal deliveries was conducted in Chakwal (11,940). A yearly comparison of normal deliveries conducted in each of the 36 districts is illustrated in Figure 4.31.

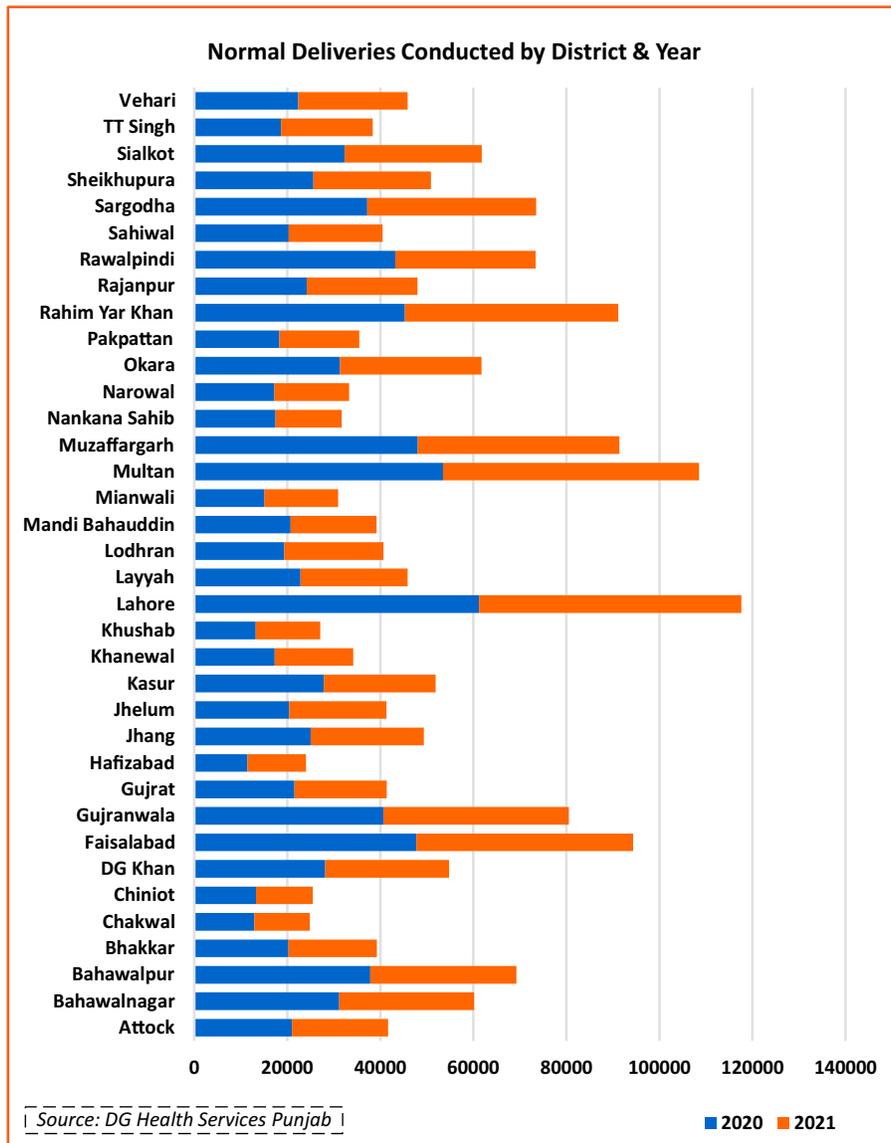


Figure 4.31

4.10.2 Caesarean Section

The C-section can be a life-saving intervention when medically indicated however, its short- and long-term adverse effects for the mother and child are crucial to consider when performed in the absence of obstetric indication.¹⁵⁷ In a 1985 report, the WHO indicated 5-15 percent as the optimal range for C-section rates however, a global rise in caesarean deliveries overall, and particularly medically unindicated ones, has been observed.¹⁵⁸

While high-income countries with their ability to mitigate associated risks have come to consider caesarean deliveries as safe as vaginal ones, LMICs struggle with an increased risk of adverse short-term and long-term maternal and neonatal outcomes.¹⁵⁹ Short-term risks associated with C-section include altered immune development, an increased likelihood of allergy, asthma and atopy while long-term risks comprise increased risk of uterine rupture, abnormal placentation, still-birth or preterm birth and complications for future pregnancies.¹⁶⁰

The C-section rate in Pakistan shot up from 3.2 percent in 1990 to 19.6 percent in 2018¹⁶¹, which is a drastic increase. A study¹⁶² has found that in Pakistan, a doctor's referral for a caesarean delivery takes precedence over the patient's

157 (Sandall, et al., 2018)
 158 (Keag, Norman, & Stock, 2018)
 159 Ibid
 160 (Sandall, et al., 2018)
 161 (Amjad, et al., 2020)
 162 Ibid

choice. This may not always be motivated by medical indication instead, factors such as financial benefits, time convenience or gaining surgical experience may be primary drivers of such referrals. It is hence important to carefully monitor surges in C-section rates and ensure patients have access to information regarding the risks associated with caesarean delivery as well as the right to decide the choice of procedure, especially in case of no medical indication.

In Punjab, the number of caesarean deliveries declined by 6 percent from 2,03,522 in 2020 to 1,91,393 in 2021 (Figure 4.32).

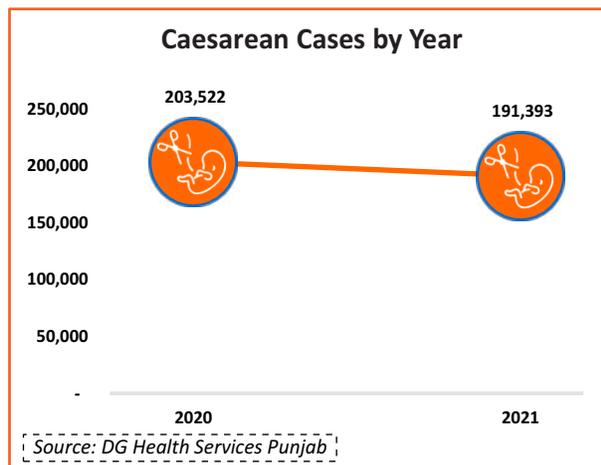


Figure 4.32

A district-wise analysis reveals that in 2021, the highest number of caesarean deliveries was performed in Lahore (45,106) while the lowest was in Kasur (196). A comparative analysis, of figures from 2020 and 2021 depicted in Figure 4.33, reveals that Lahore had the highest number of C-section cases in 2020 as well, while the lowest was recorded in Kasur (862).

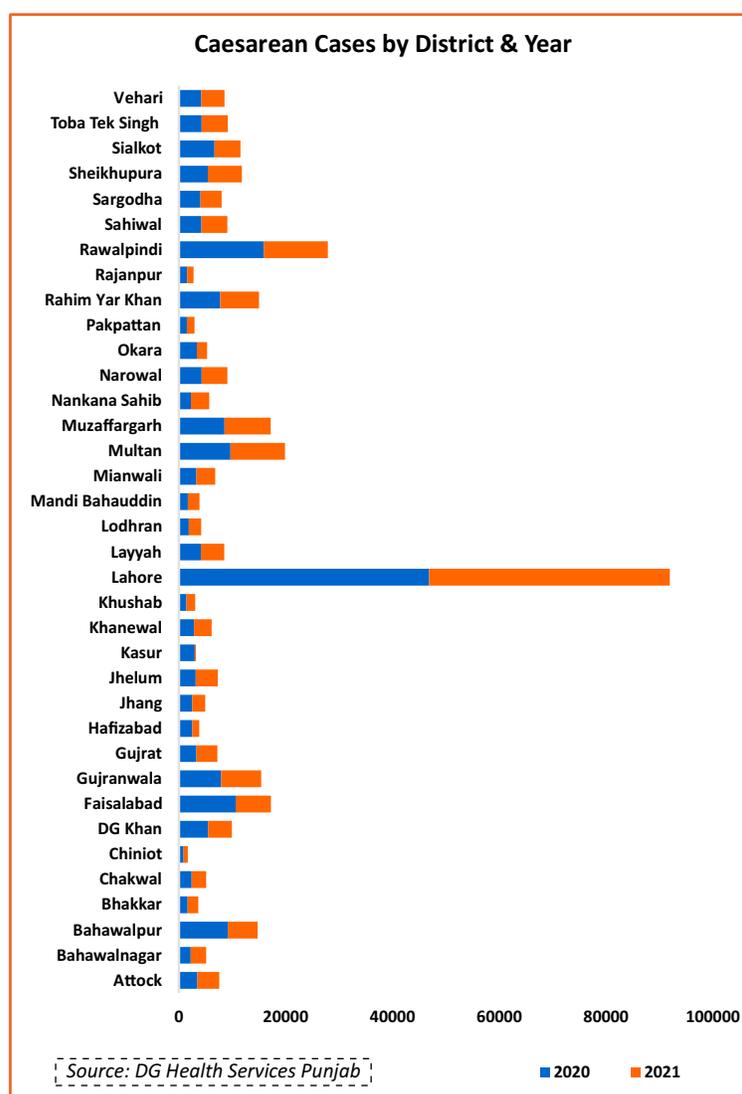


Figure 4.33

4.10.3 Low Birth Weight Babies

A new-born is considered a low-birth-weight (LBW) baby if they weigh less than 2.5kg at the time of birth (usually recorded within the first few hours of birth).¹⁶³ LMICs account for 95 percent of all LBW infants in the world and tracking the incidence of LBW is valuable in assessing maternal health, nutrition, healthcare delivery and poverty¹⁶⁴; in this sense it focuses on women's access to quality SRH.

Of the 10,79,801 births recorded in Punjab in 2021, 10,69,553 (99%) were live-births whereas 10,248 (1%) were still-births. Of all live births, 28,331 (2.6%) were LBW babies.

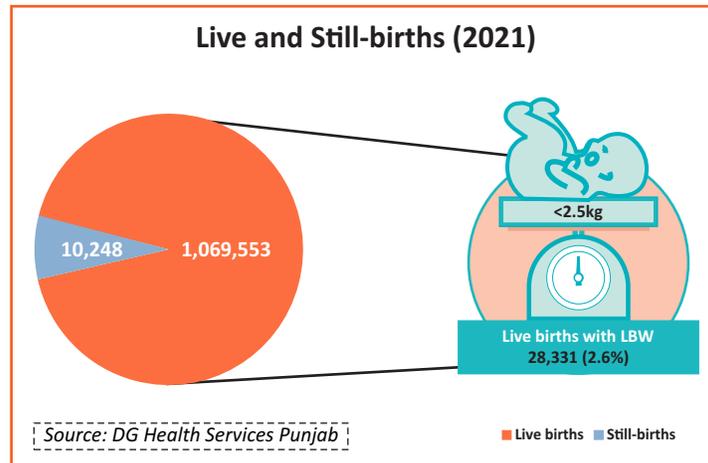


Figure 4.34

4.10.4 Neonatal Deaths

Across the province in 2021, 299 cases of neonatal deaths were recorded. Although this statistic itself may be perceived as a low overall incidence, it is noteworthy that this figure is an alarming increase by 169 percent from 111 neonatal deaths recorded in 2020 (Figure 4.35).

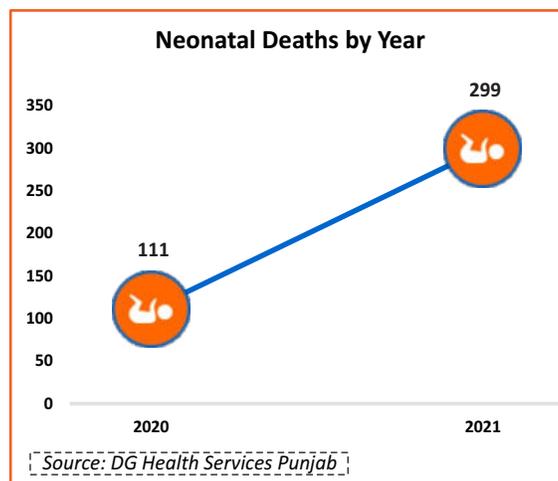


Figure 4.35

In terms of a district-wise analysis, TT Singh recorded the highest number of neonatal deaths (189) while 11 districts recorded none. It is interesting to note that in the preceding year, TT Singh had only recorded one neonatal death while 8 of 36 districts had recorded none. Jhang, Narowal, Lahore, Jhelum and Sahiwal all reduced their neonatal death toll to 0 in 2021 as compared to their statistics in 2020.

Figure 4.36 illustrates a yearly comparison of district-wise neonatal deaths recorded in the province.

¹⁶³ (Cutland, et al., 2017)
¹⁶⁴ (Cutland, et al., 2017)

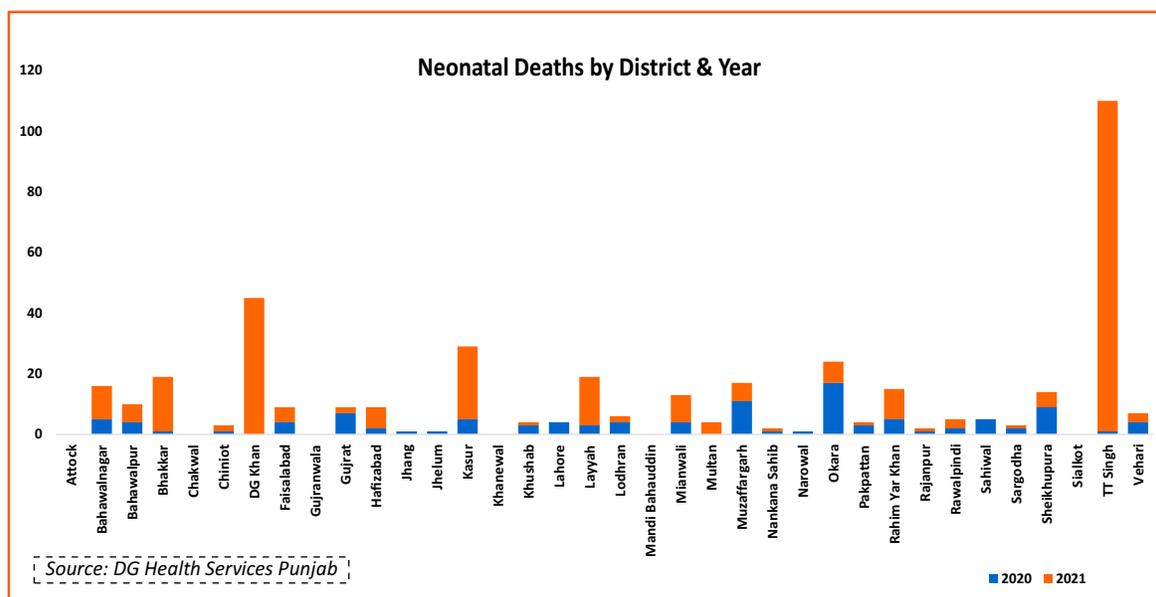


Figure 4.36

4.11 Postnatal Care Visits

The WHO guidelines on Postnatal Care (PNC) for the mother and new-born recommend ensuring provision of a total of four PNC visits for every mother and baby. The timeline of these four visits is marked across the first day, day 3, between days 7-14 and at six weeks.¹⁶⁵

Administrative data was available for the first PNC visit at health facilities in Punjab. In 2021, a total of 9,84,111 visits were made in facilities across 36 districts of Punjab. The highest number of visits was recorded in RY Khan (53,191) while the lowest in Chiniot (11,962).

4.12 HIV/AIDS

The stigma around diseases like HIV/AIDS is an impetus to prioritize the integration of health services and human rights¹⁶⁶ as a policy approach. The rollout of the antiretroviral treatment (ART) is a breakthrough both in terms of physical health as well as the creation of dignified space for patients.¹⁶⁷

However, for the already vulnerable segments like women and girls, progress is likely to be obstructed by myriad socioeconomic and cultural factors related to their entrenched position within a gender-unequal scheme of circumstances. Their lack of bodily and reproductive autonomy in intimate relationships, financial dependence and disproportionate exposure and/or vulnerability to violence are some manifestations of this inequality.

It is hence important for policymakers to prioritize a gender-sensitive response to HIV/AIDS control and treatment.

Figure 4.37 and 4.38 illustrate the respective statistics for female and transgender AIDS patients and their treatment status as per data obtained for 16 treatment centres across Punjab from May 2020 to April 2021. These centres are located in Bahawalnagar, Chiniot, DG Khan, Faisalabad, Gujrat, Jhelum, Lahore, Mianwali, Multan, Muzaffargarh, Nankana Sahib, Okara, RY Khan, Rawalpindi, Sargodha and Sheikhupura.

Of 49,504 female AIDS patients, 42,659 (86%) received ART. The widest gap between the total number of patients

165 (World Health Organization, 2015)
 * (World Health Organization, 2015)
 166 (Loutfy, Khosla, & Narasimhan, 2015)
 167 (Loutfy, Khosla, & Narasimhan, 2015)

and those on ART were observed in the treatment centre in Lahore where 30 percent of the patients were not receiving ART.



Did you Know?*

Most maternal and infant deaths occur in the first month after birth:
almost 1/2 of postnatal maternal deaths occur within the first 24 hours, and **66%** occur during the first week.

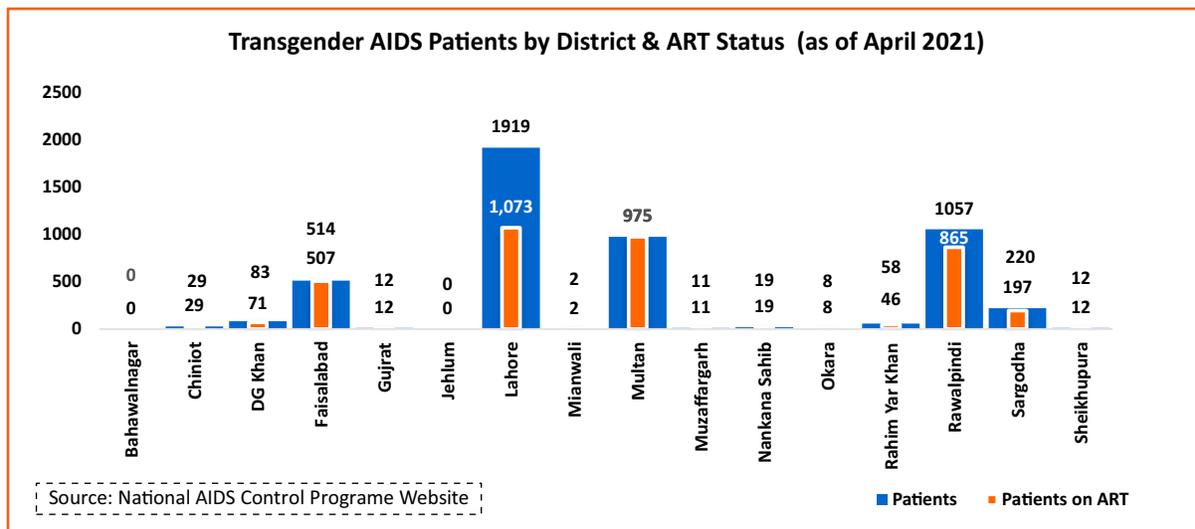


Figure 4.37

Of 4,919 transgender AIDS patients reported at 14 centres (Bahawalnagar and Jhelum did not report any transgender AIDS patient), 3,827 (78%) received ART. The widest gap in this case was also observed in Lahore where 44 percent of the transgender AIDS patients did not receive ART.

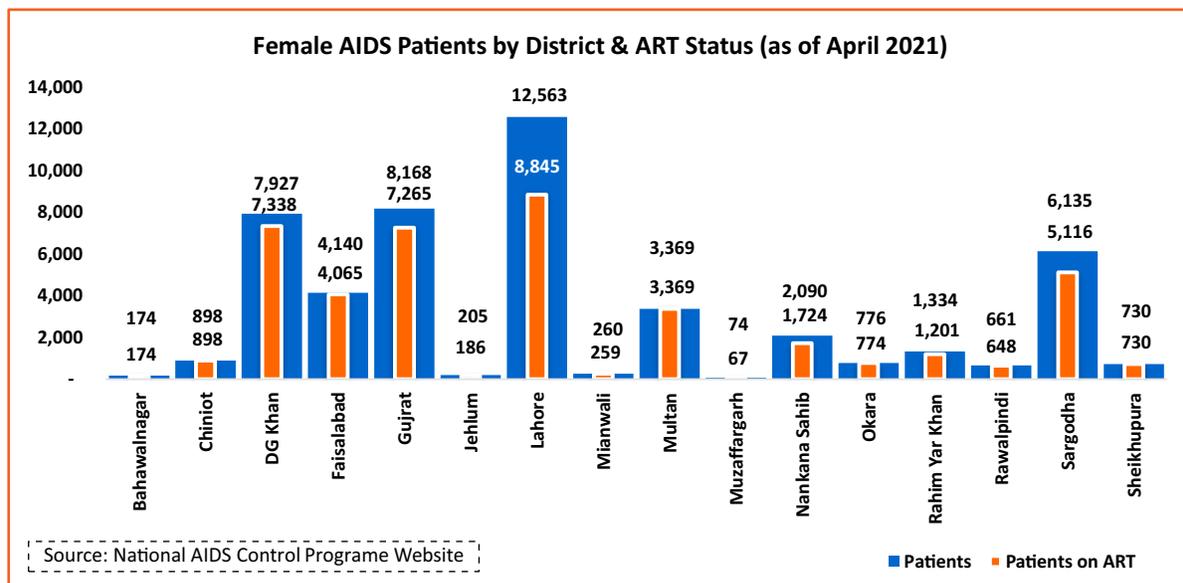


Figure 4.38

Figure 4.39 illustrates the distribution of female and transgender AIDS patients across the 16 treatment centres in Punjab between May 2020 and April 2021.

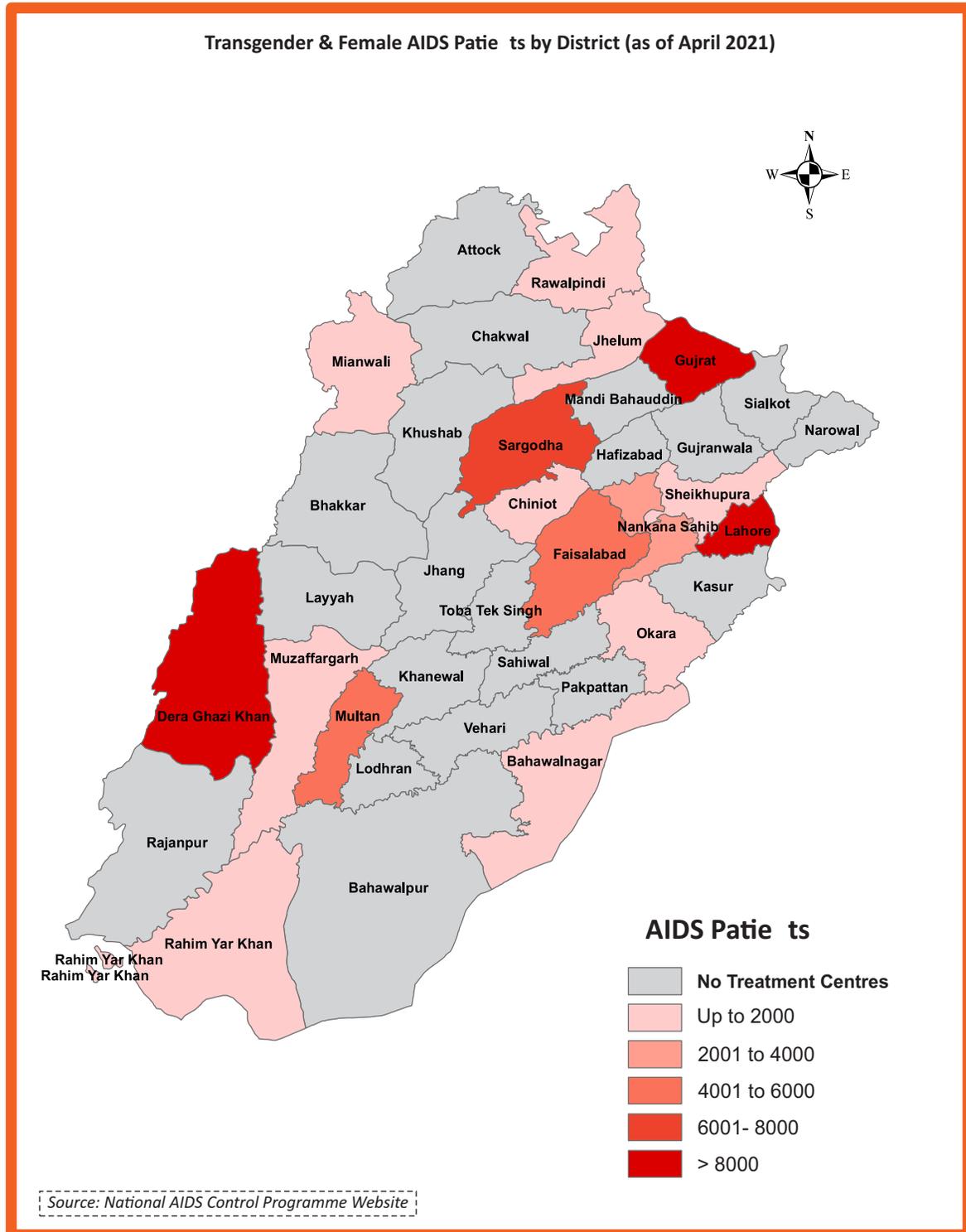


Figure 4.39

4.13 Breast Cancer

As per the last available statistic on the incidence of breast cancer in Pakistan, the country fares worst among its Asian counterparts with every 1 in 9 women at the risk of developing the disease.¹⁶⁸ Unfortunately, Pakistani women have low rates of early detection¹⁶⁹ which may be attributed to an overall lack of awareness and self-examination.

In order to effectively prevent and treat the disease, it is imperative to generate data that provides an accurate picture for public health policymaking and programming. While historically under-researched within the country, breast cancer research has witnessed an unprecedented surge in Pakistan where about two-thirds of all breast cancer research in Pakistan has been conducted between 2015 and 2019.¹⁷⁰

The Punjab Cancer Registry¹⁷¹ is dedicated to tracking the population level cancer statistics within the province by maintaining data for 15 districts at the moment with a plan to eventually expand to the remaining ones as well.

The reported cases of breast cancer increased by 23 percent from 3,129 in 2020 to 3,854 in 2021.

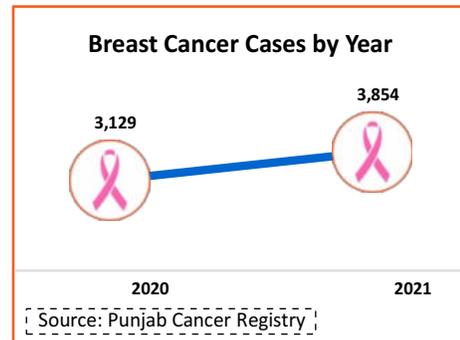


Figure 4.40

An age-wise analysis (Figure 4.41) reveals that the most vulnerable age group of women was 40-59 years which formed almost 55 percent of all breast cancer patients reported in 2021.

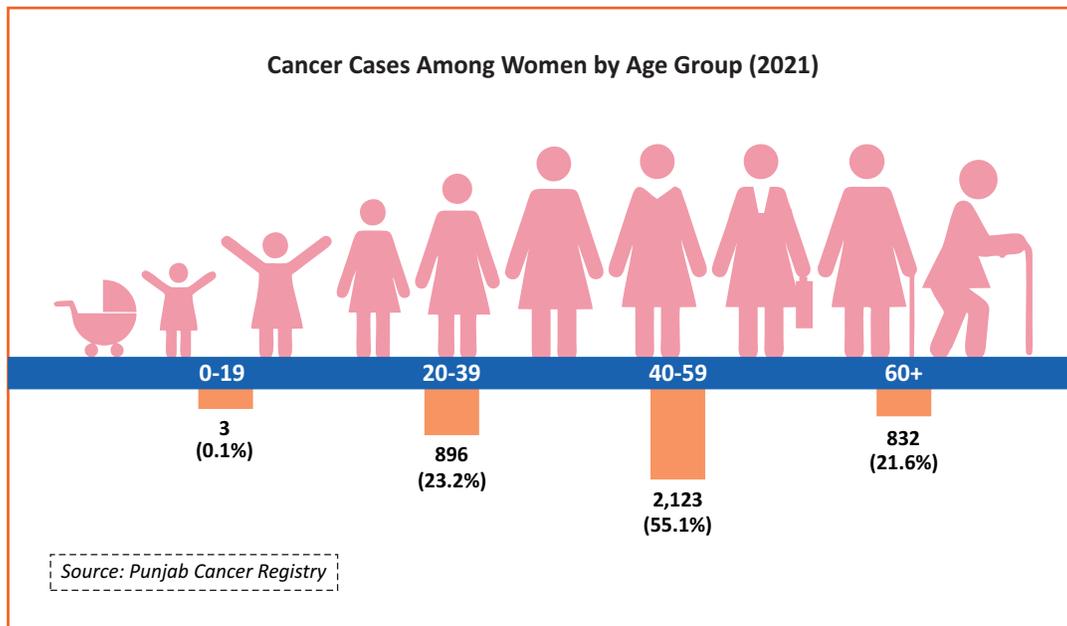


Figure 4.41

168 (Khan, Duan, Wu, & Ji, 2021)
 169 Ibid
 170 (Ahmad, et al., 2021)
 171 (Punjab Cancer Registry, n.d.)

Figure 4.42 depicts the top 10 districts for breast cancer cases reported in Punjab in 2021.

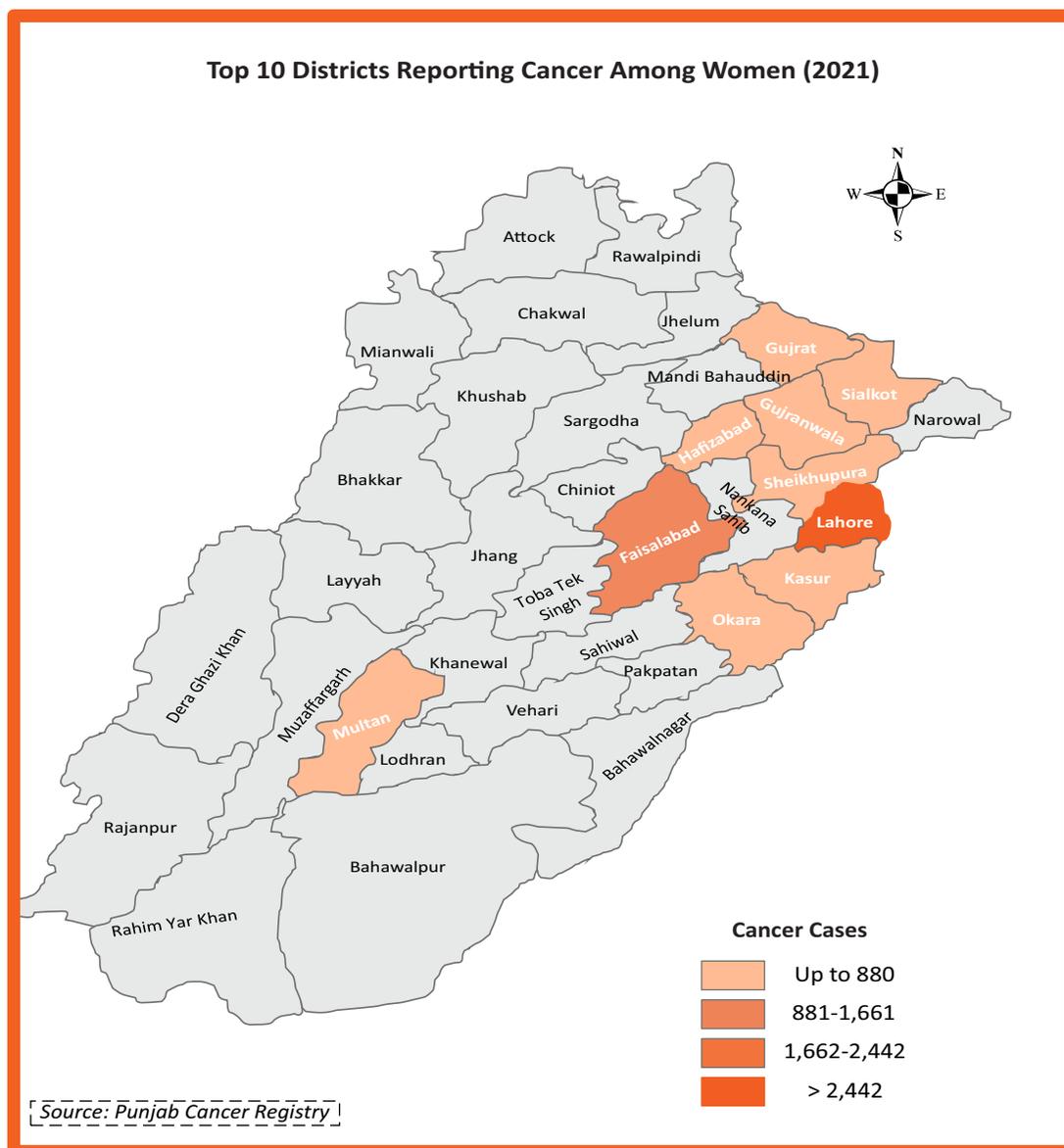


Figure 4.42

4.14 Tuberculosis (TB)

Pakistan is one of the high TB burden countries and in 2020, it was one of the eight countries that accounted for two-thirds of the new TB cases globally.¹⁷² Although men outnumber women as TB patients globally, women's journey as TB patients is compounded with other factors that inflict them with disproportionate social and economic suffering.¹⁷³

In 2021, 2,12,481 cases of TB were recorded of which 49 percent were of men, 45 percent women, 2.5 percent boys and 3 percent were girls. It is interesting to note that in the minor age group, the higher incidence is found in girls whereas this trend is reversed in adulthood where more cases are reported for men. Figure 4.43 illustrates a yearly comparison of reported cases of TB in the province for both genders in minors and adults.

172 (World Health Organization, 2021)
 173 (Srivastava, Kant, Narain, & Bajpai, 2018)

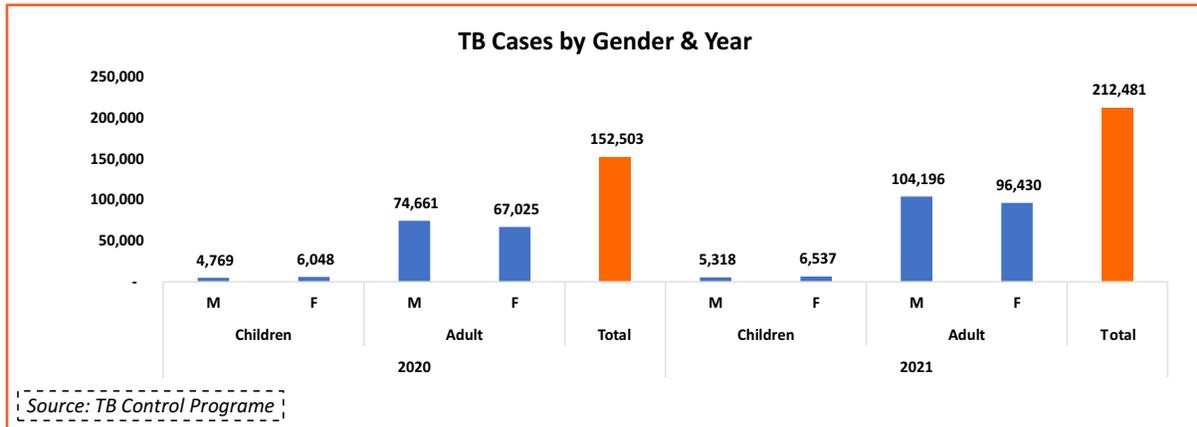


Figure 4.43

Lahore reported the highest incidence of TB cases among women in 2021 with more than 8000 cases, whereas Rajanpur, Pakpattan, Lodhran, Layyah, Nankana Sahib, Sheikhpura, Chiniot, Hafizabad, Gujrat, Narowal, Attock, Mianwali, Chakwal, TT Singh and Jhelum reported 2000 or fewer cases. Figure 4.44 illustrates the distribution of TB cases in the province in 2021.

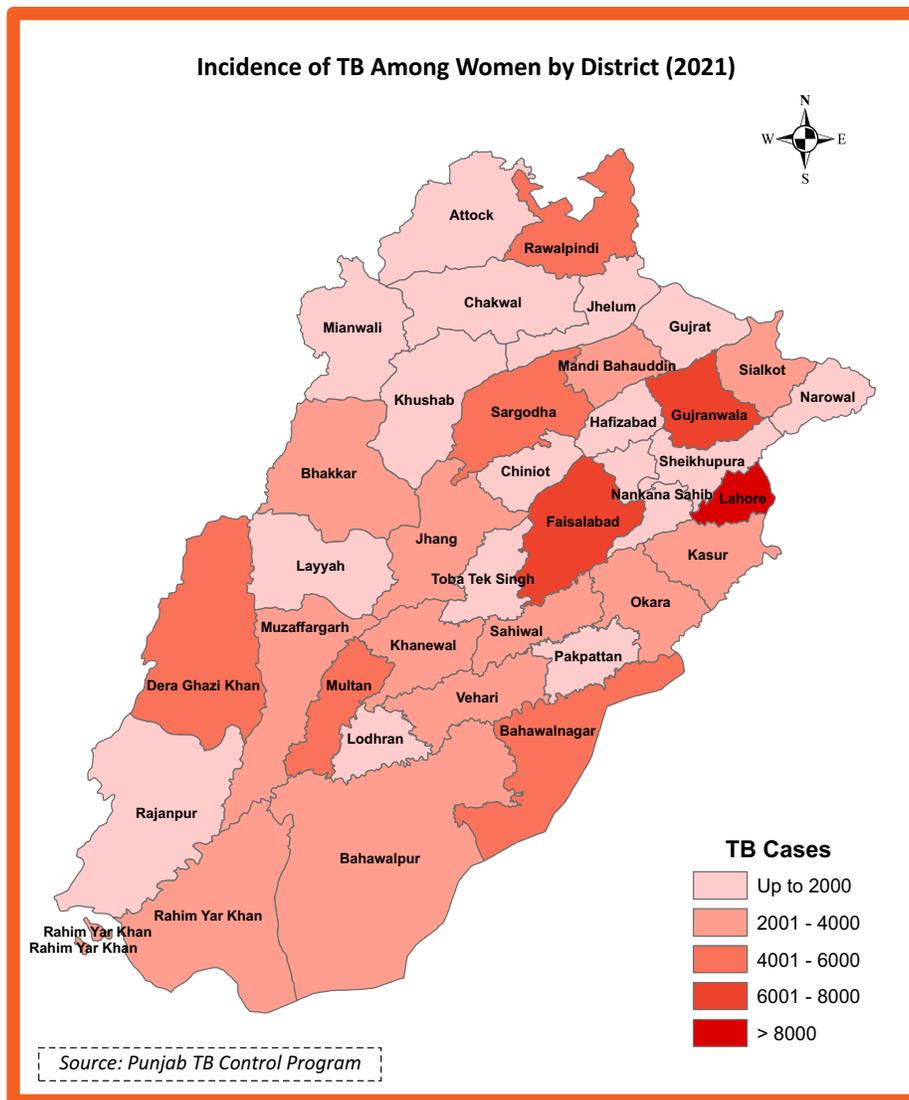


Figure 4.44

4.15 Conclusion

The status of public health in Punjab, despite some positive trends, remains subpar. This status is particularly dismal for women and children when assessed in light of low CPR, high child mortality rates and increased vulnerability to communicable diseases and NCDs vis a vis obstructive access to quality healthcare services. District-level analysis reveals variation in health outcomes across districts indicating the need to work towards ensuring universal access and devoting a greater share of resources to underserved districts. As Punjab is forecasted to face a shortage of health-related HR, it is crucial to develop measures to increase and retain the workforce. The need for policy interventions to be implemented uniformly across all districts, particularly in adolescent healthcare, antenatal care and IRMNCH facilities, is also being on the deserving of priority agenda for all government departments.

International best practices must be adopted to deepen progress earned on health outcomes in the province over the recent years as well as to innovate equitable solutions for current challenges such that the entire population benefits irrespective of gender, income and/or other social determinants.

4.16 Recommendations

4.16.1 Policy

Ensure maintenance of gender-disaggregated data

- Establish standardised data-sharing protocols across all tiers of healthcare delivery relevant to health services, surveillance and staffing.
- Ensure maximum documentation of women, adolescent girls, transgender persons and PWDs.

Increase focus on preventive healthcare

- Establish policy frameworks aimed at disease prevention, expansion of immunization and nutrition programs as well as reproductive healthcare initiatives.

Integrate healthcare education in formal schooling

- Healthcare departments must collaborate with the School Education Department to incorporate life skills-based (LSB) educational module including reproductive health, nutrition and menstrual health.

Gender-sensitive planning of interventions by the Punjab Mental Health Authority

- This may include behaviour change communication to encourage more women to seek medical help, hiring a greater number of female psychiatrists and psychologists, and designing women-friendly mental health facilities.

4.16.2 Procedural

Facilitate Women's Mental Health

- Establish support desks for mental health at gynaecology and obstetric care wards to detect and address pre- and post-natal depression.

Increase and Retain Human Resources in Government Health Facilities

- Devise strategies to ensure adequate medical personnel and healthcare staff across all health facilities

particularly those in underserved areas.

Facilitate Family Planning and Contraceptive Use

- Devise and scale up awareness campaigns to increase use of modern contraceptive methods.
- Devise strategies like expansion of coverage to address district-wise discrepancies between incidence of childbirth and antenatal care including ANC visits and tetanus immunization
- Increase targeted interventions in large districts with less than 20,000 family planning visits to strengthen population welfare efforts.

Public-private partnerships

- Explore avenues for public-private partnerships in providing quality, low-cost primary healthcare, enhancing patient experience and medical staff remuneration.

Address stigmatized Communicable and Non-Communicable Diseases

- Initiate awareness campaigns to counter stigma around certain diseases and conditions such as HIV/AIDS, breast cancer and TB. This will improve attitudes towards prevention, control and treatment.

Improve Infrastructure at Government Health Facilities

- Undertake systematic upgrade of health facilities across the province.
- Conduct research to identify the reasons for consistent decrease in health facilities across Punjab and devise remedial strategies accordingly.

Ensure continuity of effective service delivery by Lady Health Workers (LHWs)

- Retire and replace LHWs in a clearly defined service structure, and institutionalize training programs to ensure well-trained and consistent healthcare human resources.

Remove disparity in resource allocation across districts

- Allocate more resources (facilities, beds, and HR) to underserved districts and rural areas.

Decrease maternal and child mortality

- Ensure that women, especially those in remote areas, have greater access to emergency obstetric care.
- Train more women at the community level as Lady Health Workers to disseminate key information on reproductive health as well as shape community attitudes towards healthy pregnancies and safe delivery practices.





EDUCATION

KEY FINDINGS



According to the Labour Force Survey 2020-21, the total Literacy Rate (LR) in Punjab increased by 0.3%, from 66.1% in 2018-19. The female literacy rate stood at 58.4% registering a 0.5% increase from 2018-19. Conversely, the male LR witnessed a downward trend, declining by 0.1% from 74.3% in 2018-19 to 74.2% in 2020-21. Rural LR for women increased to 26.5% while that for men increased to 60%. Urban LR for women increased to 74.3% while that for men decreased marginally to 82.8%.



The ALR for men in Punjab stood at 70% while the female ALR stood at 53% in 2019-20, posting higher figures than the national averages. In Pakistan, the ALR for men in 2019-20 stood at 68% as opposed to 69% in 2018-19 while the female ALR stood at 46% recording a 2.2% increase from the year before.



For 2019-20, Punjab's Net Enrolment Rates (NER) for both boys and girls stood at 56% - significantly lower than the national figures of 59% for boys and 60% for girls.



24% of children aged between 5 and 16 years in Punjab were out-of-school in 2019-20, of which 22% were boys and 26% were girls. Overall, Out of School Children (OOSC) in Punjab increased by 14% as compared to 2018-19.



The number of formal schools in Punjab increased marginally by 0.3% from 47,982 schools in FY 2019-20 to 48,133 in the academic year 2021. Of these, 22,620 (47%) are boys' schools whereas 25,513 (53%) are girls' schools. Of the total, 32,157 (67%) are primary schools, 7,177 (15%) middle, 8,023 (16.6%) secondary and 776 (1.6%) are higher secondary schools.



In the academic year 2020-21, 5.94 million boys and 5.92 million girls were enrolled in formal public schools of Punjab.



In 2021, 357,088 teachers were available in formal schools in Punjab. Of these, 198,517 (55.6%) were female and 158,571 (44.4%) were male.



Overall, in 2021, girls' schools had more facilities than boys' schools. 89% of all schools had sewerage, 98% had boundary walls and 995 had a building, main gate, water supply, toilet facility and electricity.



In 2021, the overall PTR in formal schools in Punjab was 33.5 while the PTR for girls was 30 students per teacher and that for boys was 37 per teacher.

INTRODUCTION

Education is a combination of aspects including learning resources, technology, teaching methodology, co-curricular activities and performance rewards that engage learners in a process of individual and collective self-enlightenment.¹⁷⁴ Education helps develop a population's learning capabilities and enables them to apply knowledge in daily life scenarios. In this sense, quality education empowers people to live healthy and sustainable lives.¹⁷⁵

Having identified its significance, the United Nations Sustainable Development Agenda 2030 posited access to quality education as its 4th Goal in 2015. The global community has since been involved in renewed activism for fair and equal access to education for all. The agenda asserts that inclusive education matters multi-fold. It enables the achievement of many other Sustainable Development Goals (SDGs) by helping break the cycle of poverty, reducing inequalities, reaching gender equality and contributing to peaceful societies fostering tolerance between people.¹⁷⁶

A headline observation¹⁷⁷ regarding the state of education in developing countries maintains that although academic patterns are shaped by global structures, what plays out in practice is influenced heavily by cultural factors. While enrolment in primary education in developing countries has reached 91 percent¹⁷⁸, significant barriers persist in making access to education inclusive and sustainable. Certain population groups continue to struggle in gaining access to quality education; women and girls form a major segment of these groups despite evidence¹⁷⁹ supporting positive correlations between female education and human development. Investing in girls' education has historically been linked with high returns for female educational attainment, maternal and children's health, more sustainable families, democracy, income growth and productivity.¹⁸⁰

Although heartening statistics have emerged to this

effect, severe gender gaps remain a challenge throughout global education. About one-third of the developing world has not yet achieved gender parity in primary education.¹⁸¹ Adult women still have less education than their male counterparts in two-thirds of the world's countries.¹⁸² Globally, 3 out of 4 students without access to remote learning come from rural areas and/or belong to the poorest households.¹⁸³

These disparities have been exacerbated by the COVID-19 pandemic and its mitigation measures like lockdowns and the shift to digital learning. More than 460 million students around the globe do not have access to Internet, computers or mobile phones to participate in virtual learning.¹⁸⁴ Among the ones that do, girls' safety online is a concern pushing parents and caregivers to limit girl students' time spent online, thus further jeopardising their access to education.¹⁸⁵ Progress on women's and girls' education is particularly threatened due to pre-existing higher drop-out rates for girls, making them vulnerable to child marriage, trafficking, sexual exploitation and other forms of Violence Against Women and Girls (VAWG).¹⁸⁶ UNICEF estimates that 11 million girls may never return to school after the pandemic.¹⁸⁷

Set against this global backdrop, Pakistan struggles to find a footing in achieving universal education, enhancing access and quality for women and girls and mitigating the risks posed by COVID-19. Ranking 135th out of 146 countries in the 'attainment of education' indicator of the Global Gender Gap Index 2022, Pakistan lags behind on most of all 10 targets of the SDG 4.

The Federal Government has devised new strategies to overcome existing and novel challenges through innovative education. These include the Single National Curriculum which has entered its phased implementation nationwide. The Ministry of Education and Professional Training has also launched a pilot initiative focused on blended e-learning¹⁸⁸- a concept combining online teaching tools and methodologies with traditional place-based ones. This program is tailored to address the digital gap in education which was accentuated due to the shift to e-classrooms during the pandemic. Overall, the Federal Government has

174 (Thangeta, Baratiseng, & Mompoti, 2016)

175 (United Nations, 2018)

176 Ibid

177 (Rowell, 2020)

178 (United Nations, 2018)

179 (Evans, Akmal, & Jakiela, 2020)

180 Ibid

181 (United Nations, 2018)

182 (Evans, Akmal, & Jakiela, 2020)

183 (UNICEF, 2020)

184 (Krywult-Albanska & Albanski, 2021)

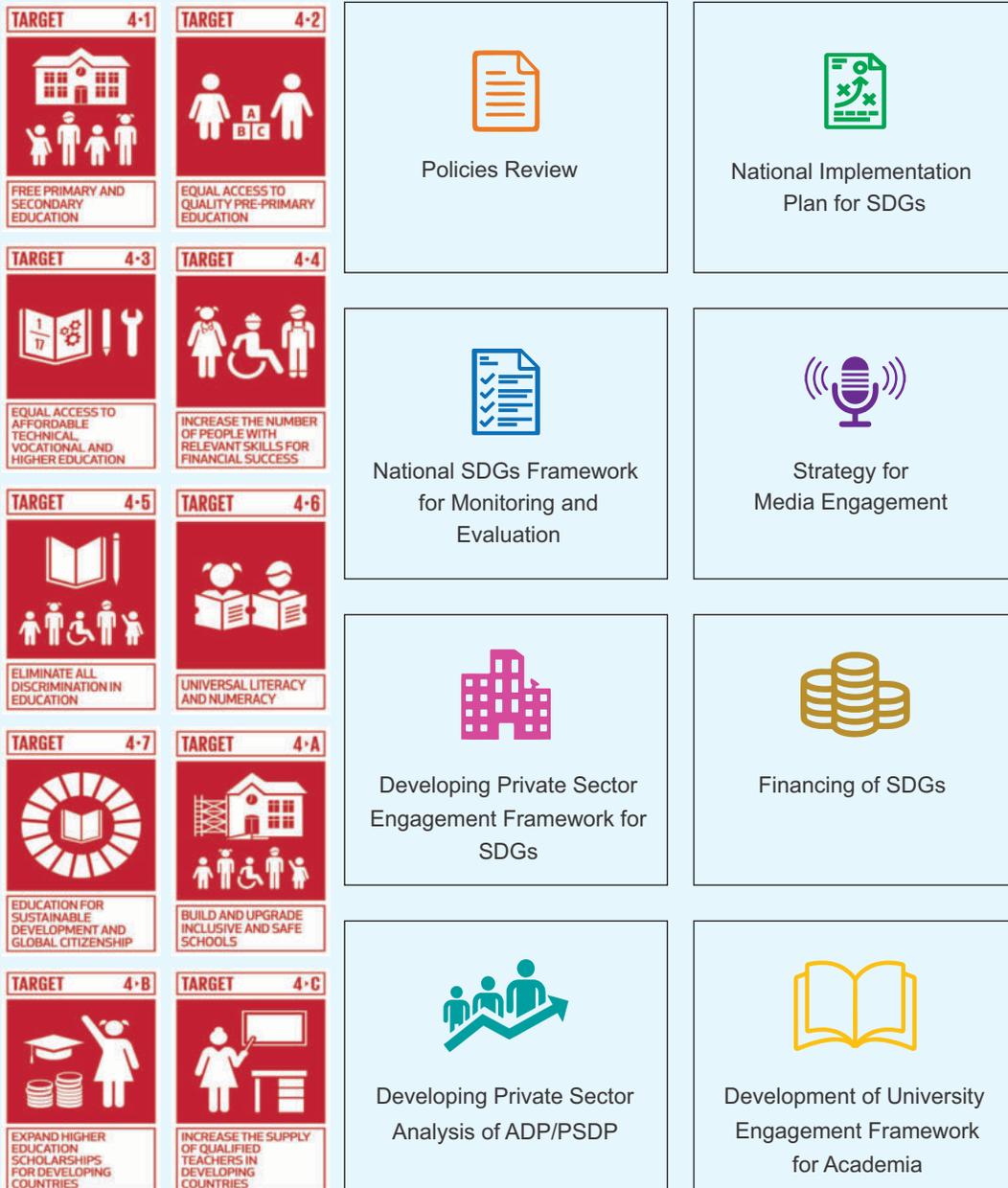
185 (Varkey Foundation, 2021)

186 (Krywult-Albanska & Albanski, 2021)

187 (UNICEF, 2022)

188 (Ministry of Federal Education & Professional Training, Government of Pakistan, 2021)

SDGs Implementation Plan



Source: Federal SDGs Support Unit, Ministry of Planning, Development and Refourm

Figure 5.1

laid out a comprehensive implementation plan, illustrated in Figure 5.1, applicable to SDG 4 and 5.

Punjab, being the most populous province, must continuously endeavour to enhance its productive capacities to absorb the human development strain of its population and make access to education gender inclusive. In line with this purpose, the Government of Punjab (GoP) has earmarked a budgetary allocation of Rs. 442 billion for educational development in FY 2021-2022.¹⁸⁹ The spending plan has taken into account laudable initiatives such as *Insaaf* Afternoon School Program and *Taleem Ghar* Program that were instituted during the pandemic to mitigate the challenges posed by e-learning. While these efforts are likely to cushion the damage, significant

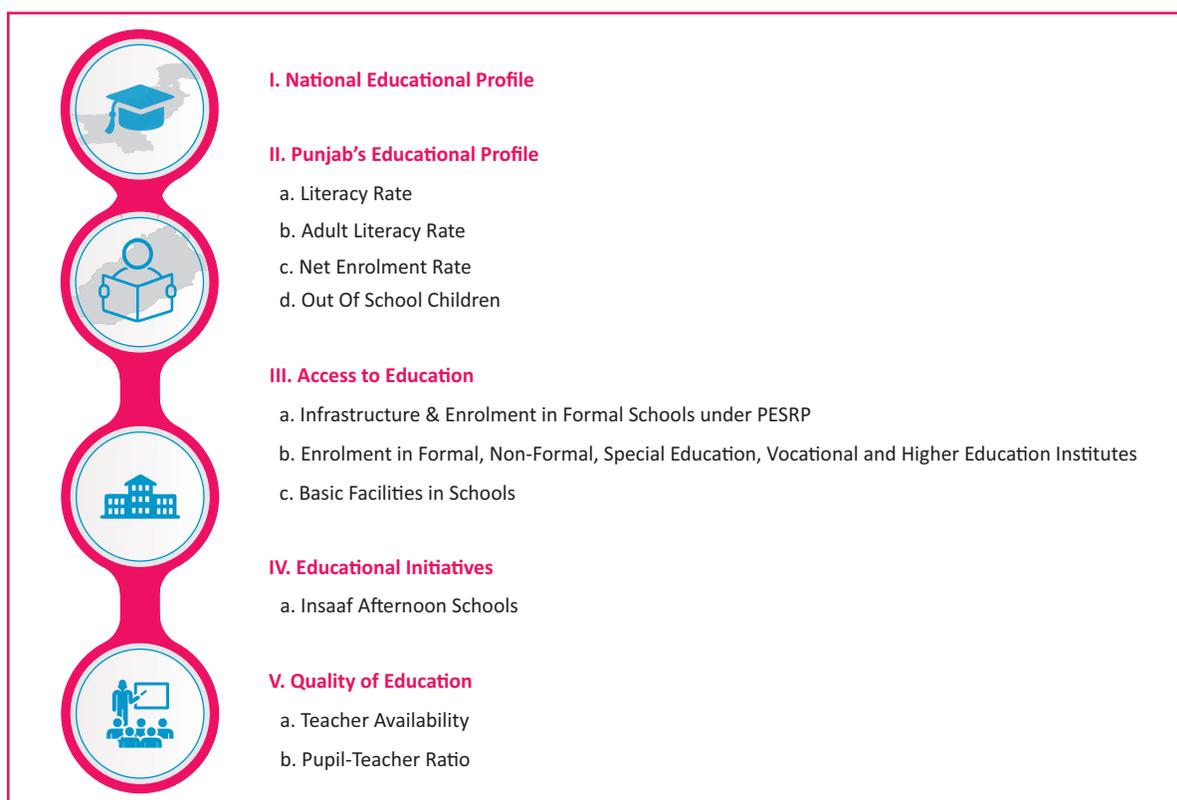
189 (Finance Department, Government of Punjab, 2021)

losses in learning levels, quality and access to education continue to obstruct the pathway to universal education, a right provided in the Constitution of Pakistan, 1973. The World Bank conducted a phone survey¹⁹⁰ to assess the effects of COVID-19 on the support for girls' education in Punjab. The survey revealed that 82 percent of the families are unaware of remote learning opportunities, 31 percent do not have access to the internet or TV and 21 percent of the parents of girls reported that their expectations for the highest grade their child will accomplish have fallen owing, predominantly, to fear that the child will not be able to catch up with learning.

Although impediments like the pandemic may have marred educational progress on some accounts, the GoP took a remarkable leap in 2021 by launching the Transeducation¹⁹¹ pilot project in Multan spearheaded by the School Education Department, South Punjab. In an attempt to make education truly accessible and inclusive, transgender students are given formal education evening classes using an Accelerated Learning Programme module, the curriculum for which is a combined effort of the GoP's Literacy & Non-Formal Basic Education (NFBE) Department, Punjab Textbook Board and Japan International Cooperation Agency (JICA). This is an exceptional step to help enhance academic reach and impact.

The impact of quality education trickles down and wide from the learner to the household and the society at large; this underscores the need for strengthening the education sector in Punjab. This strength must be derived from a holistic approach adopted by the Government of Punjab that addresses curriculum quality, gaps in learning infrastructure and the gender divide in access to and survival rate within the education system.

Organization of Analysis



190 (Hassan, Geven, & Tahir, 2021)

191 (School Education Department South Punjab, 2021)

5.1 National Profile

As per the Human Development Report 2020¹⁹², the average expected years of schooling in Pakistan are 8.3, and this figure is still lesser for girls (7.6 years). Considering the ever-competitive global landscape, 8.3 years is grossly inadequate in comparison with 14 to 16 years of education – a common requirement for most employment opportunities. The mean years of schooling quoted by the report paint an even more dismal picture whereby boys attain 6.3 years of schooling and girls attain 3.8. The country also continues to hold the world's second-highest number of Out of School Children (OOSC), with roughly 23 million children between the ages of 5 and 16 not attending school, accounting for 44 percent of the total population in this age group.¹⁹³ These statistics help understand the overall deficient quality of educational attainment in Pakistan today.

Impediments to educational attainment in Pakistan include but are not limited to uneven school access, long home-to-school distances, geographical and gender disparities and insufficient public spending for the sector.¹⁹⁴ Cultural limiting factors exist for girls, such as an anti-female education approach especially in poverty-stricken households where spending on the male child's education is considered worthier than that on the girl child's.¹⁹⁵ These, among other factors, are perhaps reasons for why Pakistan's Net Enrolment Rate (NER) has declined by 3 percentage points over 5 years, from 67 percent in 2014-15¹⁹⁶ to 64 percent in 2019-20.¹⁹⁷ Despite improvements brought about by past reform efforts mostly geared towards improving access at the primary level, Pakistan remains far behind¹⁹⁸ its regional counterparts including India, Bhutan, Bangladesh and Sri Lanka across educational indicators like NER. Novel challenges like the pandemic-induced obstructions to student learning as well as the health and psychological risks of COVID-19 continue to pose long-term threats to learning quality and levels.

It is important, now more than ever in the wake of worsening indicators, to address the urgency to close the gender gap persisting in education in Pakistan. Concerted government initiatives are required to ensure that enrolment and survival rates experience a positive trend on a sustainable trajectory. Evidence-based propositions¹⁹⁹ suggest the prioritisation of universal education as a policy agenda by not only increasing fiscal space for the subject but also enhancing budget absorption capacity, exploring public-private partnerships and making learning environments conducive for girls with provision of safe sanitation facilities and trained female teaching staff. Expanding conditional cash transfer programs such as *Zewar-e-Taleem*²⁰⁰ for low-income families is also likely to reap positive results.

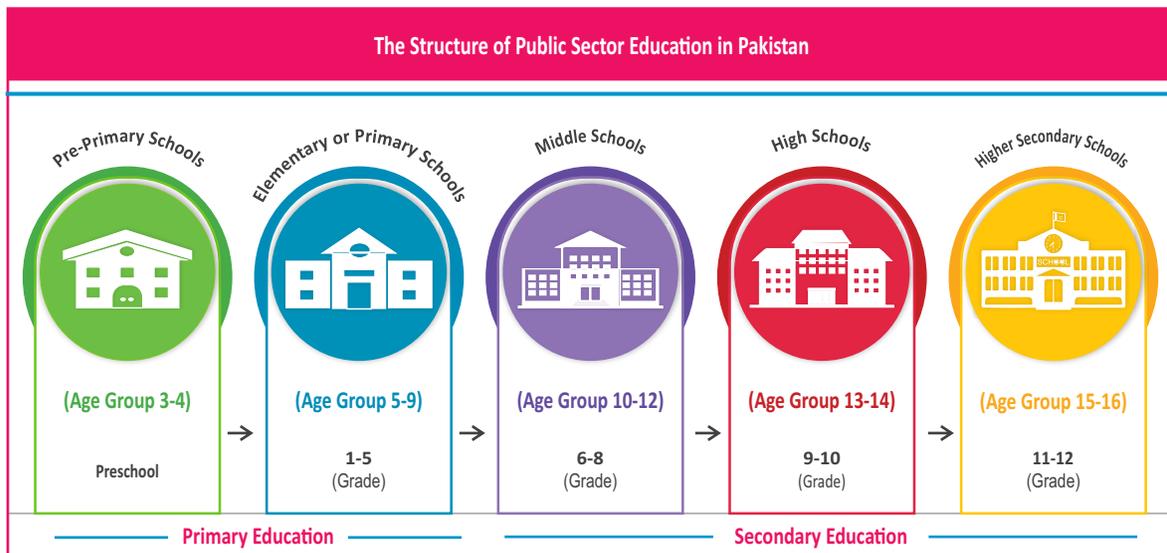


Figure 5.2

192 (UNDP, 2020)
 193 (Rizwan, Hiraoka, & Taniguchi, 2022)
 194 Ibid
 195 (Saleem, 2020)
 196 (Pakistan Bureau of Statistics, 2016)
 197 (Pakistan Bureau of Statistics, 2021)
 198 (Rizwan, Hiraoka, & Taniguchi, 2022)
 199 Ibid
 200 (Punjab Social Protection Authority, n.d.)

5.2 Punjab's Educational Profile

Data analysed in this section has been sourced from the Labour Force Survey 2020-21 and the Pakistan Social and Living Standards Measurement Survey 2019-20. For this report, the overall values for Punjab include statistics for Islamabad; however, the district-wise analysis omits the capital territory.

5.2.1 Literacy Rate

According to the Labour Force Survey 2020-21, the total literacy rate (LR) in Punjab has increased by 0.3 percent, from 66.1 percent in 2018-19 to 66.3 percent in 2020-21. The sporadic pandemic waves that continued to suspend learning through the year may be identified as a reason for the marginality of this increase.

The female literacy rate in Punjab stood at 58.4 percent in 2020-21, registering a 0.5 percent increase from 58.1 percent in 2018-19. Conversely, the male LR witnessed a downward trend, declining by 0.1 percent from 74.3 percent in 2018-19 to 74.2 percent in 2020-21. The figure below illustrates these statistics.

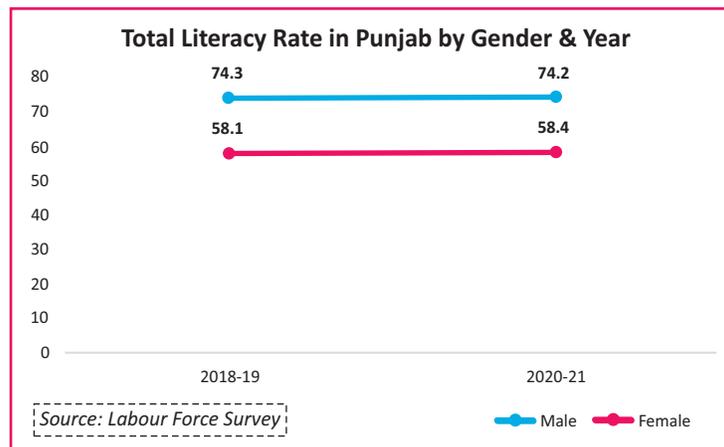


Figure 5.3

A region-wise analysis reveals that, between 2018-19 and 2020-21, rural LRs for both men and women have increased dramatically. On the other hand, while the urban LR for men has declined from 82.8 percent to 82.5 percent, the urban female LR has pleasantly increased by 9.7 percent from 67.7 percent in 2018-19 to 74.3 percent in 2020-21. This is noteworthy and corroborates the findings of global data and development theories which suggest that urban LRs are often higher than their rural counterparts.²⁰¹

Figures 5.4 and 5.5 below depict the change in rural and urban LRs respectively between 2018-19 and 2020-21

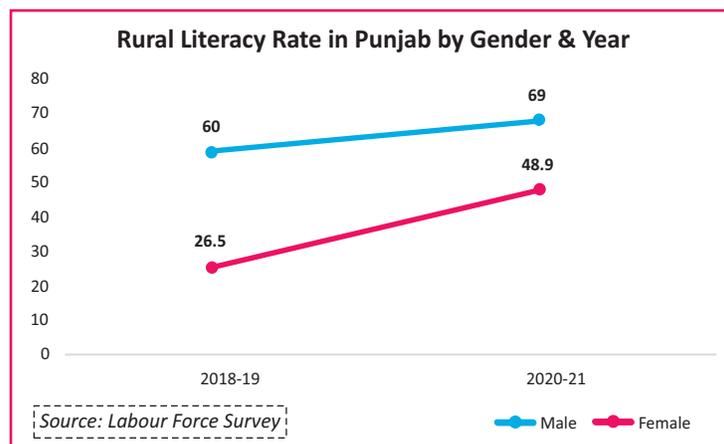


Figure 5.4

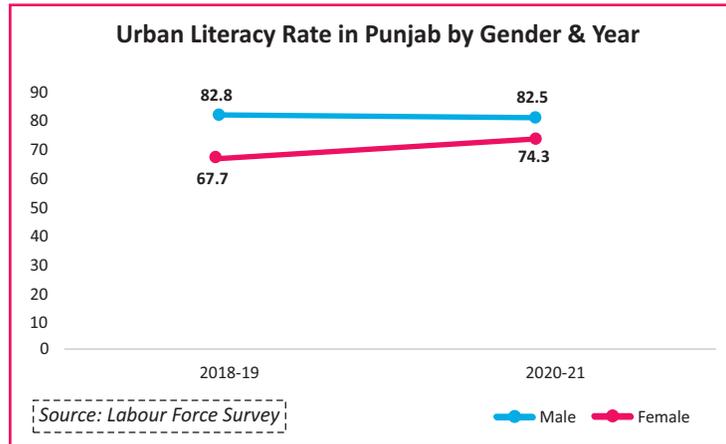


Figure 5.5

5.2.2.1 Literacy Rate by Age Cohorts

As per PSLM 2019-20, the LR for youth aged 15-24 years is high at 70 percent followed by that of 10 years and older at 64 percent and finally, the LR for those aged 15 years and older stands at 61 percent. Figure 5.6 illustrates these statistics.

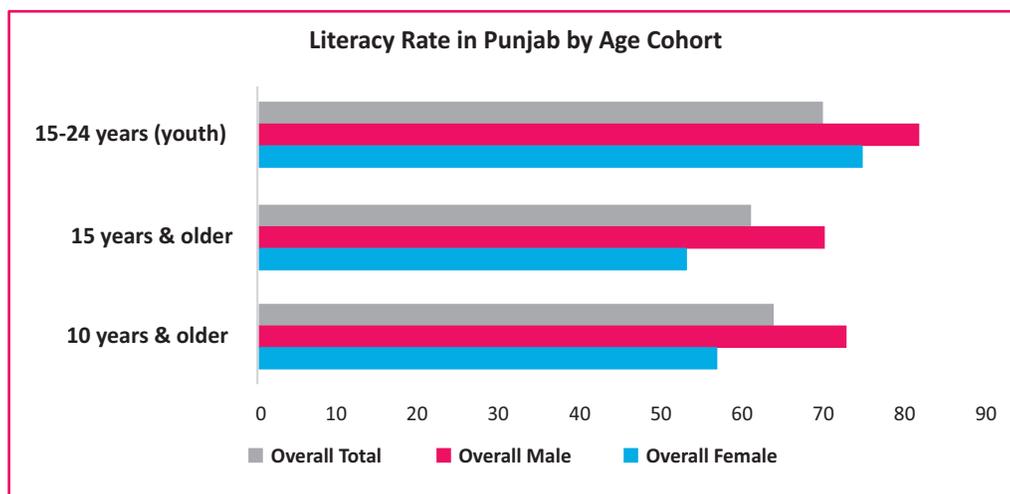


Figure 5.6

5.2.2 Adult Literacy Rate

The Sustainable Development Goal 4.6.2 corresponds to youth or adult literacy. The adult literacy rate (ALR), defined by the percentage of the population aged 15 years and over that can read and write, is measured according to the ability to comprehend a short, simple statement on everyday life and includes numeracy which is measured against a simple arithmetic ability assessment.²⁰²

Rural women of Punjab have a higher LR (43%) than their national counterpart's average (34%). However, rural women have a significantly lower LR than urban women (69%) in Punjab.

Adult learning gained traction globally especially once the International Adult Literacy Survey (IALS), conducted from 1994 through 1998, assessed the qualitative and quantitative literacy levels of the working-age population across 22 countries and found that many of them were performing at a 'below functional' level.²⁰³ This expanded concern from just improvement in primary enrolment to enhancing developmental education²⁰⁴ for learners who have missed out on primary education or those who need literate skills to access higher education and productive opportunities.

202 (UNESCO, n.d.)
 203 (Culligan, 2005)
 204 (Weber, 2021)

As per the PSLM publications, in Pakistan, the ALR for men in 2019-20 stood at 68 percent as opposed to 69 percent in 2018-19 while the female ALR stood at 46 percent recording a 1 percent increase from the year before. The ALR for men in Punjab stood at 70 percent, while the female ALR stood at 53 percent.

Overall, Punjab continued to register higher figures than the national counterparts across gender and urban-rural divides as illustrated below.

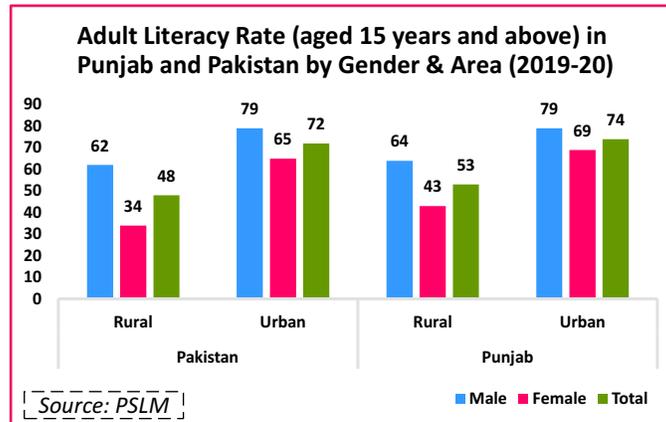


Figure 5.7

Interestingly, in comparison with 2018-19, the urban literacy rate in Punjab has fallen by 1 percentage point to 74 percent in 2019-20. On the other hand, a positive trend has been observed in the rural literacy rate, which increased by 1 percentage point, from 52 percent in 2018-19 to 53 percent in 2019-20.

This may be attributed to the provincial government's interventions to uplift the literacy profile of underperforming districts and ones with a greater rural population than urban. The Ilm-o-Hunar Project²⁰⁵, for instance, was piloted by the Government of Punjab as an adult literacy program concerned with imparting educational and vocational expertise to the population aged 15-24 years in Rajanpur, Muzaffargarh, Faisalabad and Rawalpindi.

A district-wise analysis reveals that in 2019-20, Sialkot replaced Lahore to post the highest female ALR at 75 percent whereas Rajanpur continued to post the lowest at 23 percent. The largest gender gap was observed in Mianwali with the male ALR being 75 percent as opposed to the female ALR which lagged 36 percentage points behind at 39 percent.

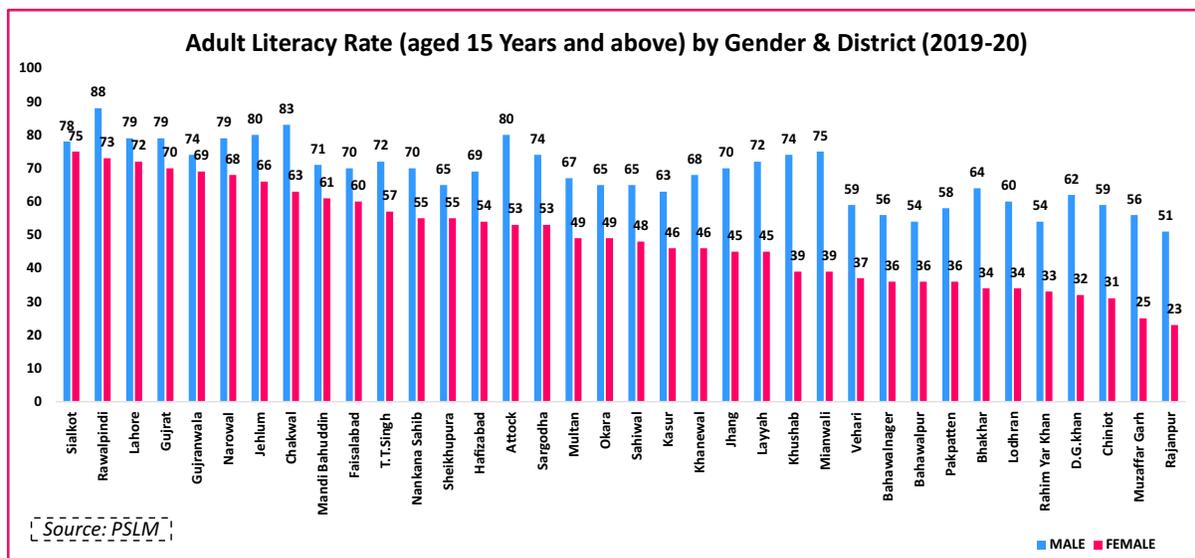


Figure 5.8

205 (Planning & Development Board Government of Punjab, 2021)

5.2.3 Net Enrolment Rates

The net enrolment rate (NER) is a key global indicator in assessing the education coverage in a specific level of a country's education system. It is the ratio of the number of school-aged children enrolled in primary education to the total children of the official school-aged population, expressed as a percentage.²⁰⁶ As NER relates to primary-level education, it is particularly significant in evaluating children's access to foundational schooling lying at the very entry point of the academic system.

For 2019-20, Pakistan's NER for boys stood at 54 percent and the NER for girls at 48 percent. While the national figures register a gender gap of 6 percentage points, Punjab registered equal figures with a NER of 56 percent for both boys and girls.

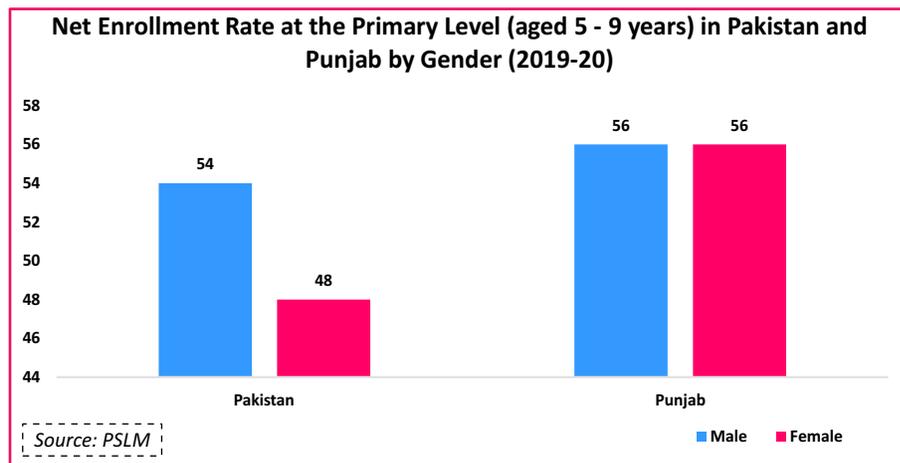


Figure 5.9

However, in comparison with figures from 2018-19, the NERs for both boys and girls in the province have fallen significantly; by 5 percent for boys and 6.6 percent for girls, respectively. Figure 5.10 illustrates these statistics.

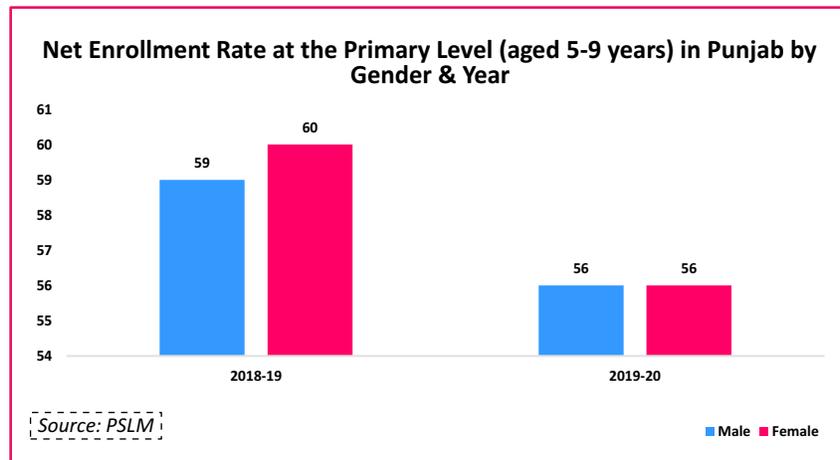


Figure 5.10

The highest NER for girls was recorded in Jhelum at 73 percent and the lowest was recorded in Rajanpur at a meagre 36 percent. The widest gender gap in NER amounting to 12 percentage points was observed in districts Mianwali, DG Khan and Muzaffargarh. A positive revelation is the absence of a gender gap in NER altogether which was observed in districts Bahawalpur and Rahim Yar Khan.

A complete district-wise snapshot of the status of girls' and boys' NER across the province is illustrated in Figure 5.11.

206 (UN Economic Commission for Europe, 2012)

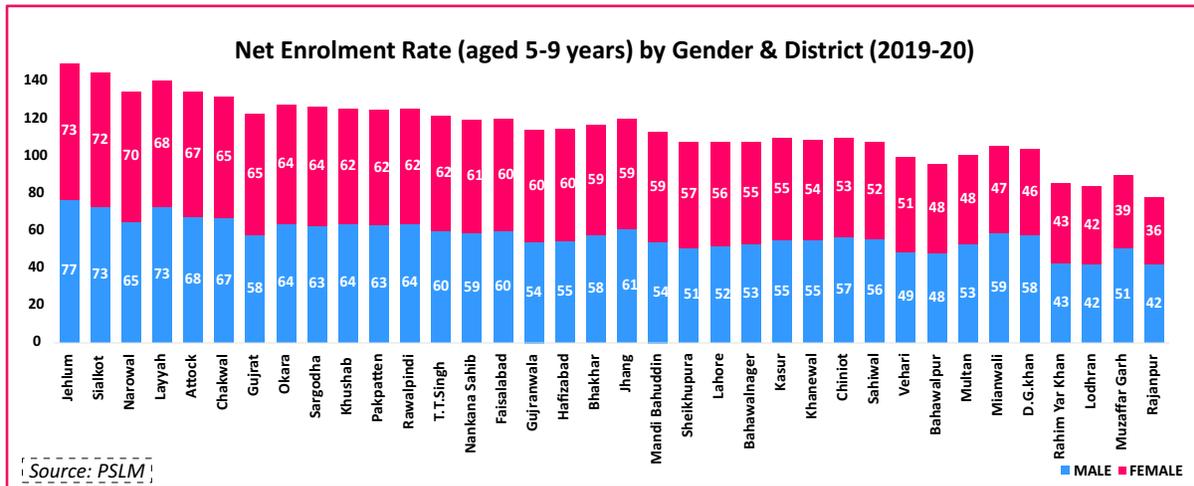


Figure 5.11

As opposed to NER, which assesses age-specific enrolment within a given level of education, the Gross Enrolment Ratio (GER) is the number of students enrolled in a certain level of education regardless of age, expressed as a percentage of the official school-age population corresponding to that level of education.²⁰⁷ The discrepancies between NER and GER help assess age-appropriate enrolment within total enrolment in primary level education. Sharp discrepancies, for instance, may point towards possible inefficiencies in the academic system, over-age or late entry into the primary grades which is likely to induce undue developmental pressure upon learners thereby increasing risk of underperformance or dropping out.

Figure 5.12 illustrates the gap between NER and GER in each of Punjab's 36 districts. The widest gap, depicted at the base of the graph, is observed in Jehlum followed by Sialkot and Narowal whereas the narrowest gap is observed in Rajanpur.

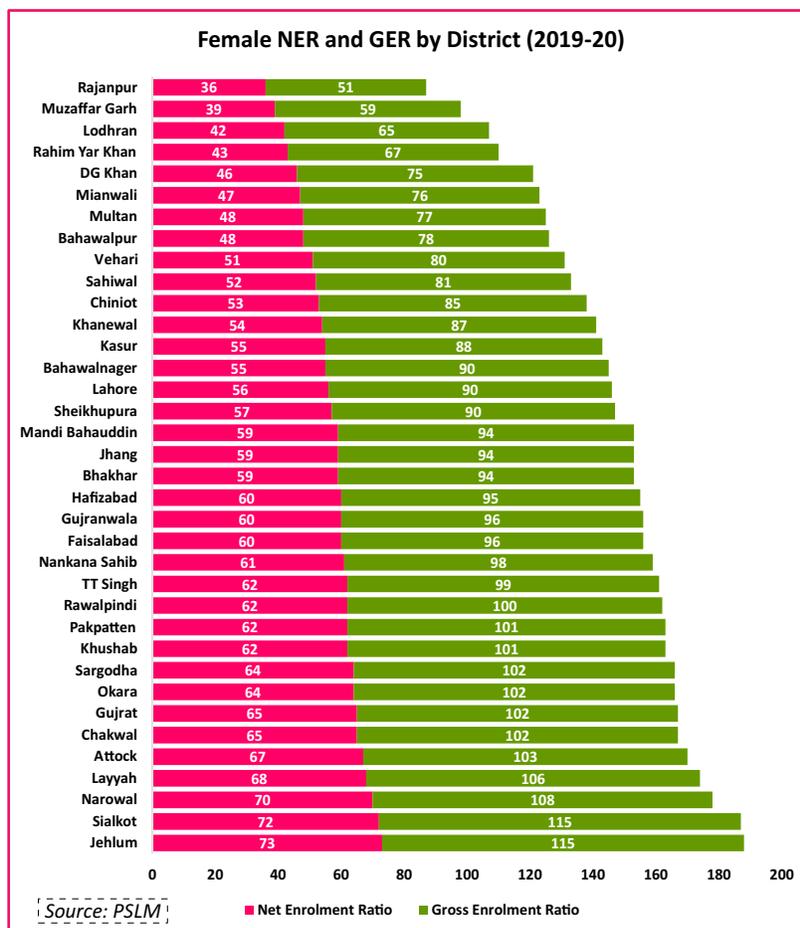


Figure 5.12

5.2.4 Out of School Children

Children of primary school age who do not participate in education programmes equivalent to the International Standard Classification of Education (ISCE) levels 1 or 2 are considered out-of-school.²⁰⁸

PSLM 2019-20 reports that in Pakistan, 32 percent of children aged between 5 to 16 years are out of school, of which 27 percent are boys and 37 percent are girls. On the provincial level, 24 percent of the same cohort in Punjab is out of school, of which 22 percent are boys and 26 percent are girls. Figure 5.13 illustrates these statistics.

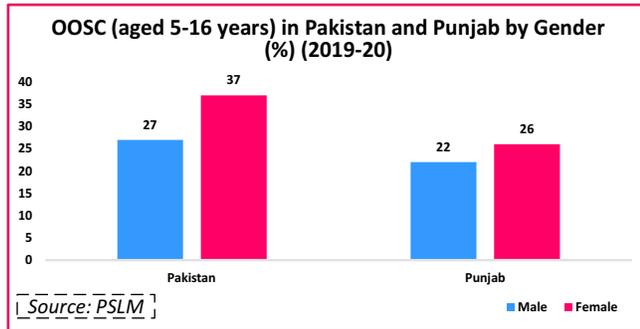


Figure 5.13

Overall, OOSC in Punjab have increased by 3 percentage points from 21 percent in 2018-19. OOS girls and boys have also both increased by 3 percentage points as compared to 2018-19.

Barring 9 districts, the proportion of OOS girls is greater than that of boys across the province. The highest proportion of OOSC was observed in Rajanpur at 48 percent and the lowest in Narowal at 9 percent. Figure 5.14 illustrates the OOSC trends across 36 districts in Punjab.

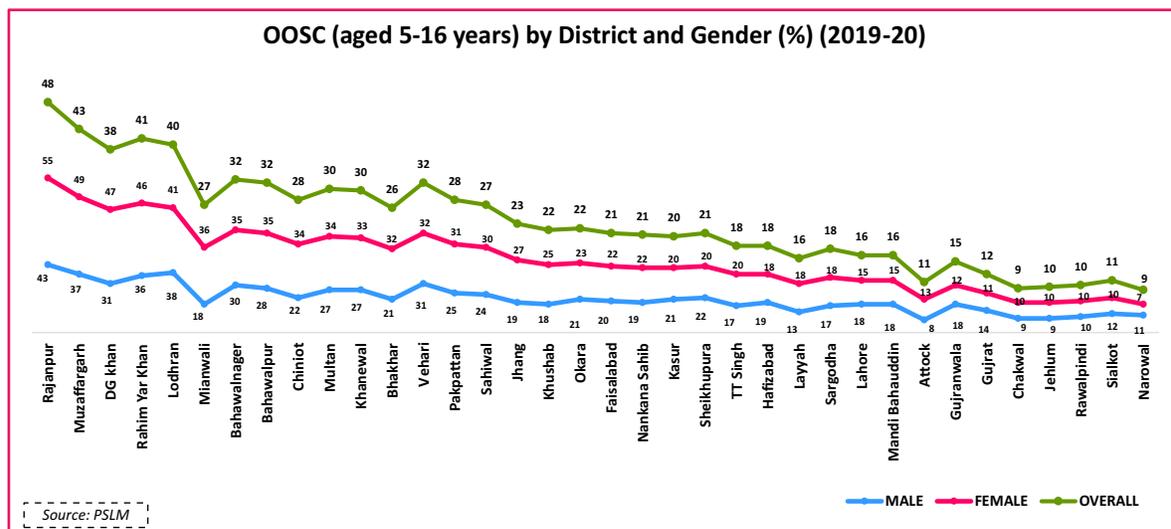


Figure 5.14

5.3 Access to Education

The importance of access to education lies in its ability to realise the universal right to education. In this sense, elements of access to education become the pathway to human development. This may be understood by considering the absence of education within a society; lack of education and the skills and knowledge it can develop is what it means to be poor.²⁰⁹ On the other hand, ensuring continued access to quality education and learning is linked to long-term improvements in development outcomes, including a reduction in inter-generational poverty, demographic transition, productivity and empowerment of women.²¹⁰

For the purposes of this report, access to education may be understood as a holistic concept consisting of those elements that enable and sustain education. Such elements may be identified in the '4-A Scheme' first used by the then UN Special Rapporteur on the right to education, Katarina Tomasevski in her preliminary report submitted in 1999.²¹¹ This scheme is outlined in Figure 5.15.

208 (Ministry of Education & Training Viet Nam, UNICEF, 2017)
 209 (UNESCO IIEP, 2015)
 210 (UNESCO IIEP, 2015)
 211 (Coomans, 2007)



Figure 5.15

This section analyses the status of enrolment, infrastructure and educational initiatives in the province. In so doing, the section covers essential aspects of the 4-A scheme with a focus on the plight of girls within the provincial education system. This focus is necessitated by the disproportionate vulnerability of girls to the multiple disadvantage phenomenon; for example, girls from poor households in rural locations are least likely to be in school as their gender-based disadvantage is compounded by their poverty and rural location.²¹² Disadvantages for girls manifest themselves in myriad ways, including the incidence of early-age marriage, safety and mobility issues, access to adolescent healthcare and unpaid labour or care-work at home.

The schools discussed in the subsequent sections are laid out in Figure 5.16



Figure 5.16

212 (Habib, 2013)

5.3.1 Infrastructure and Enrolment

Enrolment is a basic indicator to ascertain coverage, access and learning gaps within an education system. It also helps policymakers address discrepancies that are especially common to developing countries, such as increased enrolment but stagnating attainment – a scenario rooted in low levels of completion.²¹³

5.3.1.1 Formal Public Schools

The key features²¹⁴ of formal education that set it apart from its non-formal or informal counterparts mainly include its intentional and organized nature of learning, imparted through recognized public and private educational institutes. This intentionality and organization support pre-determined learning outcomes embedded in guided course syllabi assessed periodically through systematic testing.

For this report, formal schools have been restricted to public schools falling under the purview of the Punjab Education Sector Reform Programme (PESRP). The number of formal schools in Punjab increased marginally by 0.3 percent from 47,982 schools in FY 2019-20 to 48,133 in academic year 2021. Of these, 22,620 (47%) are boys' schools whereas 25,513 (53%) are girls' schools.

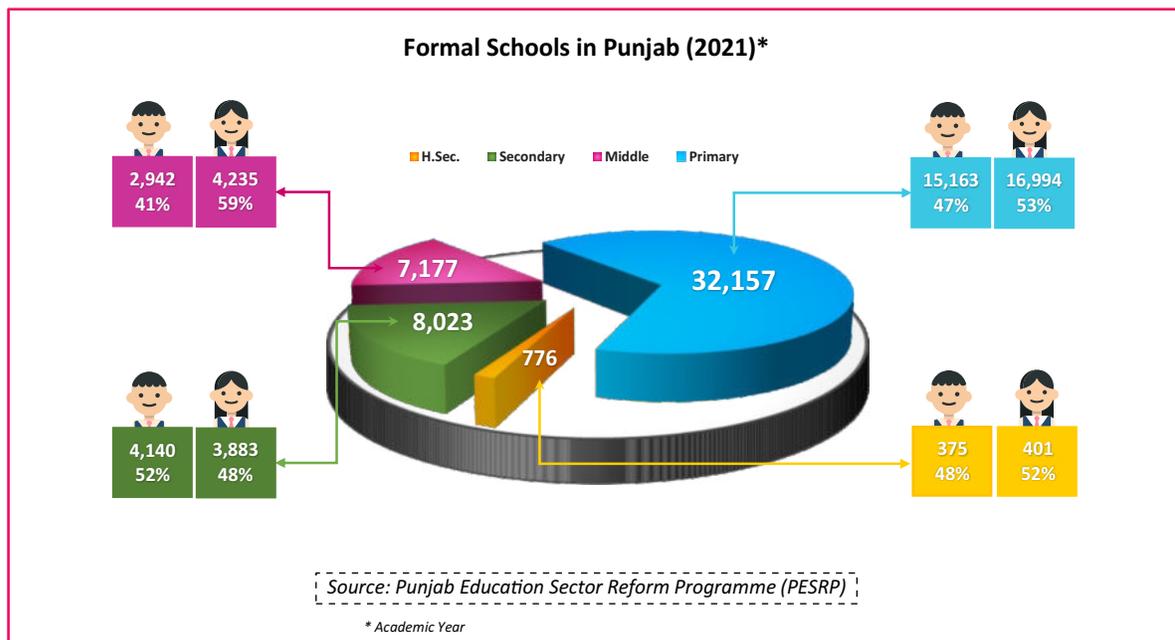


Figure 5.17

In 2021, the number of primary schools for boys continued to record a decline, consistent with the trend reported in 2019-20; the number fell by 0.5 percent from 15,250 in FY 2019-20 to 15,163 in 2021. On the other hand, the number of primary schools for girls continued to increase, reflecting a 0.6 percent change from 16,888 in FY 2019-20 to 16,994 in 2021.

Middle schools for both boys and girls declined by 17 percent and 11 percent, respectively. The number for boys' middle schools fell from 1,550 in FY 2019-20 to 2,942 in 2021, whereas the number of girls' middle schools fell from 4,777 to 4,235 over the same time period.

The numbers of secondary and higher secondary schools increased for both boys and girls in the province between FY 2019-20 and 2021; this statistic may be understood as a commitment to ensuring access to higher secondary level education. Boys' secondary schools increased from 3,513 to 4,140 and higher secondary schools increased from 368 to 375 between FY 2019-20 and 2021. Girls' secondary schools increased from 3,244 to 3,883 and higher secondary schools increased from 392 to 401.

213 (The Brookings Institution, 2015)

214 (UNESCO Institute for Statistics, 2016)

Figure 5.17 shows availability of public sector schools for girls in Punjab. The availability trends reflect that girls have better access than boys with respect to availability of schools. The only level where the percentage of girls' schools is less than 50, is secondary level of education, where 48.4 percent of the schools are for girls.

Figures 5.18 and 5.19 depict the number of schools by academic stage available to boys and girls across 36 districts of Punjab.

Formal Secondary Schools under Punjab Education Sector Reform Program (2021)*		
District	Secondary School	
	Female	Male
Faisalabad	301	233
Rawalpindi	227	232
Sargodha	209	181
Lahore	208	174
Sialkot	184	123
Gujranwala	164	140
Gujrat	163	155
TT Singh	147	107
Chakwal	141	146
Sahiwal	133	128
Rahim yar Khan	118	185
Kasur	112	121
Bahawalnagar	111	121
Vehari	108	106
Attock	106	133
Okara	106	141
Khanewal	103	130
Narowal	99	84
Mandi Bahauddin	94	82
Layyah	92	90
Bahawalpur	89	107
Jhelum	89	94
Jhang	87	114
Sheikhupura	83	85
Multan	76	135
Khushab	69	79
Muzaffargarh	68	110
Mianwali	59	95
DG Khan	55	90
Nankana Sahib	53	54
Bhakkar	50	84
Lodhran	45	64
Pakpattan	44	76
Chiniot	31	47
Hafizabad	31	40
Rajanpur	28	54

Figure 5.18

Formal Higher Secondary Schools under Punjab Education Sector Reform Program (2021)*

District	Higher Secondary School	
	Female	Male
Faisalabad	37	27
Sargodha	22	21
Sialkot	22	11
Sahiwal	21	13
Rawalpindi	20	22
Lahore	20	10
Khanewal	17	14
Bahawalpur	15	13
Gujrat	14	13
Rahim yar Khan	13	11
TT Singh	12	5
Chakwal	12	13
Vehari	12	13
Sheikhupura	11	7
Multan	11	19
Bahawalnagar	10	8
Attock	10	12
Mandi Bahauddin	10	6
Gujranwala	9	11
Lodhran	9	6
Narowal	8	13
Jhang	8	10
Kasur	7	8
Jhelum	7	5
DG Khan	7	10
Hafizabad	7	7
Okara	6	7
Khushab	6	7
Bhakkar	6	6
Muzaffargarh	5	11
Mianwali	5	9
Nankana Sahib	5	4
Rajanpur	5	8
Layyah	4	6
Pakpattan	4	6
Chiniot	4	3

Source: Punjab Education Sector Reform Programme (PESRP)

* Academic Year

Figure 5.19

District Rahim Yar Khan recorded the highest number of girls' primary schools at 1,065, whereas Nankana Sahib recorded the lowest number at 223. With 280 schools available, Faisalabad recorded the highest number of girls' middle schools as opposed to Rajanpur which recorded the lowest number at 32. Faisalabad also posted the highest numbers of girls' high and higher secondary schools at 301 and 37, respectively. Contrarily, Rajanpur posted the lowest total for girls' high schools at 28. Pakpattan, Layyah and Chiniot all registered the lowest number for girls' higher secondary schools with only 4 of them in each of these districts.

Overall, districts Rahim Yar Khan, Bahawalnagar, Faisalabad, Sargodha, Sialkot and Rawalpindi have more than 1000 formal schools for girls whereas interventions are required in Khushab, Chiniot, Hafizabad and Nankana Sahib, all of which have 400 or fewer girls' schools. Figure 5.20 illustrates this scenario.

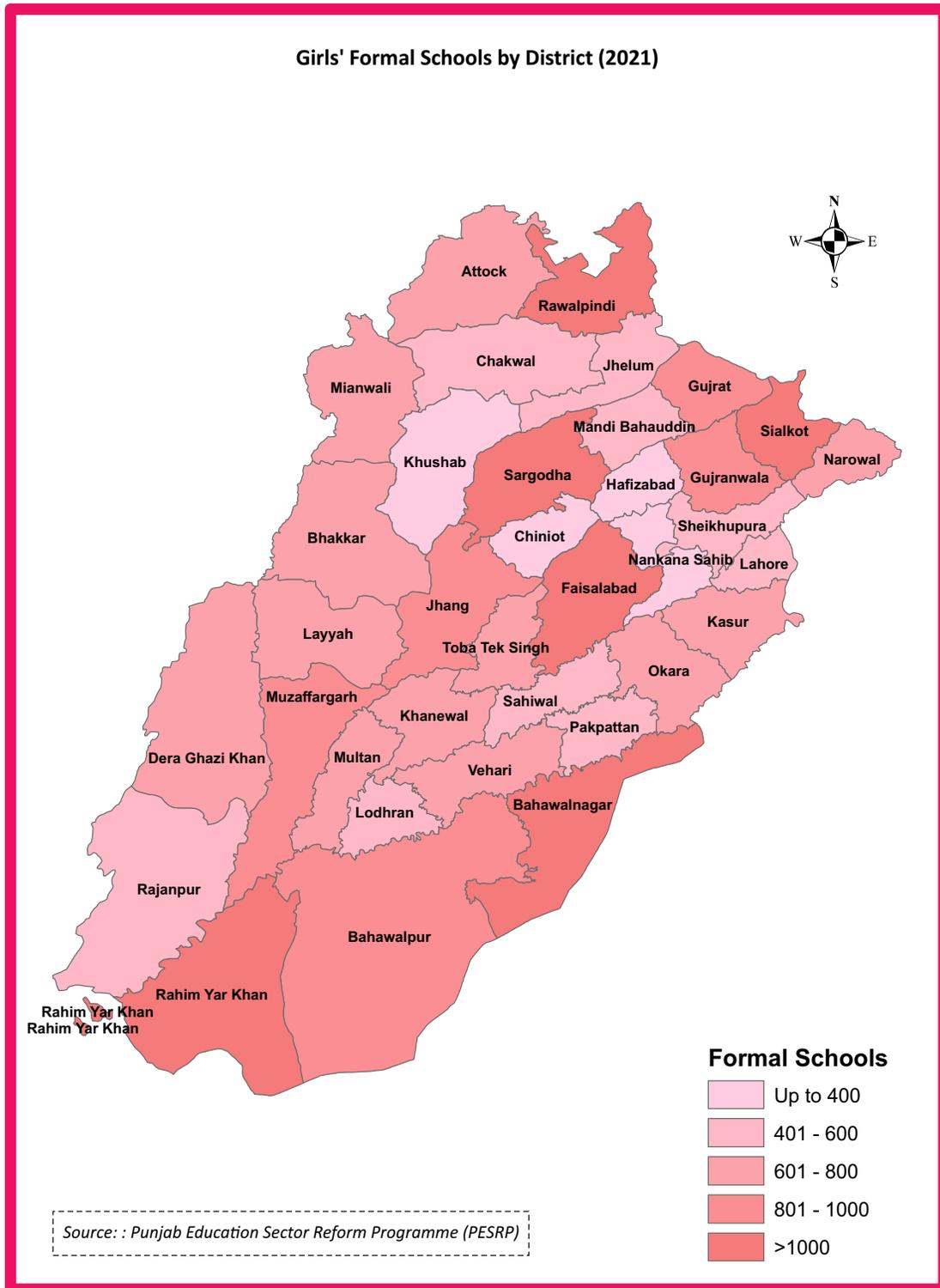


Figure 5.20

Enrolment in Formal Public Schools

In academic year 2021, 5.94 million boys and 5.92 million girls were enrolled in formal public schools of Punjab. The figure for boys reflects a negligible fluctuation, however, girls' enrolment has shown a welcome increase of 2 percent compared with the last reported figures of 5.76 million in FY 2019-20.

A GPI analysis of enrolment across Punjab's districts, illustrated in Figure 5.21, reveals that as opposed to 15 districts in FY 2019-20, 17 districts reflect a female-dominated enrolment trend in 2021. Sahiwal and Hafizabad exhibit perfect parity in enrolment which is a laudable feat considering that disproportionate enrolment of either gender is undesirable.

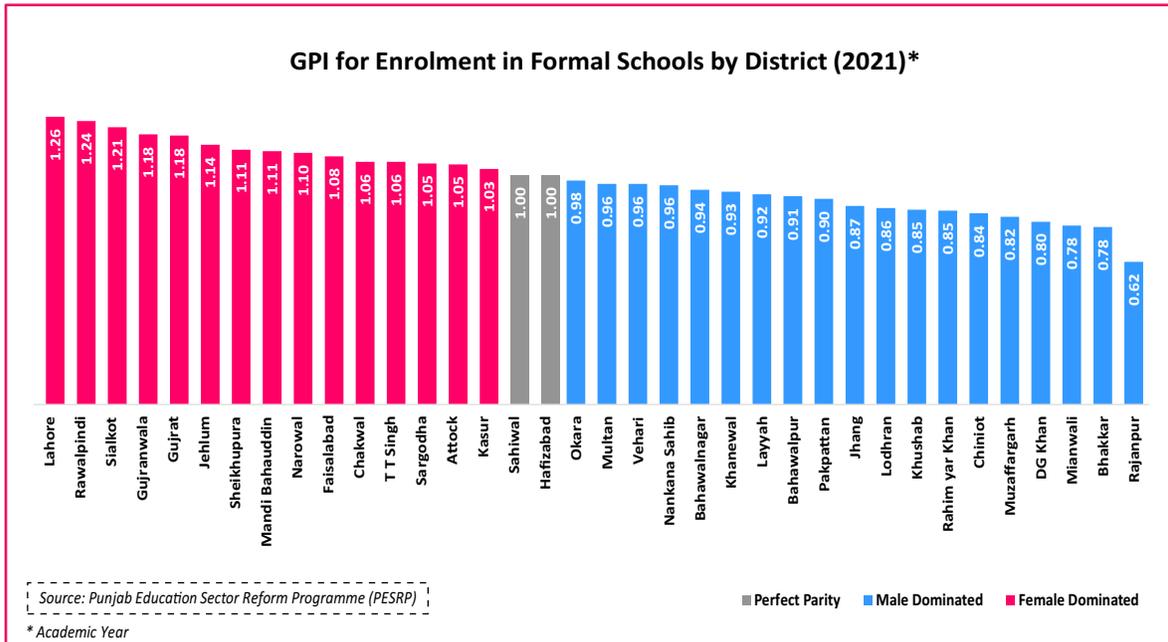


Figure 5.21

Enrolment by Academic Stage

An analysis of enrolment trends across the four academic stages of primary, middle, secondary and higher secondary education reveals that while more boys enrolled in primary education, girls outdid boys in enrolment in the higher secondary level. This is so despite enrolment for boys and girls in secondary schooling having been roughly equal. Figure 5.22 illustrates a complete picture of enrolment of boys and girls in formal schools across academic stages.

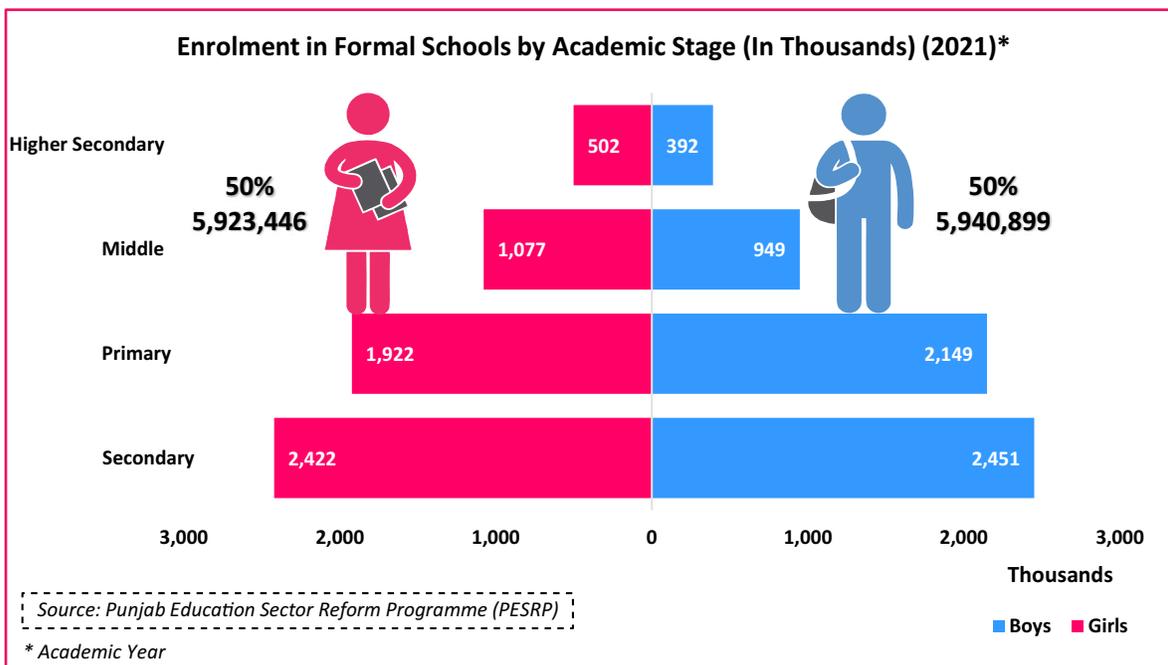


Figure 5.22

5.3.1.2 Punjab Education Foundation Schools

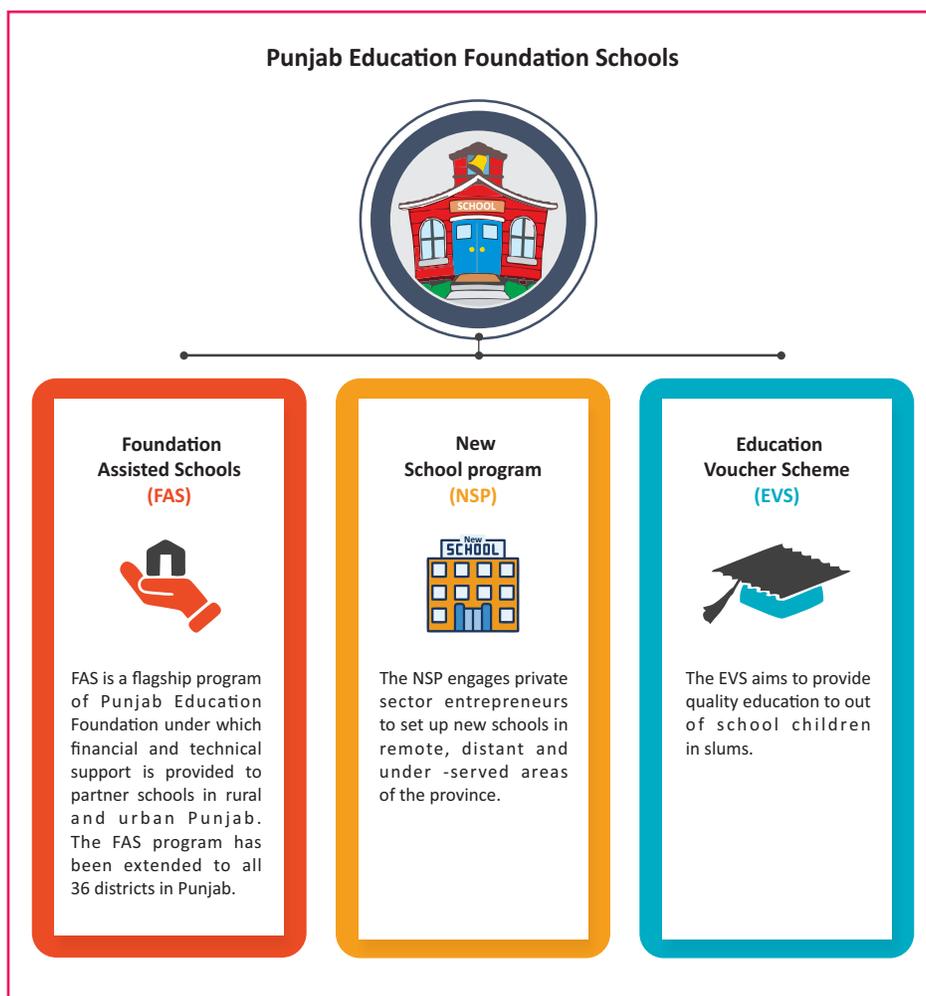


Figure 5.23

In 2021, 7,308 schools under PEF were functional in Punjab as opposed to 7,376 in 2020; the number of schools registered a 0.9 percent decline. All three categories of schools posted a declining trend. Figure 5.24 illustrates a detailed analysis.

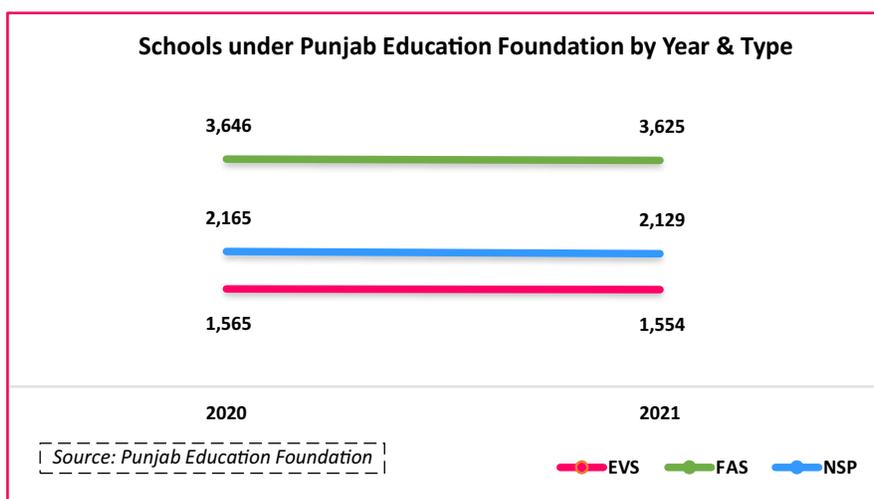


Figure 5.24

Overall, the highest number of schools was observed in Muzaffargarh (1,142 schools) and the lowest was recorded in Jehlum, having only 6 schools.

Enrolment in PEF Schools

In 2021, a total of 27,02,687 students were enrolled across the three PEF institutes (FAS, NSP and EVS). Of these, 14,30,734 (53%) were boys and 12,71,953 (47%) were girls. The highest number of girls were enrolled in FASs (903,716) and the lowest were in NSPs (136,578). In comparison with the year before, enrolment in PEF schools increased by 14 percent from 23,68,672 in 2020. The detailed enrolment statistics are illustrated in Figure 5.25.

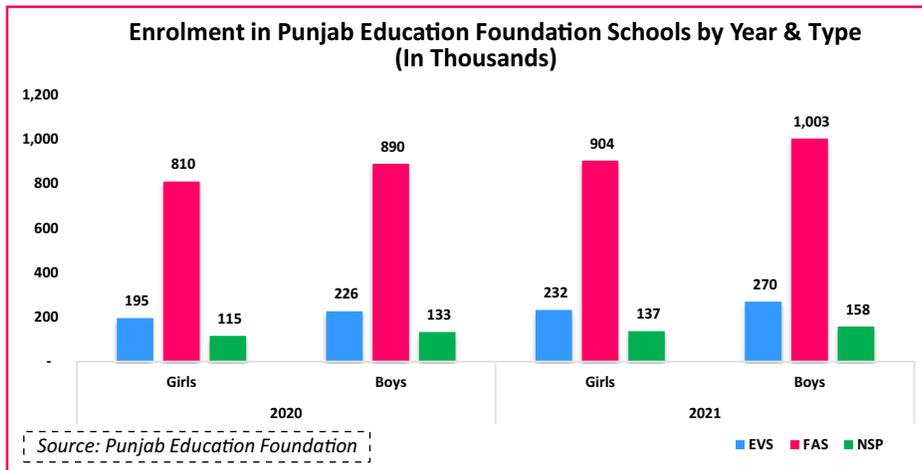


Figure 5.25

The highest incidence of female enrolment was observed in Muzaffargarh where 178,339 girls were enrolled making up 14 percent of all girls enrolled in PEF schools across Punjab. The lowest incidence of female enrolment was observed in Jhelum where 992 girls were enrolled. In terms of GPI, perfect parity in student enrolment was observed in districts Okara, Chakwal and Sargodha and the lowest GPIs were scored by districts DG Khan (0.67) and Rajanpur (0.61). Figure 5.26 provides a district-wise analysis of student enrolment in PEF schools.

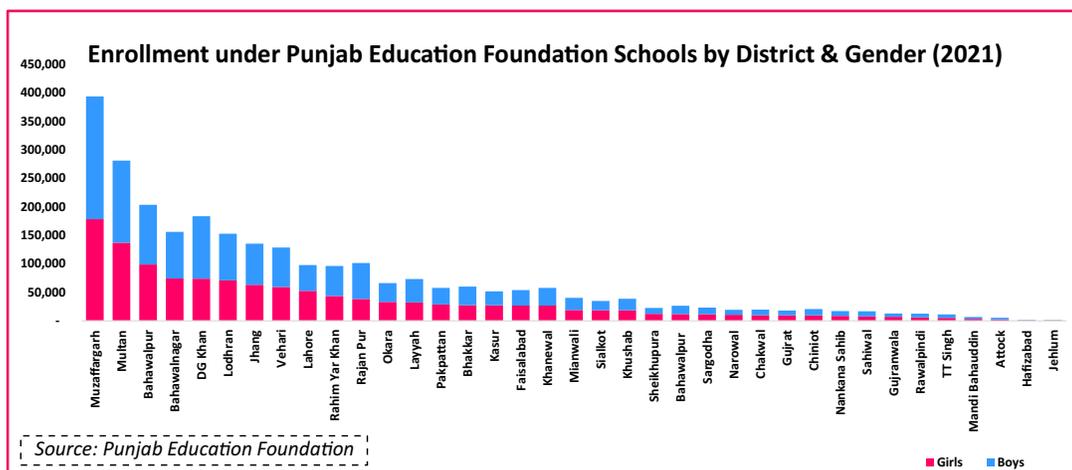


Figure 5.26

5.3.1.3 Non-Formal Education Institutes

Non-formal education is primarily targeted at the vulnerable and underclass groups within a society.²¹⁵ This vulnerability may be multidimensional and involve limitations relevant to gender, age, finances or simply missed enrolment opportunities. Another key aspect²¹⁶ of this type of education is that it is inherently focused on

215 (Kapur, 2019)
216 Ibid

upskilling learners to help them lead effectual lives; lessons are often tailored to address ethics and primary skillsets. Studies²¹⁷ suggest that as developing countries struggle to make formal education universally available, non-formal literacy programmes help them further the cause of education for all.

The Literacy and Non-Formal Basic Education (NFBE) Department in Punjab has prioritized provision of primary-level education to OOSC and imparting basic literacy through its Non-Formal Basic Education Schools (NFBESs), Non-Formal Education Feeder Schools (NFEFSs) and Accelerated Education Programmes (AEPs).²¹⁸ The AEP which is a condensed, accelerated (fast-track) and flexible equivalent to the formal national curriculum is particularly viable for OOS girls faced with accessibility challenges owing to socio-cultural constraints. Based on administrative data, 26,964 schools under the Literacy & NFBE Department were functional in Punjab in 2021. Of these, 23,977 were NFBESs, 2,507 were NFEFSs and 480 were AEPs, as illustrated in Figure 5.27.

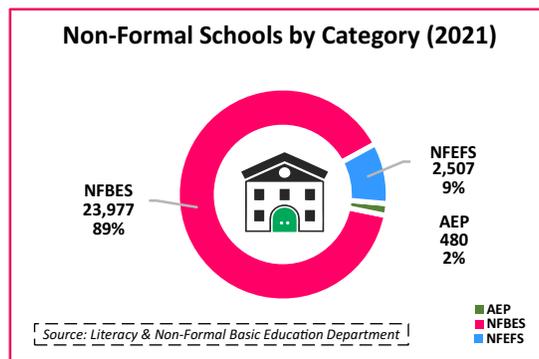


Figure 5.27

This is a 0.9 percent increase from 26,718 schools in 2020; the highest increase was observed in the number of NFBESs which rose from 23,744 in 2020 to 23,977 in 2021.

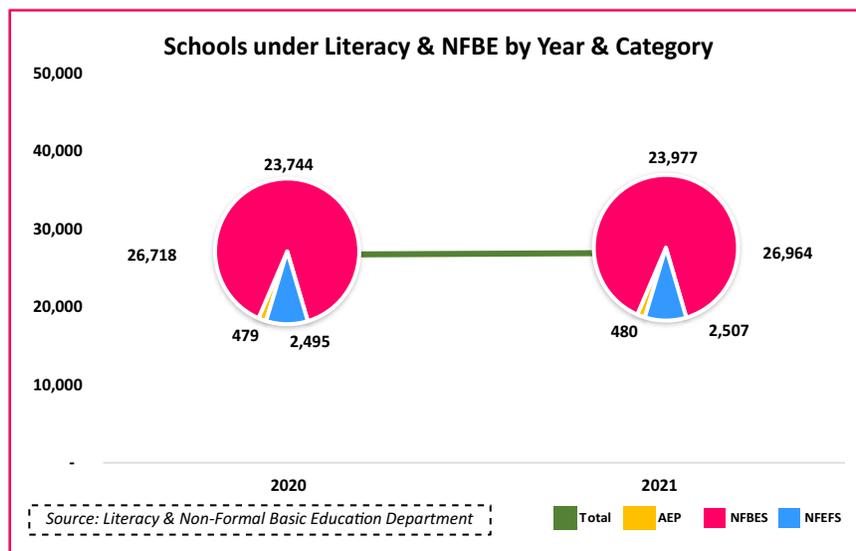


Figure 5.28

Enrolment in Non-Formal Education

Enrolment in non-formal schools in Punjab increased marginally by 1 percent from 425,802 students in 2020 to 430,355 in 2021. Of all enrolled students in 2021, 47 percent were boys and 53 percent were girls. The number of boys enrolled increased by 1.6 percent from 197,375 in 2020 to 200,640 in 2021 while girls' enrolment increased by 0.6 percent from 228,427 girl students in 2020 to 229,715 in 2021. These statistics are illustrated in Figure 5.29.

217 (Latchem, 2018)
218 (Planning & Development Board, Government of the Punjab, 2020)

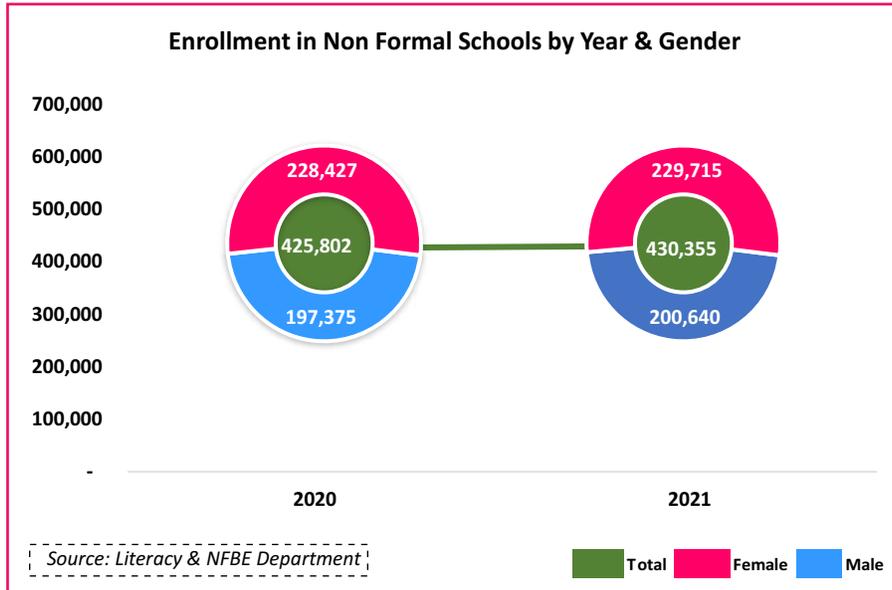


Figure 5.29

A district-wise analysis reveals that the highest number of girls enrolled in non-formal schools in Rahim Yar Khan (9,268) where girls made up 51 percent of all students enrolled. The lowest number of girls enrolled in non-formal schools in Chakwal (3,344). However, it is worth noting that in 35 out of 36 districts, the number of girls enrolled was more than their male counterparts; Mianwali was found to be the only district where girls made up 45 percent of all students enrolled. Figure 5.30 illustrates the district profile of enrolment in non-formal schools in Punjab.

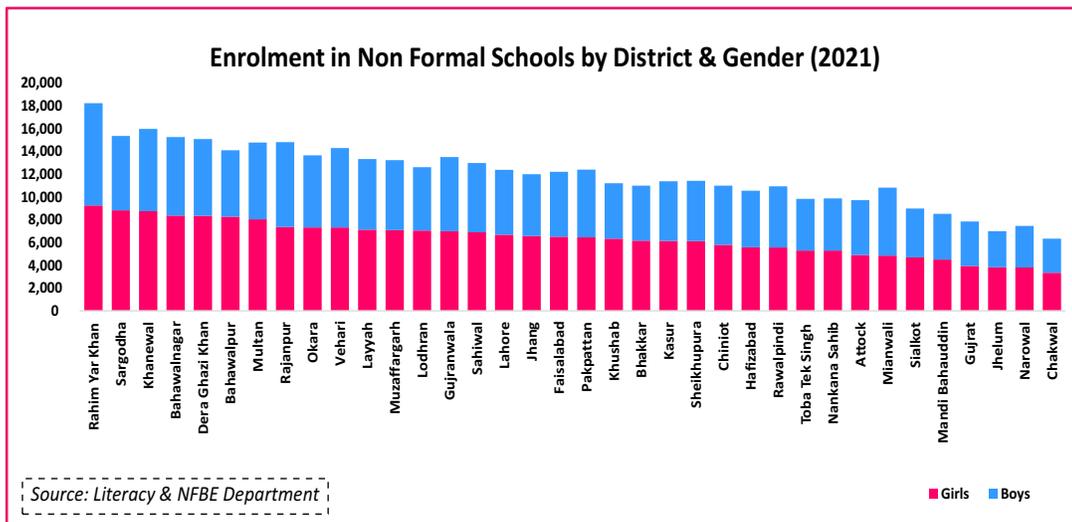


Figure 5.30

5.3.1.4 Schools Under National Commission for Human Development (NCHD)

Set up in 2002, the National Commission for Human Development is a not-for-profit entity tasked with uplifting the lives of vulnerable communities across Pakistan. The NCHD is involved in the education sector through two primary goals²¹⁹ namely increasing access to universal primary education across the country and enhancing adult literacy particularly among the female population.

219 (National Commission on Human Development, n.d.)

Focusing on 5-7 years of schooling age, one of NCHD's strategy components for its Universal Primary Education program²²⁰ is the setting up of community-based feeder schools in areas where the population does not have access to public primary schools. The Commission has established more than 17,000 such facilities across Pakistan.

Based on administrative data received, 1,662 Community Feeder Schools were operating in 34 districts of Punjab in 2021. Of these, 684 (41%) were boys' schools and 978 were girls' schools. No change in the number of schools was observed since 2020.

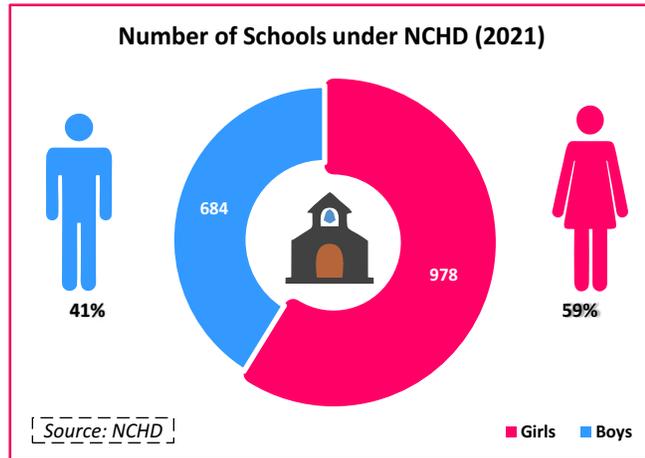


Figure 5.31

A district-wise analysis, depicted in Figure 5.32, reveals that the largest number of CFSs were located in Rahim Yar Khan which had a total strength of 406 schools, of which 219 (54%) were boys' schools and 187 (46%) were for girls. Rawalpindi had only 2 CFSs, both of which were girls' schools, making it the district with the lowest overall number of schools under NCHD.

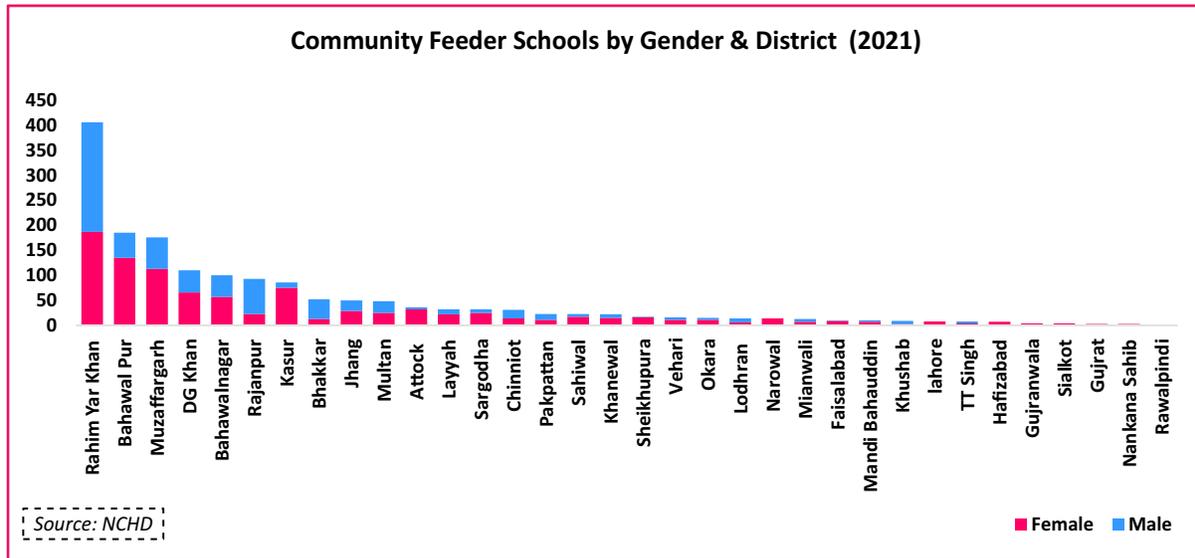


Figure 5.32

It is worth noting that in addition to Rawalpindi, 7 other districts including Lahore, Narowal, Gujrat, Hafizabad, Sialkot, Nankana Sahib and Gujranwala, also do not have any CFSs for boys.

Enrolment in Community Feeder Schools of NCHD

Enrolment in CFSs increased by 0.7 percent, from 76,138 students in 2020 to 76,699 in 2021. Statistics for both boys and girls rose at a roughly equal rate whereby 0.7 percent more boys were enrolled in 2021 (40,351) than 2020 (40,072) and 0.8 percent more girls were enrolled in 2021 (36,348) than there were in 2020 (36,066).

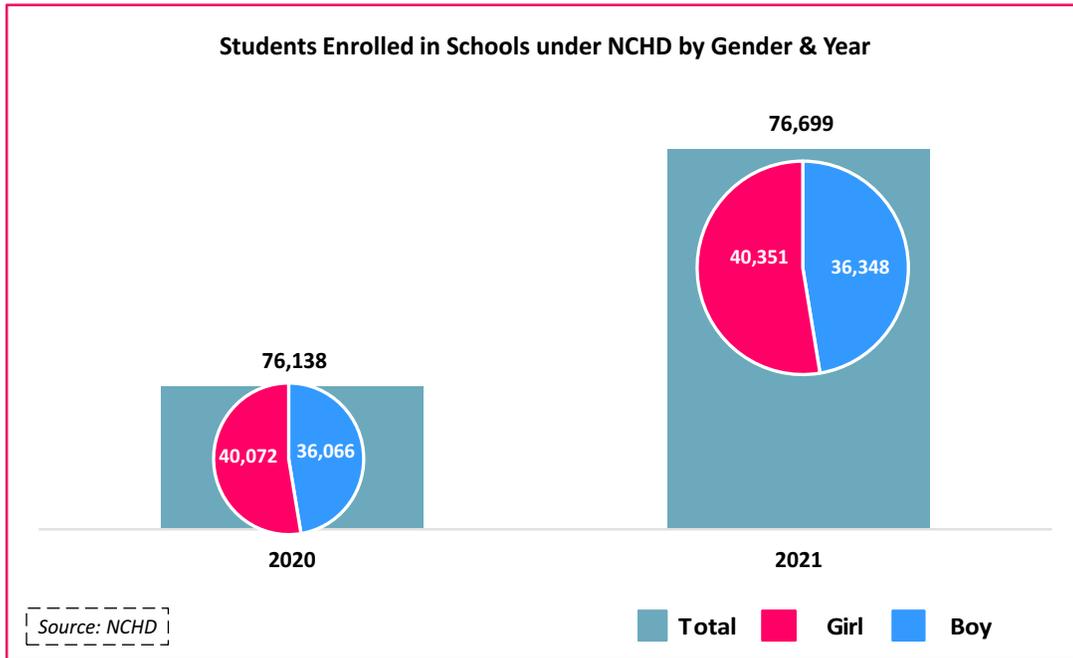


Figure 5.33

The highest average number of students enrolled per school was posted by Jhang at 65 students and the lowest by Rawalpindi at 17 students. In terms of a district-wise analysis of the average enrolment of girls per school, 6 out of 34 districts recorded 22 female students making it the most commonly observed average figure.

Enrolment in Adult Literacy Centers of NCHD

Data obtained from NCHD reveals that its functioning Adult Literacy Centres are targeted specifically at female learners.

400 ALCs were established across 8 districts in Punjab in 2020. This number rose to 830 as 430 additional centres across 32 districts were established in the 2021-2022 academic cycle. 10,718 students enrolled for 2021-2022.

A district-wise analysis reveals that the highest number of ALCs were established in Bahawalnagar and Jhang (80 each) in 2020. In 2021-2022, the highest number of ALCs was established in DG Khan (30), (Figure 5.34).

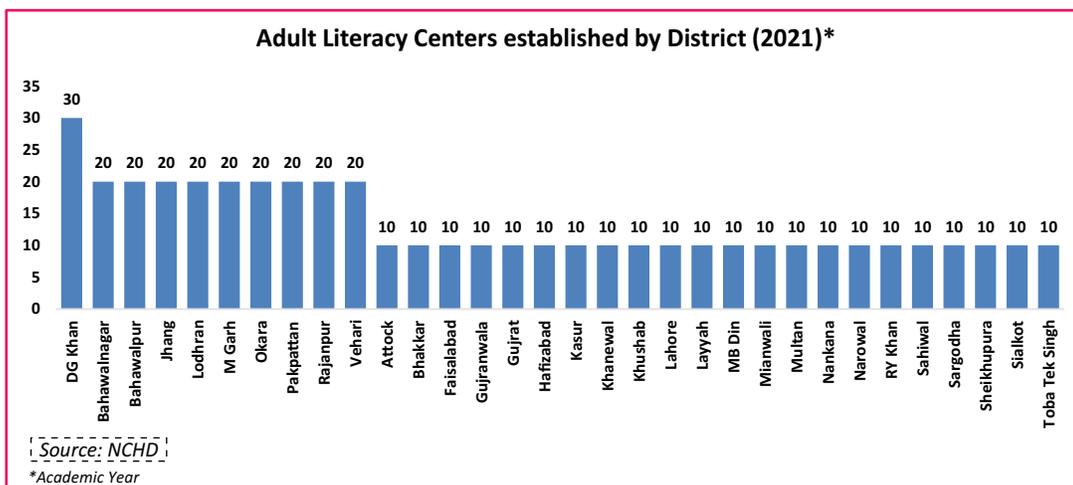


Figure 5.34

5.3.1.5 Technical and Vocational Schools by Technical Education and Vocational Training Authority (TEVTA)

TEVTA is the largest skill-providing institute in Punjab that came into existence in 1999 and its functions were enhanced through an Act in 2010. In line with its Vision 2023, TEVTA is attempting to bridge the disconnect between skill provision and market demand.²²¹ The salient tenants of TEVTA's Vision 2023 are illustrated in Figure x.

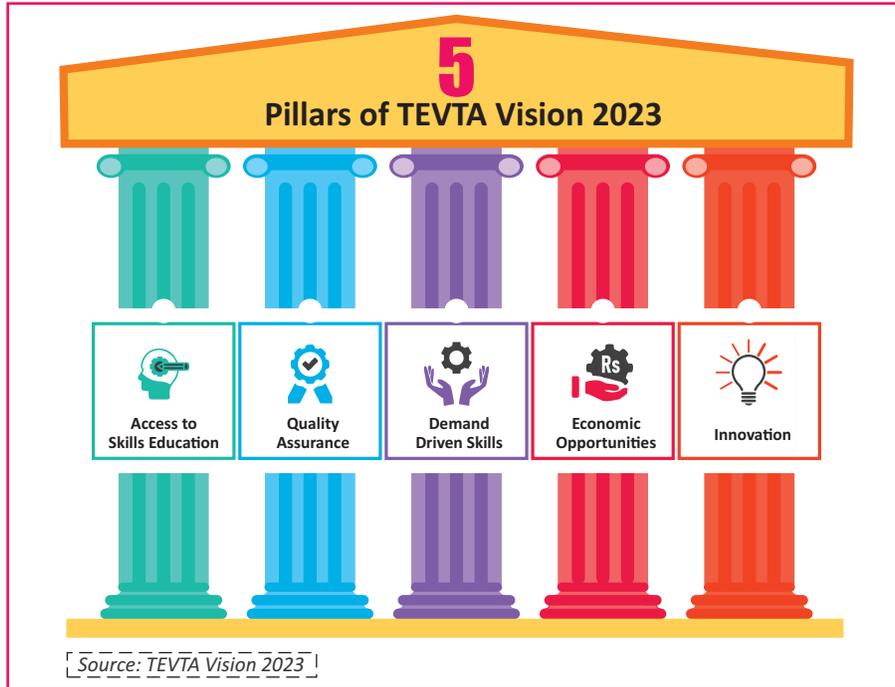


Figure 5.35

In 2021, 403 TEVTA institutes were functional across 36 districts of Punjab; 227 (56.4%) were for men and 176 (43.6%) for women. Lahore had the highest number of female institutes (17) and Pakpattan reported no female TEVTA institutes. Lahore also had the highest number of TEVTA institutes overall (29) whereas, Pakpattan had the lowest - only 2 institutes. Figure 5.36 presents a district-wise picture of TEVTA institutes by gender of students.

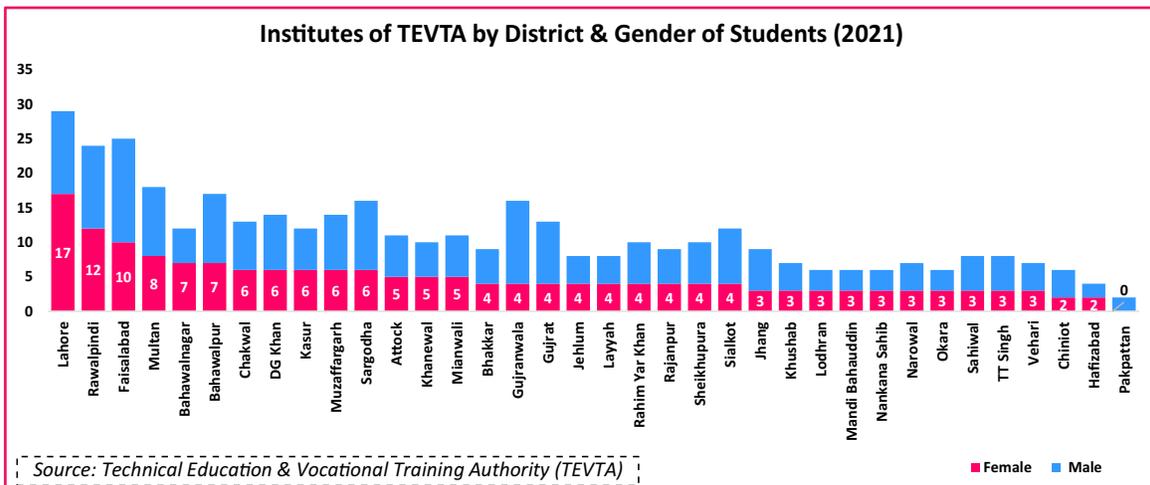


Figure 5.36

221 (Technical Educational and Vocational Training Authority Punjab, n.d.)

Enrolment in TEVTA

83,596 students were enrolled in TEVTA institutes across Punjab in academic year 2020-21. Of these, 28,772 were women and 54,824 were men; it is noteworthy that female enrolment has jumped exponentially from 2,476 in 2019-20. Figure 5.37 illustrates year- and gender-wise enrolment in TEVTA institutes.

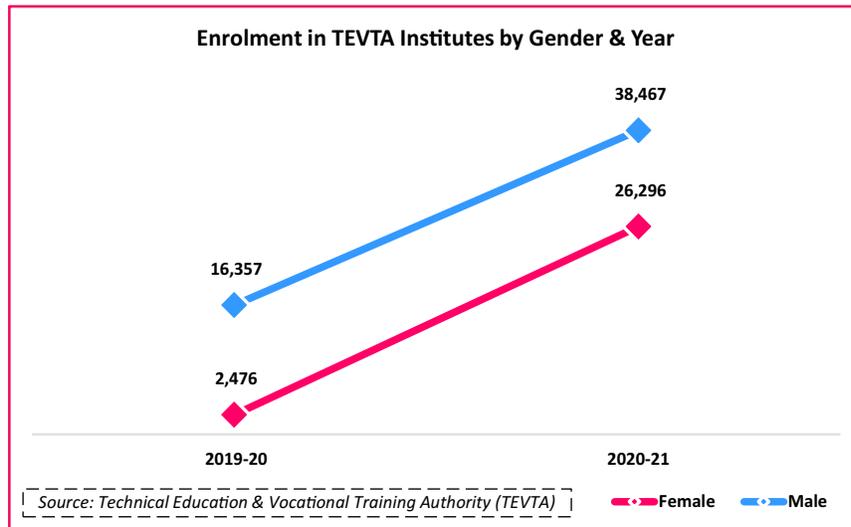


Figure 5.37

The highest incidence of female enrolment was observed in Lahore where 3,952 women were enrolled in TEVTA institutes, whereas no female students were enrolled in Pakpattan given the lack of TEVTA institutes for them in the district.

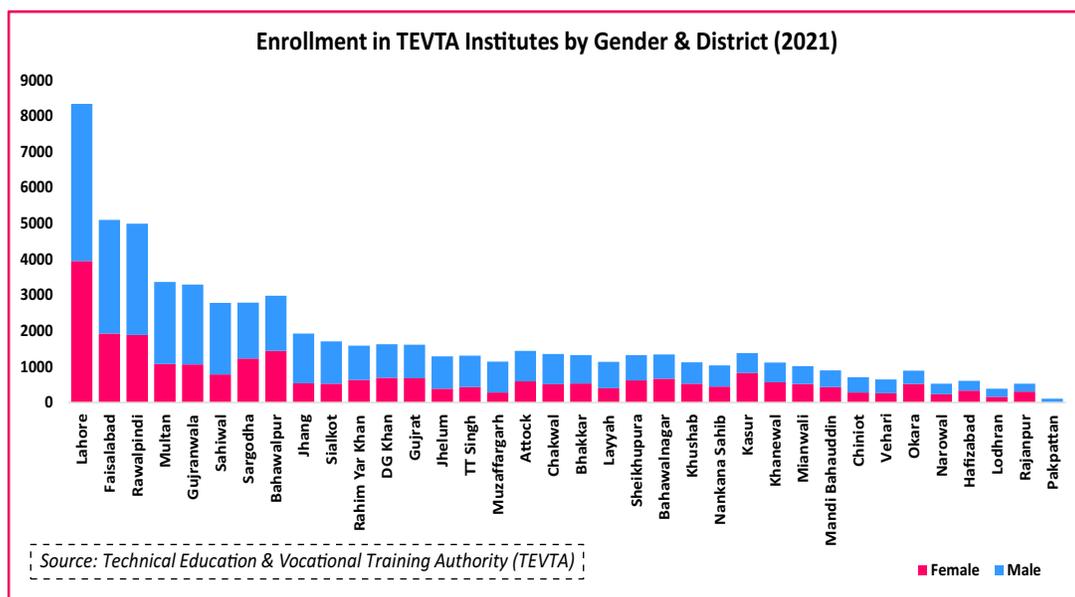


Figure 5.18

5.3.1.6 Technical and Vocational Schools by Punjab Vocational Training Council

The PVTTC is a dedicated body providing vocational training to the people, especially youth, of Punjab. The organization utilizes a unique model of using *Zakat* funds for the purpose and also thrives on its collaborations with leading international development donors.²²²

In 2021, there were 128 Vocational Training Institutes (VTIs) operational under PVTC across Punjab. Lahore was observed to be the most populous in terms of VTIs with 12 of them in the district whereas Chiniot was the least populous with just 1 institute. VTIs under PVTC are responsible for imparting skills-based education relevant to more than 90 trades including competency based and city and guild courses compatible with industry needs.²²³

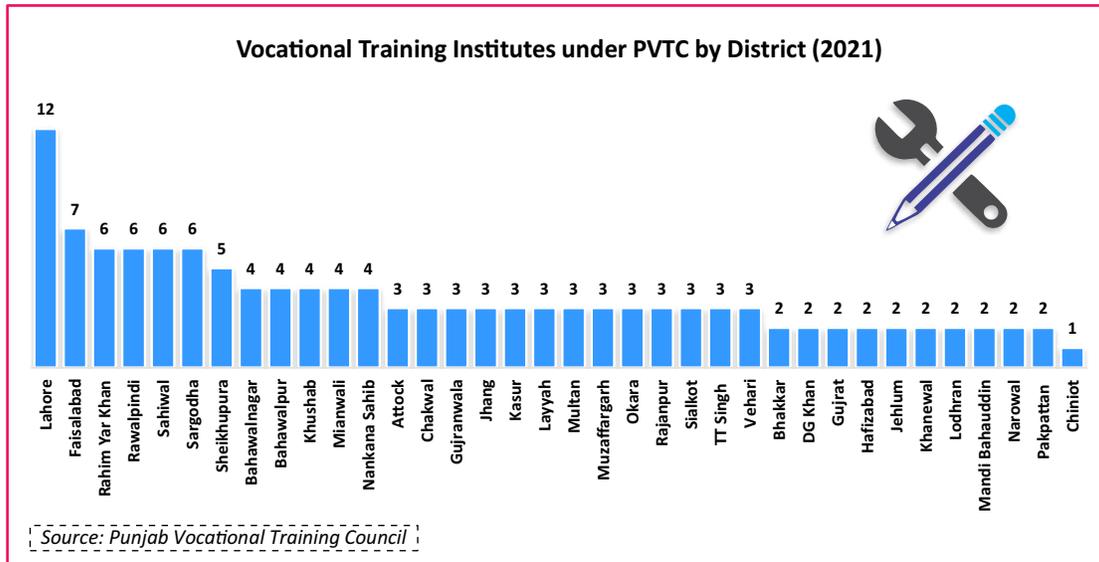


Figure 5.39

Enrolment in PVTC

In 2021, 13,490 students enrolled in 128 VTIs of which, 3,559 (26.4%) were men and 9,931 (73.6%) were women. The highest incidence of female enrolment was observed in district Rahim Yar Khan with 1,072 women enrolling in 2021 and the lowest was observed in Narowal with only 25 women. It is worth noting that at least 1 woman enrolled in each district however, the same was not true for men. 6 out of 36 districts did not have any male enrolment in 2021. Figure 5.40 illustrates these statistics.

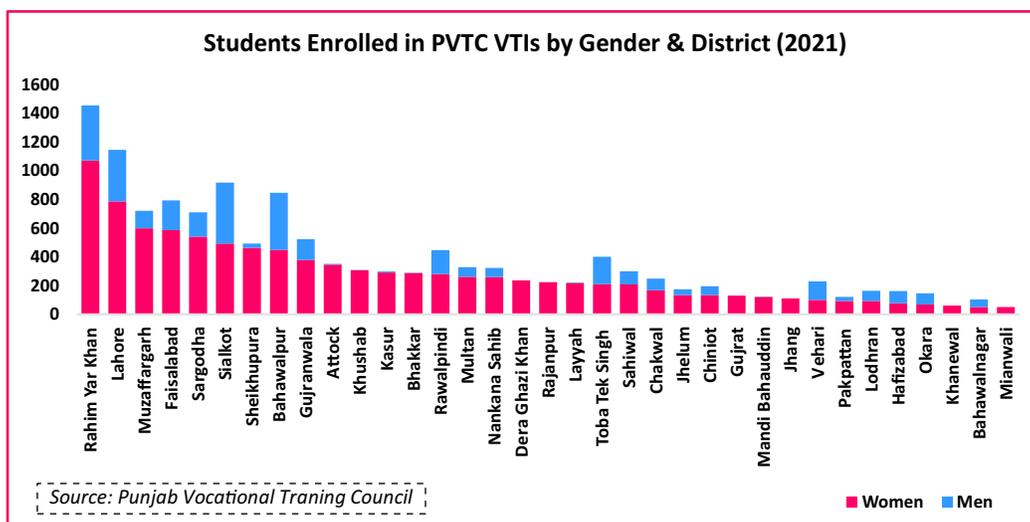


Figure 5.40

5,641 women graduated from PVTC VTIs in 2021 as compared to 5,756 graduates in 2020. The highest number of graduates, 736, was observed in Rahim Yar Khan whereas the lowest, 18, was observed in Mianwali. The incidence of women completing their courses at PVTC VTIs by district is depicted in Figure 5.41.

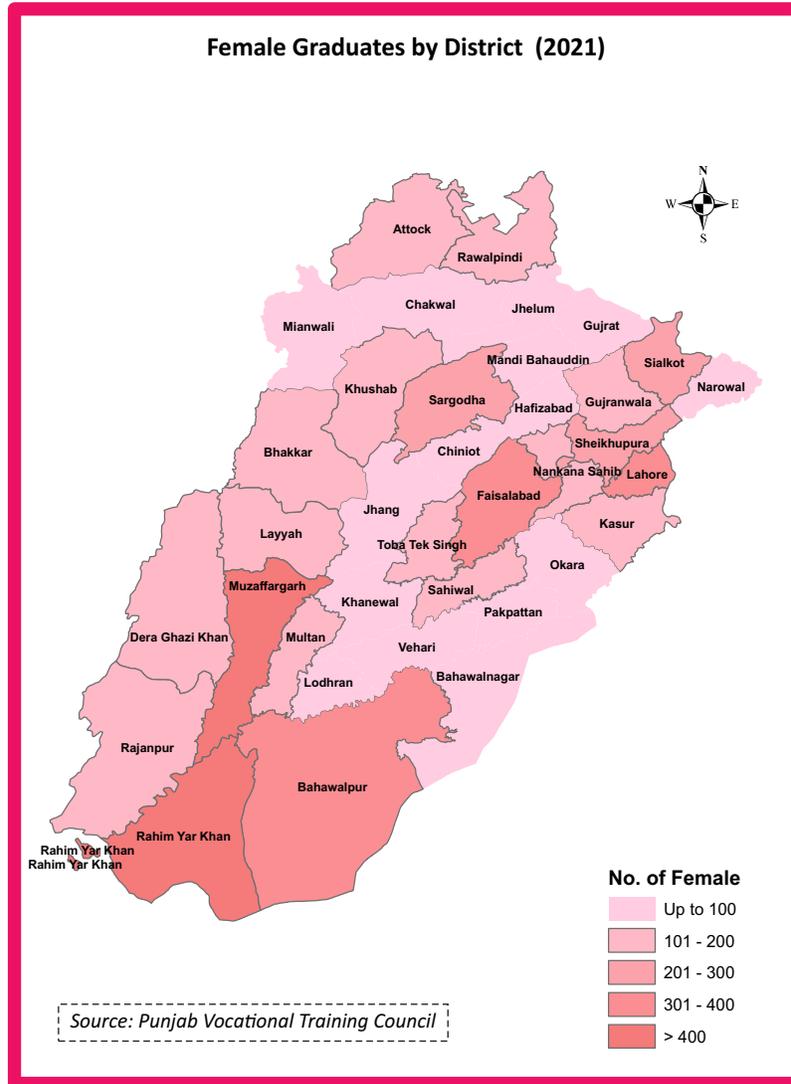


Figure 5.41

5.3.1.7 Special Education

The Special Education Department of Punjab is responsible for realising the Government of Punjab's vision for consolidating academic services for persons with disabilities. The department oversees its schools and institutions for the provision of quality teaching and instructional facilities for PWDs with an aim to enhance enrolment and increase functional literacy of the students²²⁴. The schools under the department currently address the needs of persons with hearing, visual, intellectual and physical disabilities as well as those who are slow learners.

In 2021, 332 Special Education schools (Figure 5.42) were operational in Punjab, of which 273 (90%) were co-education schools, 16 (5%) were girls' schools and 14 (5%) were boys' schools, respectively.

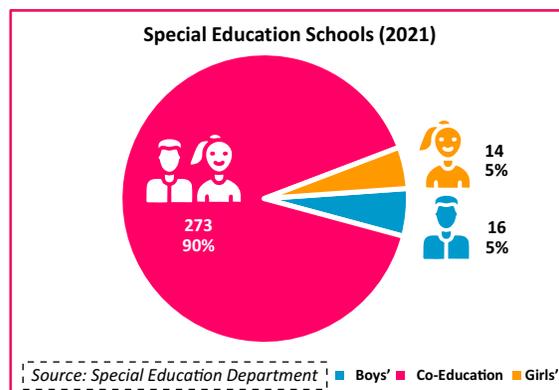


Figure 5.42

224 (Special Education Department, Government of Punjab, n.d.)

An analysis by academic level of the Special Education schools depicted in Figure 5.43 reveals that the highest number of schools were primary and middle in nature while the number of vocational and higher secondary schools was observed to be the lowest.

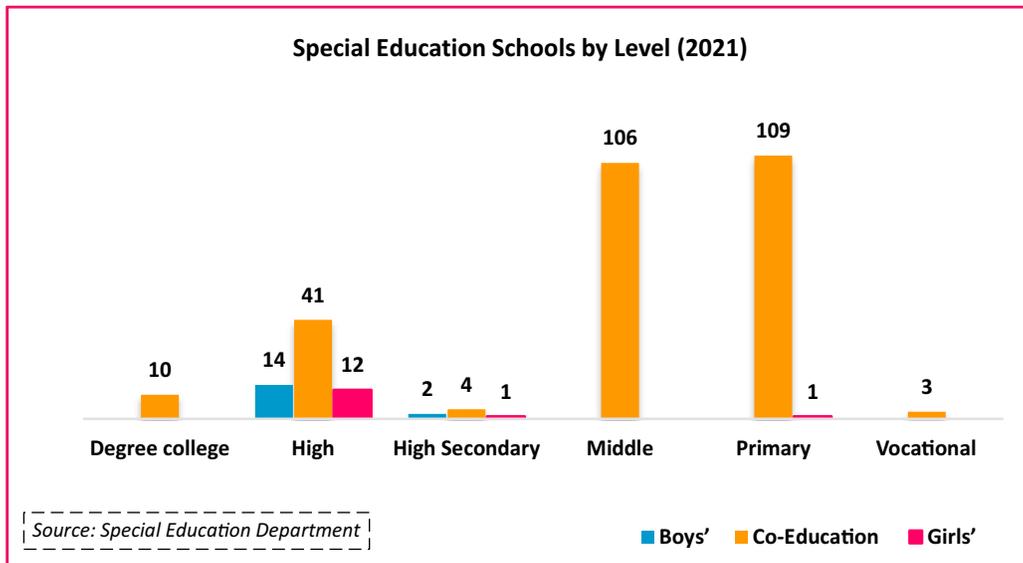


Figure 5.43

It is worth noting that 25 out of 36 districts do not have any girls- or boys- only Special Education schools which could mean that several needy students may be left at the margins of the system, especially girls who face cultural pressure against studying in co-educational environments.²²⁵

Overall, the highest number of Special Education schools was observed in Lahore (22) whereas the lowest was observed in Hafizabad which only had 3 schools. The district-wise analysis is depicted in Figure 5.44.

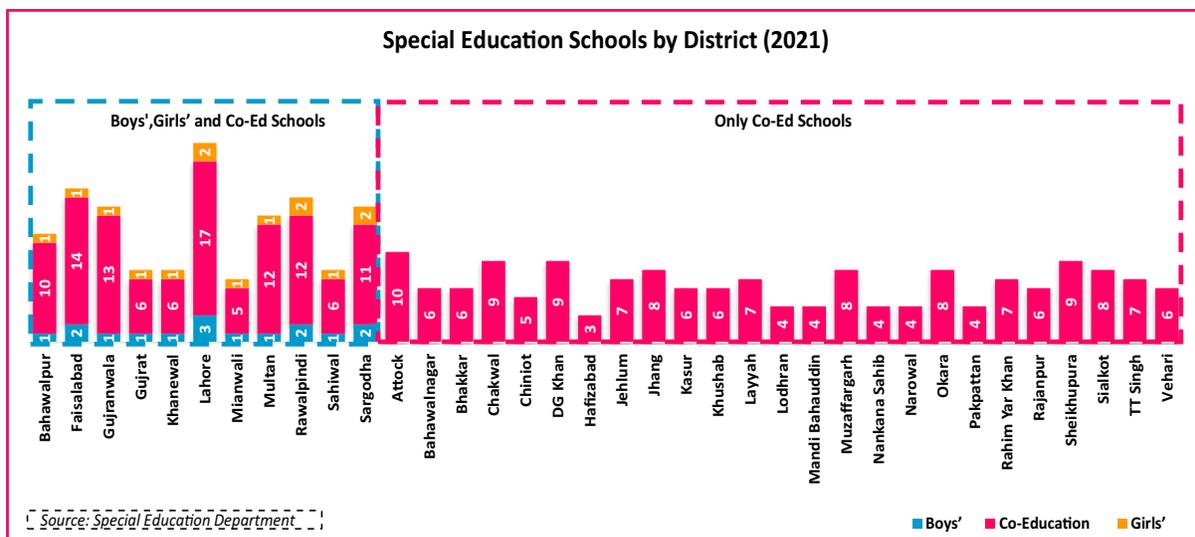


Figure 5.44

225 (Khan, 2014)

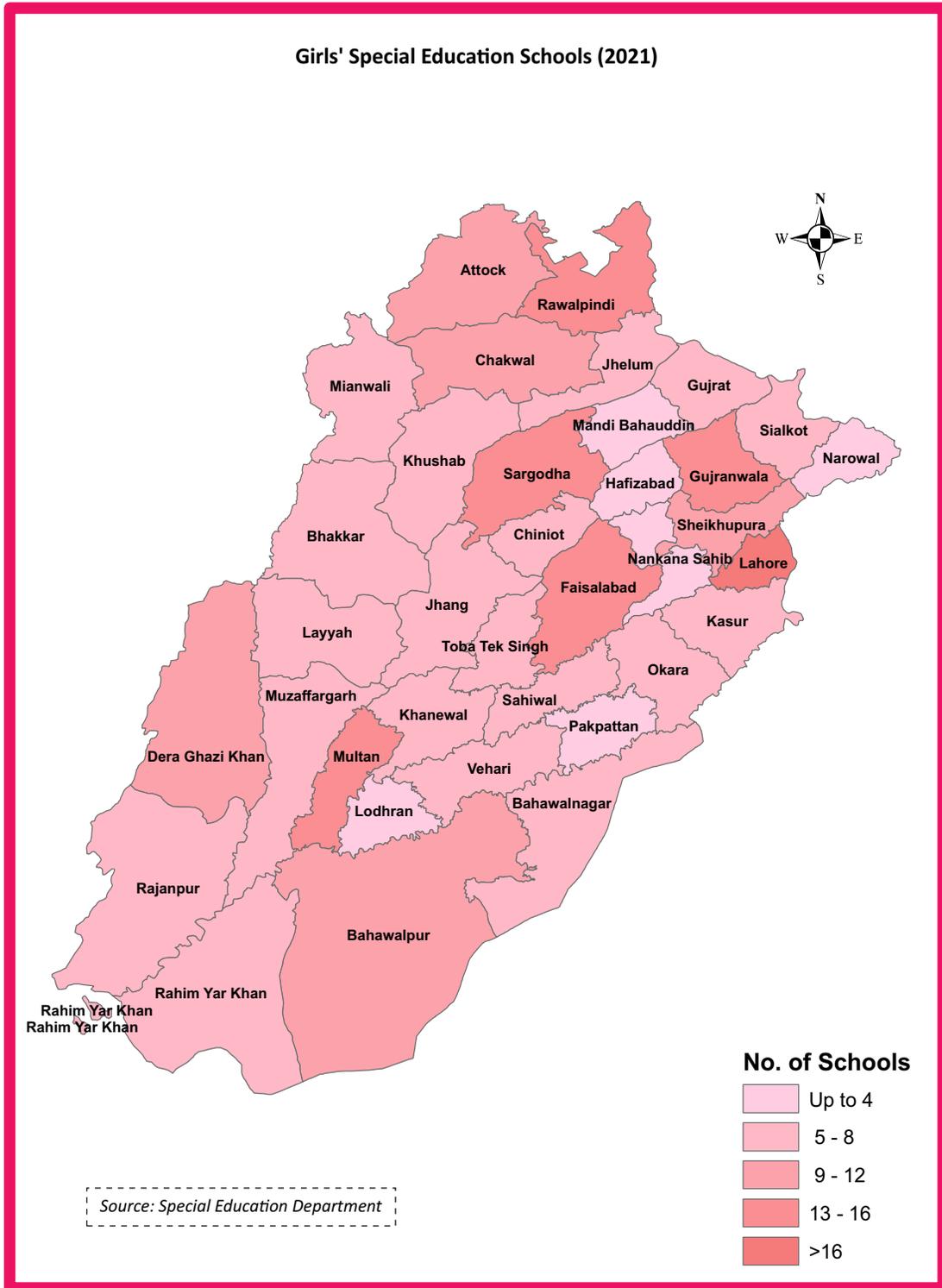


Figure 5.45

Enrolment in Special Education

In 2021, enrolments in Special Education increased for both boys and girls from the year before. 37,088 students enrolled in Special Education in 2021 of which, 23,390 (63%) were boys and 13,698 (37%) were girls. These statistics are illustrated in Figure 5.46.

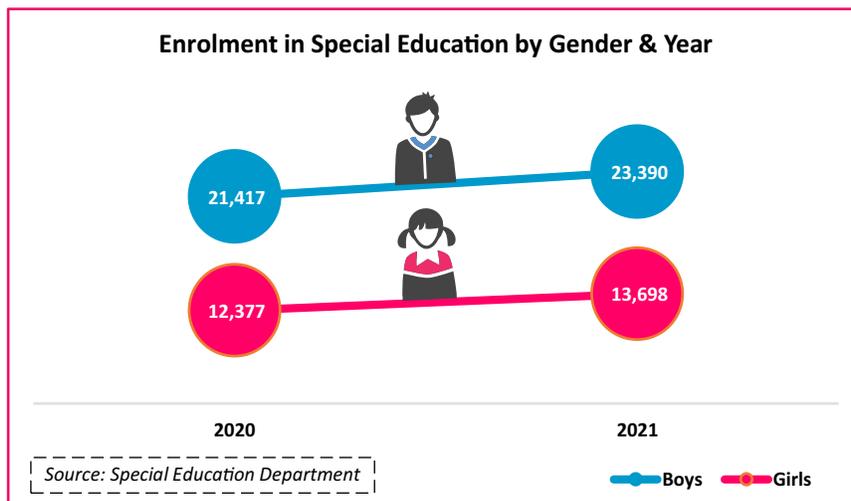


Figure 5.46

Figure 5.47 reveals a picture of enrolment in Special Education schools with respect to the type of disability addressed at the institute. The highest number of enrolments for both boys and girls were made for hearing-impaired students; of 20,931 hearing-impaired enrolments, 12,505 (60%) were boys and 8,426 (40%) were girls. The overall lowest number of enrolment was observed for the physically disabled category; 2,857 students enrolled in 2021 of which 2,057 (22%) were boys and 800 (28%) were girls.

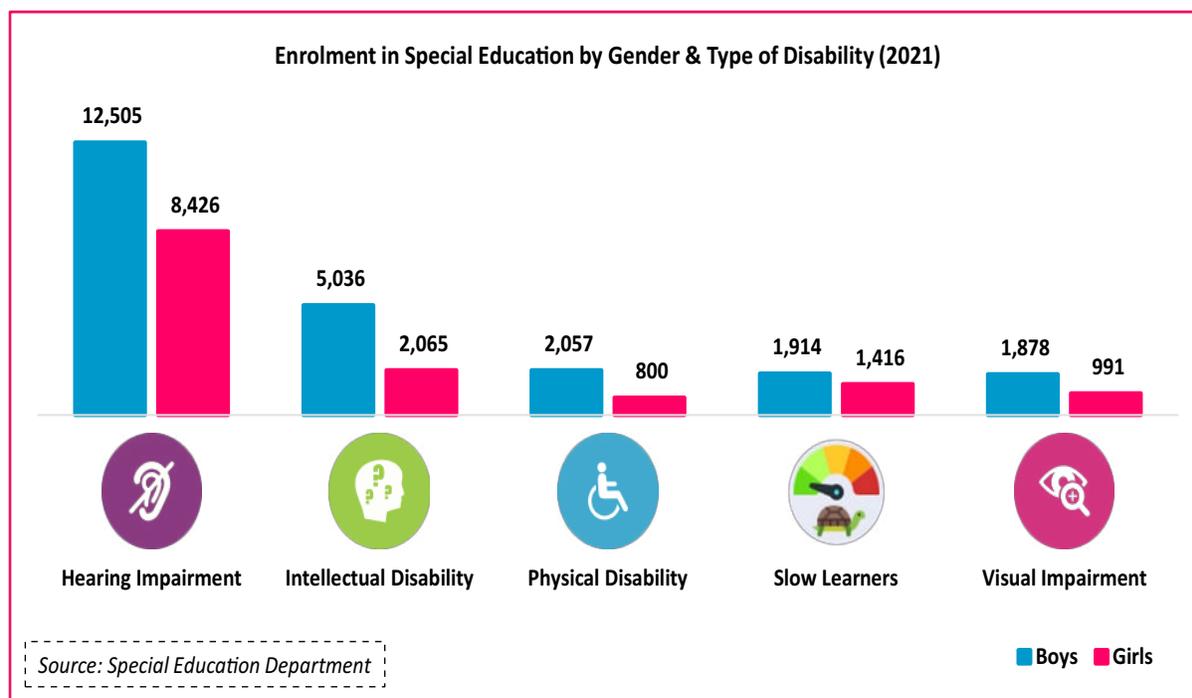


Figure 5.47

From a district-wise standpoint, Lahore had the highest number (1,368) of female enrolment in Special Education in 2021 which correlates to the fact that Lahore also had the most amount of Special Education schools. Rajanpur had the lowest number of female enrolment in Special Education.

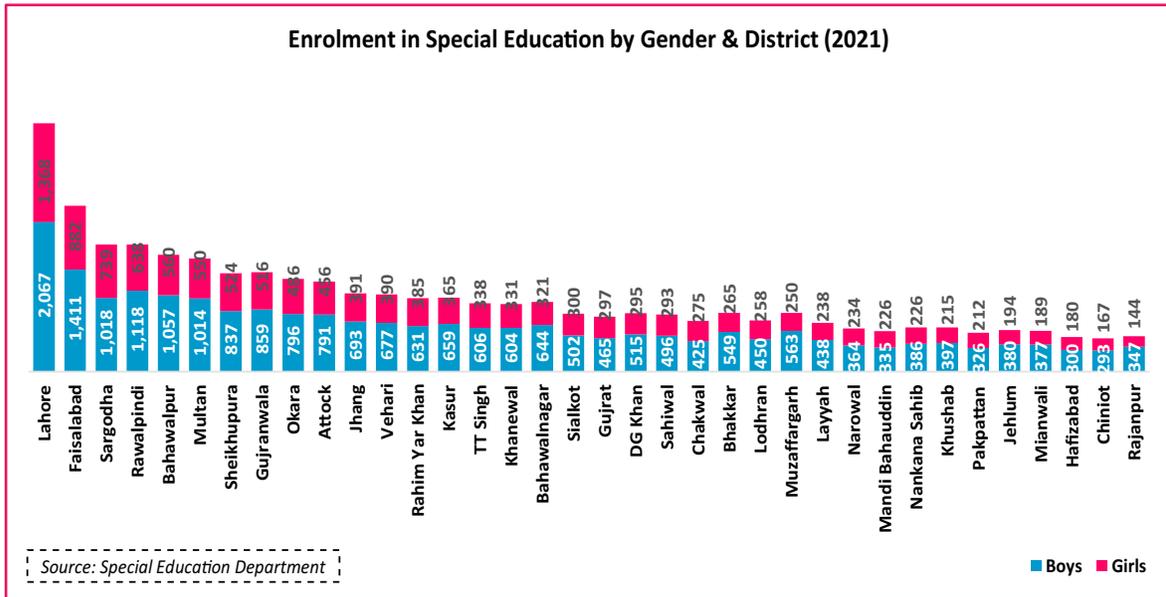


Figure 5.48

5.3.1.8 Punjab Workers Welfare Board Schools

In 2021, the number of co-education, boys' and girls' schools under the Punjab Workers Welfare Fund all increased in comparison with the year before. The proportions of increase for all categories were roughly equal. In 2021, 3 co-education schools, 35 boys' schools and 31 girls' schools were operational in Punjab. These statistics are illustrated in Figure 5.49.

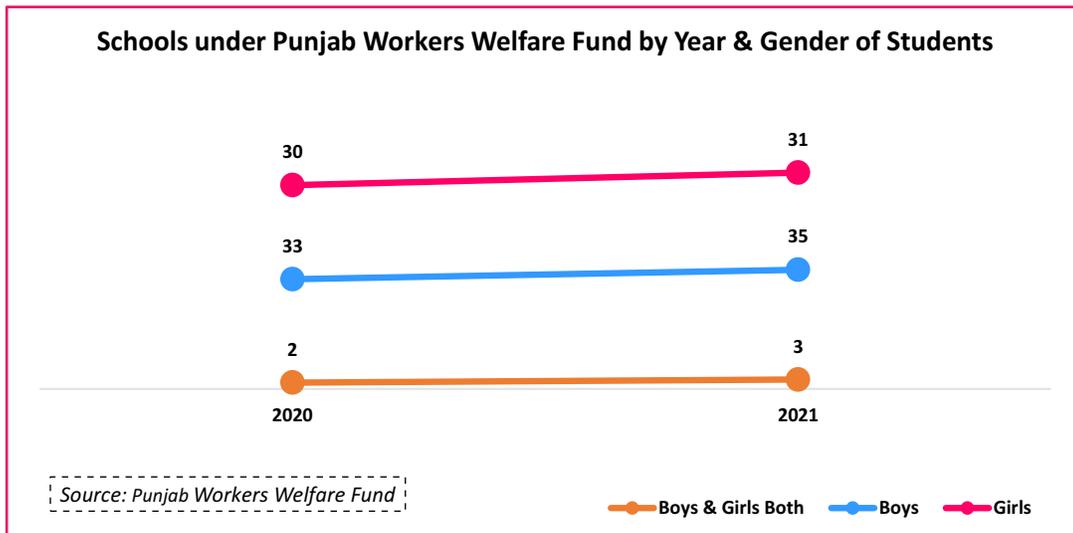


Figure 5.49

In terms of academic level, the highest frequency of schools was observed for secondary schools with a total of 30 of those operational in 2021. Alarming, only 1 middle school under Punjab Workers Welfare Fund was functioning in 2020 and no increase in the number of middle schools was observed in 2021; this middle school is located in DG Khan. Figure 5.50 depicts a clear picture of the change in the number of these schools.

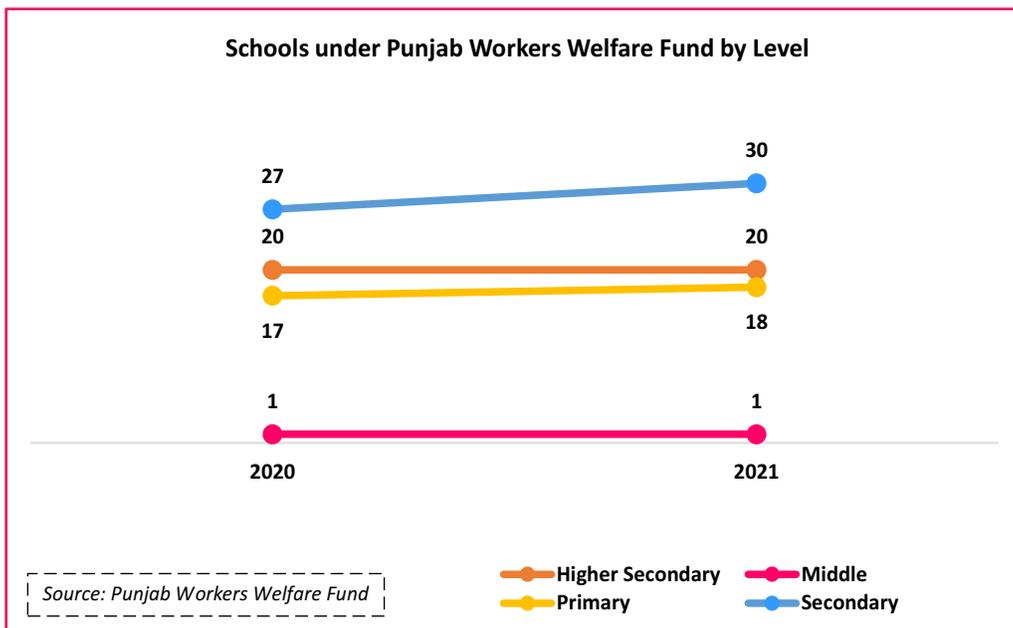


Figure 5.50

Schools under Punjab Workers Welfare Fund are located in 20 out of 36 districts of Punjab of which only Lahore and Sheikhupura have co-education schools as well. The remaining 18 districts only have segregated schools. The overall highest number of these schools were operating in Gujranwala (9) and the lowest in Layyah where only 1 boys' school was operational in 2021.

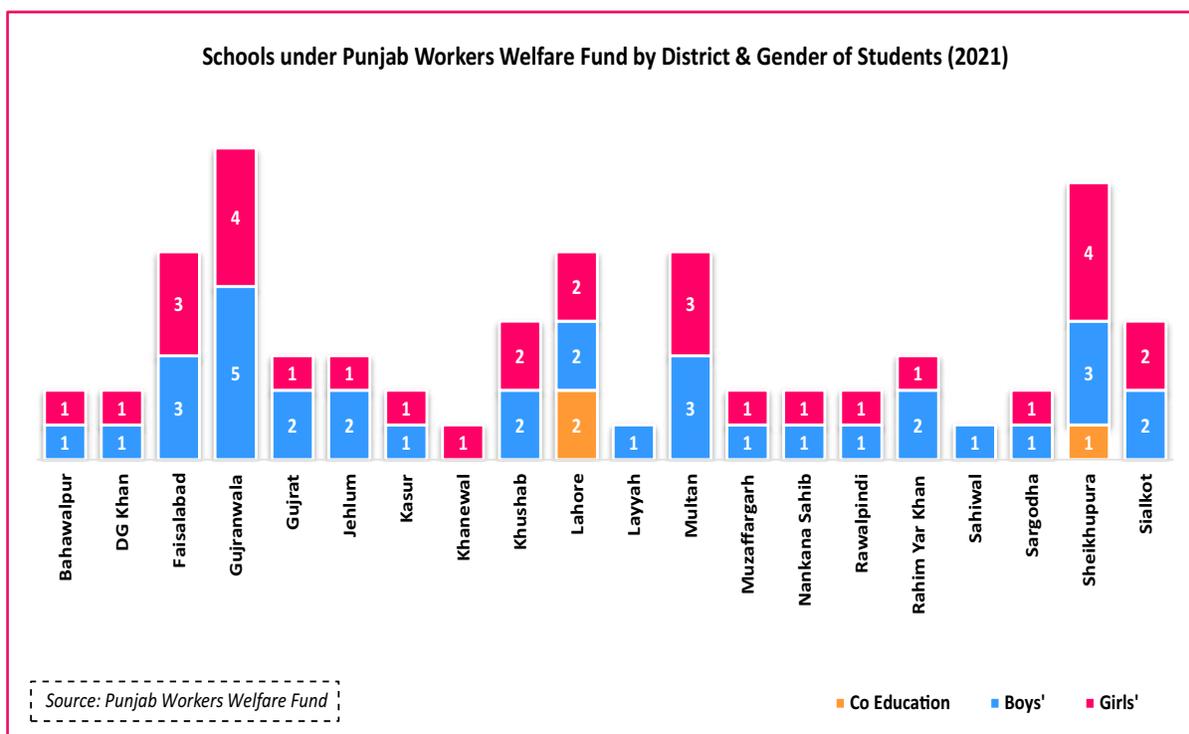


Figure 5.51

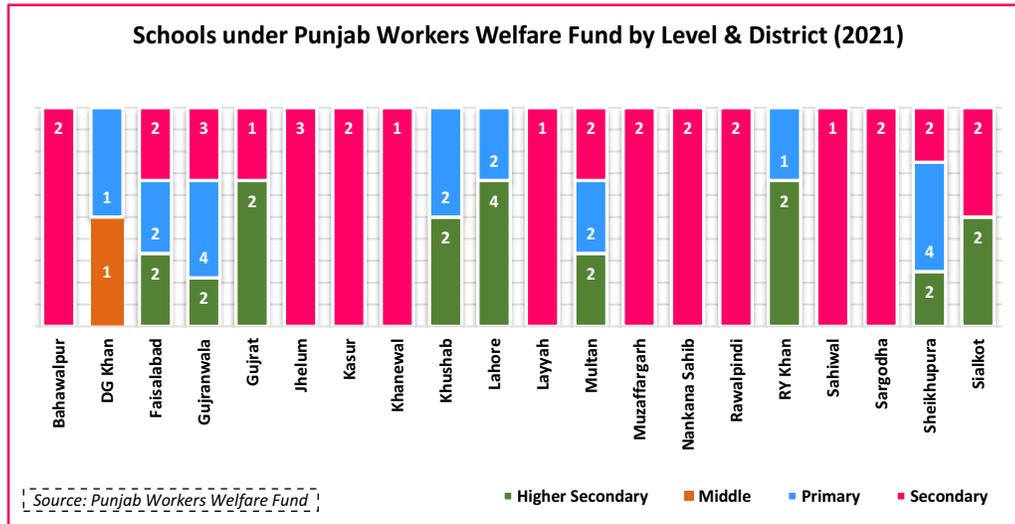


Figure 5.52

Enrolment in Punjab Workers Welfare Board Schools

Enrolment for both boys and girls increased in 2021 as compared to 2020. The figures for boys' enrolment increased by 6.5 percent while that for girls increased by 7.6 percent. Figure 5.53 depicts these statistics.

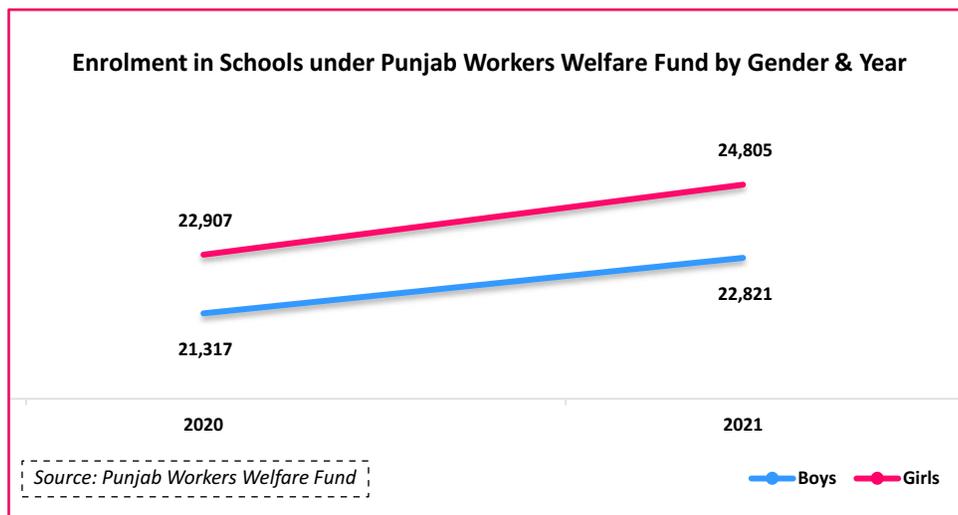


Figure 5.53

5.3.1.9 Punjab Daanish Schools & Centres of Excellence (COE)

The Punjab Daanish Schools and Centres of Excellence Authority came into effect through its Act enforced in 2010. The Authority primarily oversees its Daanish Schools that run on a boarding modality as well as the Centres of Excellence which are day schools.²²⁶

The process of induction into Daanish schools is based on considering both, merit and financial need of the student; the administrative and infrastructural quality of the schools are taken care of by the Government of Punjab.

226 (Punjab Daanish Schools & Centres of Excellence Authority, n.d.)

In 2021, there were 16 higher secondary Daanish schools operational in rural areas of eight districts; there were 1 school each for girls and boys.

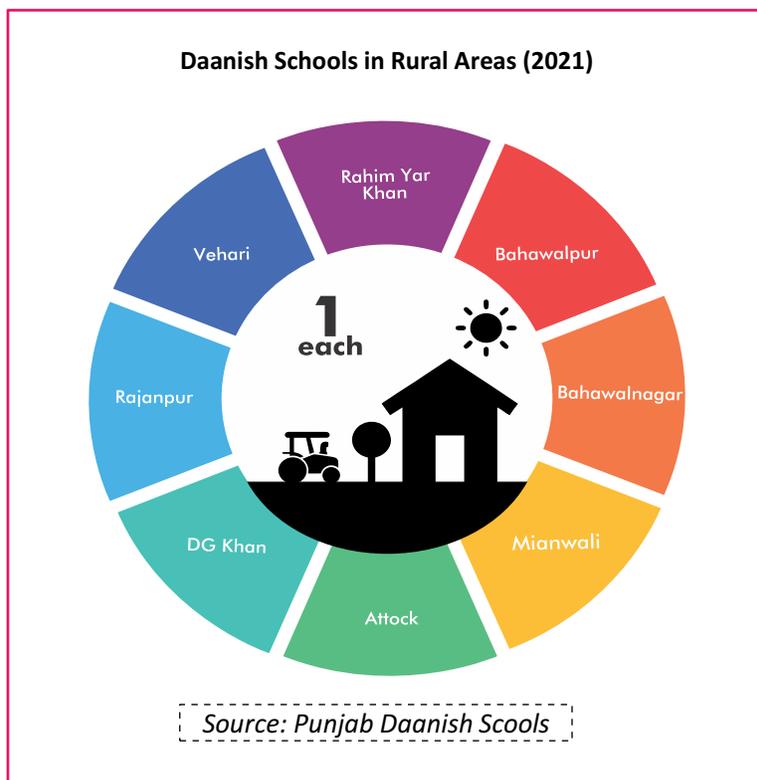


Figure 5.54

A total of 11 Centres of Excellence were operational across Punjab in 2021. Figure 5.55 illustrates the details of COEs by district and educational level. All but 1 of the 11 schools was higher secondary in nature and was located in Sialkot; the other 10 were secondary schools.

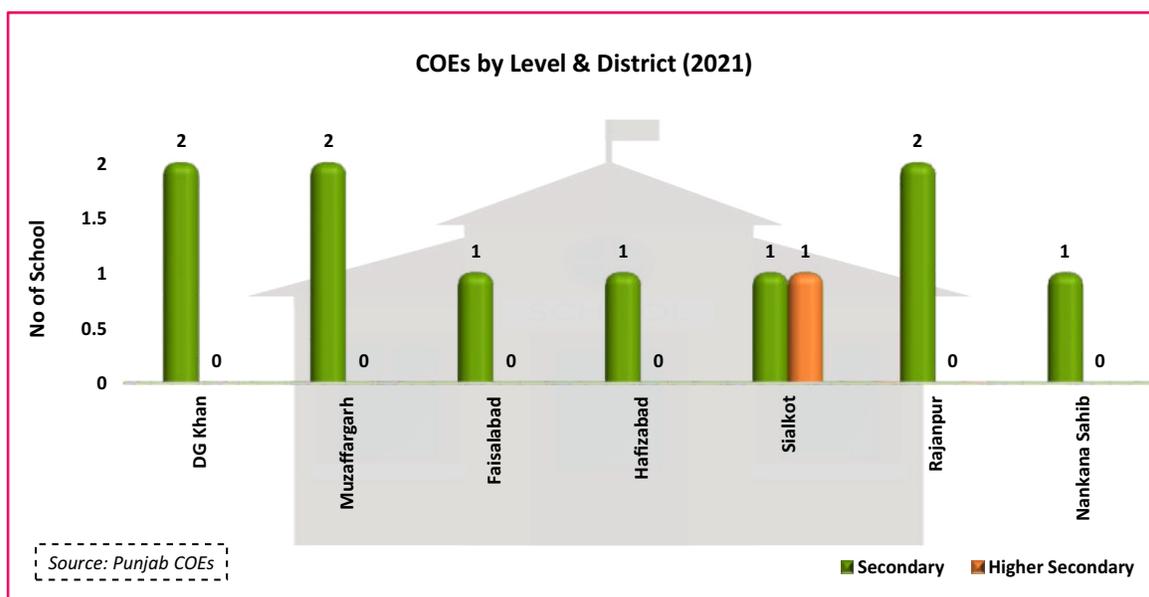


Figure 5.55

Enrolment in Punjab Daanish Schools

Data for enrolment in Punjab Daanish Schools was not available.

Enrolment in COEs

Administrative data was provided by the relevant Authority for enrolment in COEs located in 5 districts of Punjab including Sialkot, Rajanpur, Muzaffargarh, DG Khan and Hafizabad.

19,374 students were admitted through the academic year 2020-21 of which 13,451 (69.4%) were boys and 5,923 (30.6%) were girls.

5.3.1.10 Public Higher Education Institutes in Punjab

Data for public higher education institutes in this section is sourced from the Higher Education Department (HED) of Punjab.²²⁷ It is a ministerial department responsible for aligning the learning and development goals of the higher knowledge economy of Punjab. HED also oversees the human resource, logistics and quality among higher education institutes.

796 public higher education institutes were operational in Punjab in 2021. Of these, 8.3 percent (66) were co-education, 38.1 percent (303) for men and 53.6 percent (427) were for women. It is noteworthy that higher education institutes for women were greater than co-education and institutes for men, at both the associate and graduate levels ensuring equitable access for the gender minority.

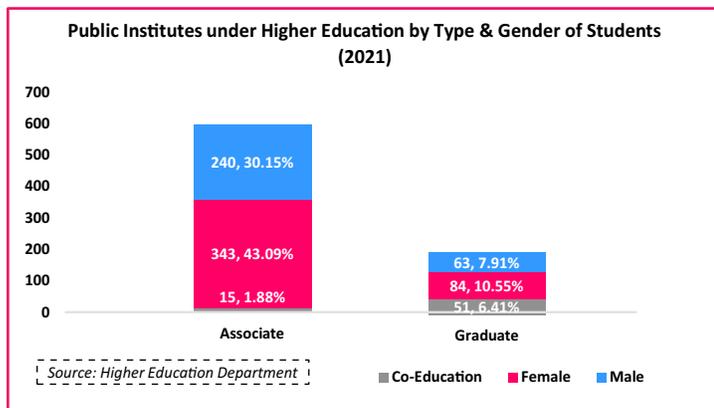


Figure 5.56

A district-wise analysis (Figure 5.57) reveals that Kasur had the highest number (10 out of 15) of women-only institutes as a proportion of all higher education institutes in the district; institutes for women amounted to 67 percent of all institutes. Conversely, Attock had the lowest number where only 6 of 18 institutes were women-only making up 33 percent of all higher education institutes in the district.

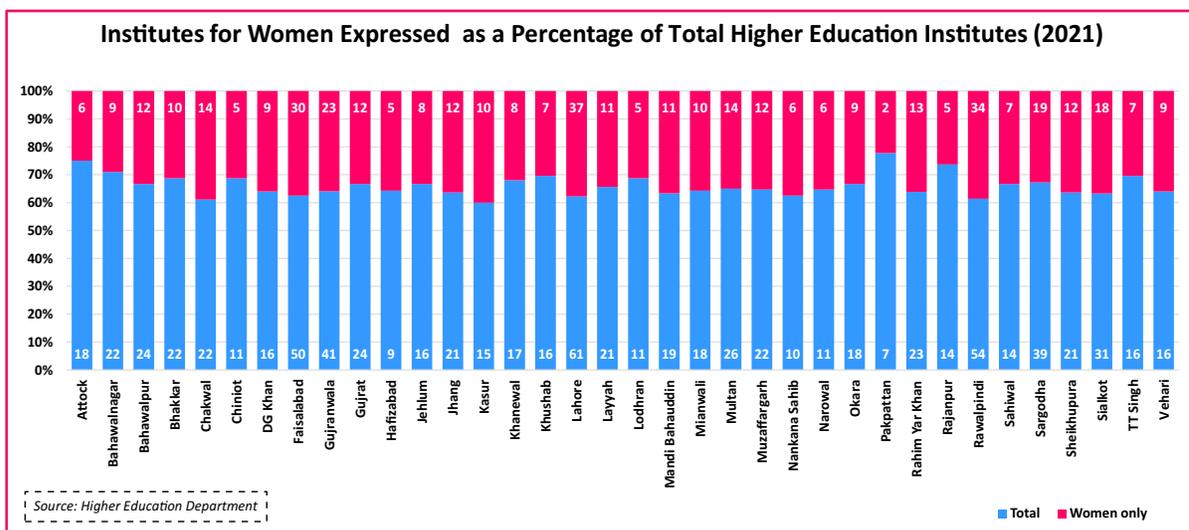


Figure 5.57

227 (Higher Education Department Government of the Punjab, n.d.)

Enrolment in Higher Education Institutes

Data for enrolment in public higher education institutes in Punjab was available disaggregated by divisions. In 2021, 969,890 students enrolled in these institutes of which 43.6 percent (423,216) were men and 56.4 percent (546,674) were women.

The Lahore division posted the highest number of enrolments with a total of 195,772 students, of which 44 percent (86,539) were men and 56 percent (109,233) were women. Contrarily, Sahiwal division had the lowest enrolment with only 47,631 students of which 52 percent (24,826) were men and 48 percent (22,805) were women.

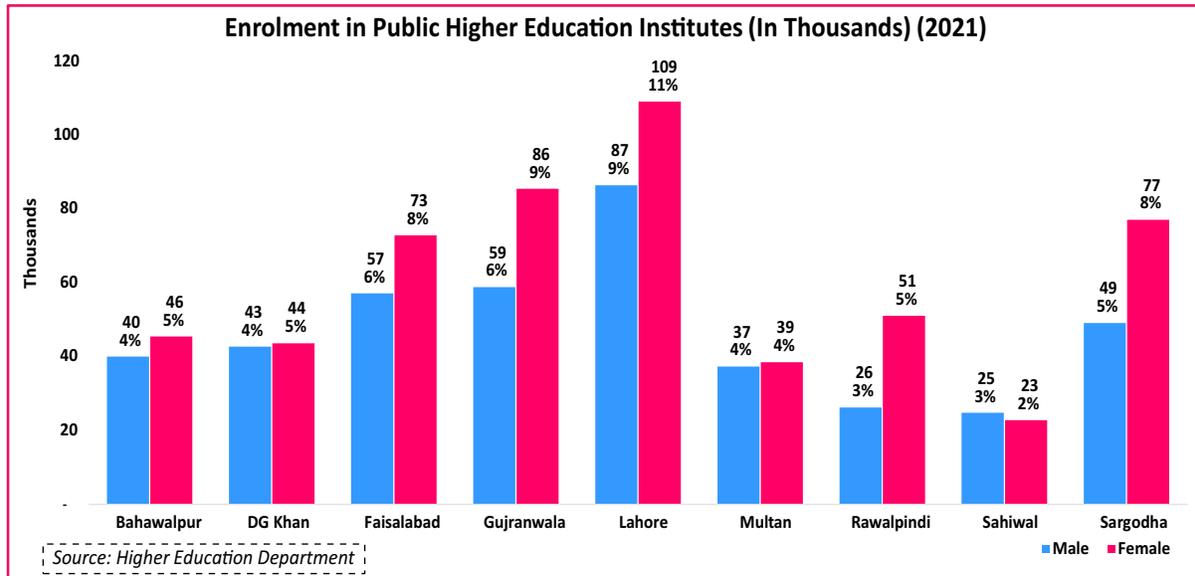


Figure 5.58

5.3.2 Basic Facilities in Schools

Provision of and investment in quality school infrastructure that is sensitive to the needs of learners and teachers alike, have been found to have a strong association with improved learning outcomes; studies have shown that students' performance is enhanced in schools with better physical learning environments.²²⁸

SDG Target 4.a.

Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive, and effective learning environments for all.

Citing infrastructure as a critically lacking component, the School Education Department, Punjab has outlined specific objectives and action items in the Punjab Education Sector Plan (PESP) 2019-20 to 2023-24²²⁹ to meet this challenge. Figure 5.59 highlights this plan.

228 (Barrett, Treves, Shmis, & Ambasz, 2019)

229 (School Education Department, Government of Punjab, 2020)

Functional and Adequate School Facilities

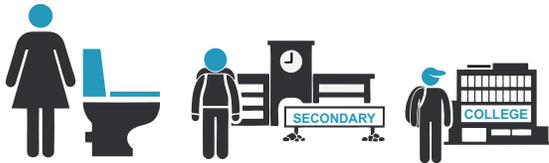
SPECIFIC OBJECTIVE

Ensure provision of functional and adequate basic school facilities; including disability-friendly infrastructure in all schools



Female-Friendly Washrooms

especially at post primary levels



Recreational Spaces for Children

to exercise and play



Source: Punjab Education Sector Plan 2019-20 to 2023-24

Figure 5.59

This section assesses the infrastructural quality of the public education system in Punjab by analysing availability of crucial facilities including boundary walls, main gates, electricity, toilets, sewerage, building and drinking water.

Missing Facilities in Formal Schools in Punjab (2021)*						
Missing Facilities	Gender	H.Sec.	High	Middle	Primary	Total
Without BoundaryWall	Female		19	13	129	161
	Male	1	55	49	528	633
Without Building	Female		2		19	21
	Male		1		104	105
Without Drinking Water	Female		3	2	55	60
	Male	1	8	5	50	64
Without Electricity	Female		3	12	113	128
	Male		5	6	189	200
Without MainGate	Female	1	12	8	100	121
	Male	2	13	24	451	490
Without Sewerage	Female	16	266	260	1307	1849
	Male	45	731	478	2627	3881
Without Toilet Facility	Female		1	1	24	26
	Male		2	2	69	73

5.4 Educational Initiatives

5.4.1 Insaaf Afternoon School Program (IASP)

The *Insaaf* Afternoon School Program was launched to address learning and infrastructural gaps in education by allowing the primary and middle school premises to become instructional facilities for higher-grade students, especially those with obstructive access to education.²³⁰

A total of 7,008 *Insaaf* schools were operating across 36 districts in 2021 of which, 2,907 (41.5 percent) were boys' schools and 4,101 (58.5 percent) were girls' schools. The highest number of girls' schools, were operational in Sargodha while only 1 girls' *Insaaf* school was operational in Rajanpur in 2021. A detailed district-wise picture of *Insaaf* schools in Punjab in 2021 is illustrated in Figure 5.60.

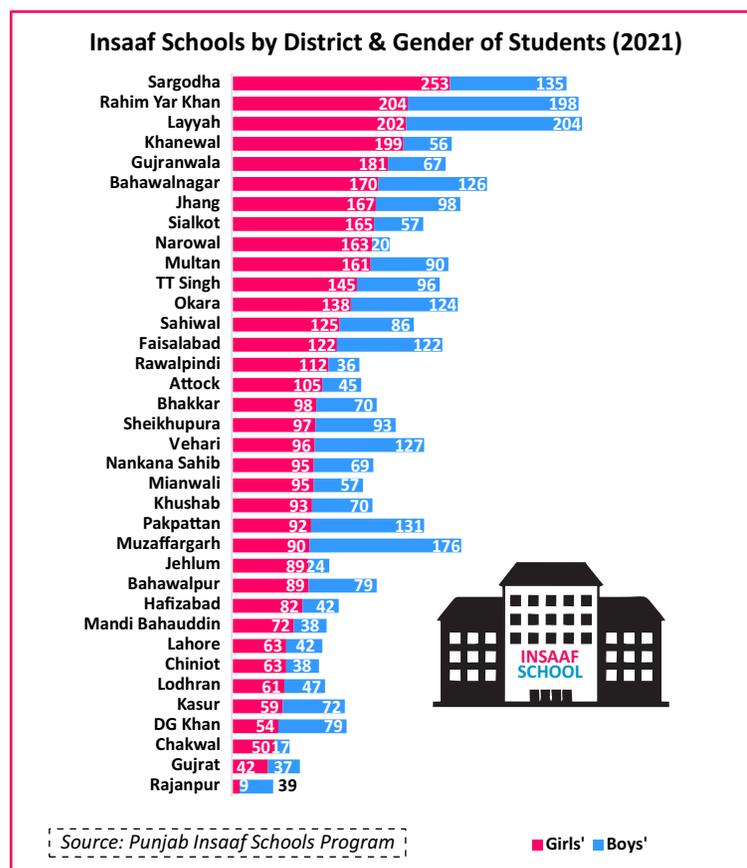


Figure 5.60

The number of teachers in IASP schools declined by 2.6 percent from 366,671 in 2020 to 357,088 in 2021. The number of male teachers declined by 2.8 percent from 163,216 in 2020 to 158,571 in 2021 while that of female teachers declined by 2.4 percent from 203,455 in 2020 to 198,517 in 2021. Overall, in 2021, 57 percent of all teaching staff was female while 43 percent was male.

Figure 5.61 illustrates these statistics.

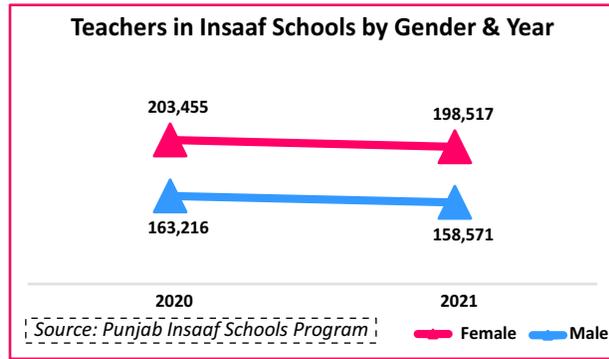


Figure 5.61

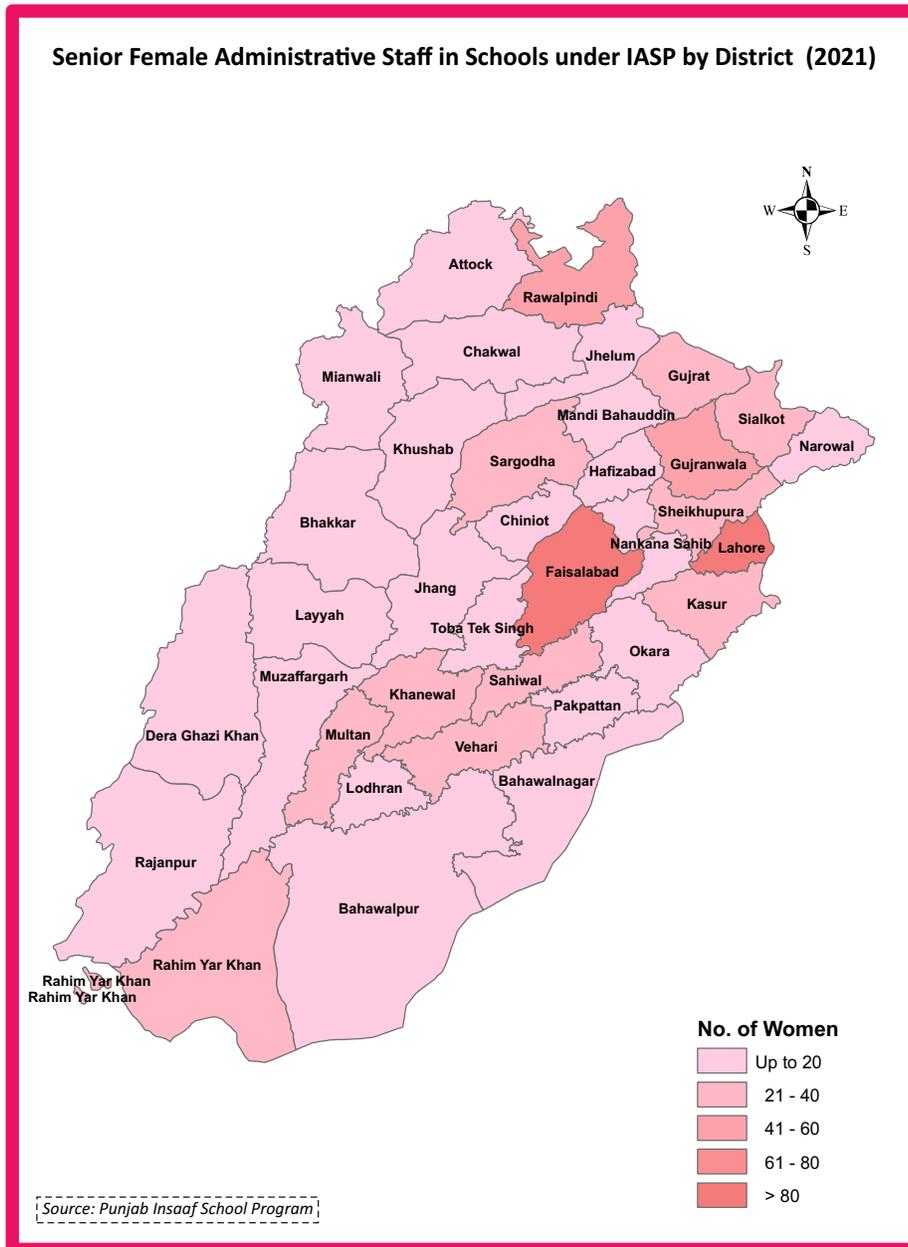


Figure 5.62

5.5 Quality

The conception of quality in education has evolved to consider the relevance of imparting of knowledge to the intended outcomes. Ensuring access without attention to quality is evidenced to not produce the desired results considering cases where learners do not take advantage of school facilities despite their availability or where they choose to drop out entirely.²³¹

This section examines qualitative aspects of education, such as availability and qualification of teachers and the Pupil-Teacher Ratio (PTR), in Punjab.

5.5.1 Teacher Availability

The recent surge in Education For All (EFA) programs across developing countries has brought factors affecting student achievement to the core of policy analysis.²³² Among myriad factors, the availability of sufficient and quality teaching staff is considered a decisive aspect of classroom learning. This is especially so due to its impact on class sizes which affect both effectiveness of teaching as well as student achievement.²³³

This section presents a gendered analysis of teaching staff available in schools across Punjab.

5.5.1.1 Formal Schools

In 2021, 357,088 teachers were available in formal schools in Punjab. Of these, 198,517 (55.6%) were female and 158,571 (44.4%) were male. Faisalabad posted the highest number of female teachers (12,323) who made up 57.8 percent of all teachers employed in the district. On the other hand, Chiniot recorded the lowest number of female teachers (2,094) where they made up 48.2 percent of all teachers employed.

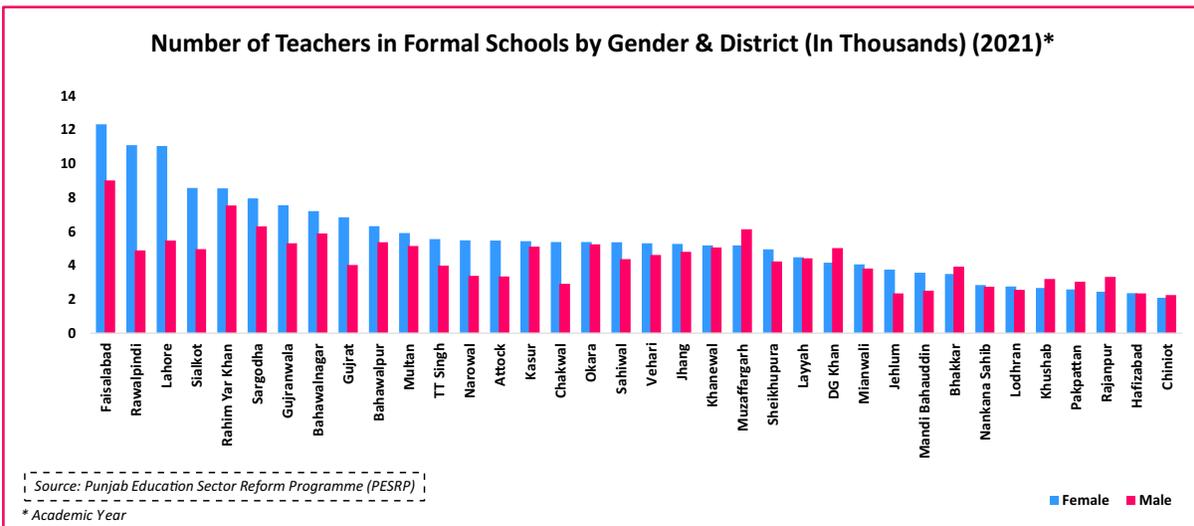


Figure 5.63

5.5.1.2 PEF Schools

The teaching staff at PEF schools increased by 2 percent from 97,889 in 2020 to 100,270 in 2021. In 2021, 26,954 men were employed as teachers at PEF schools marking a 6 percent decrease from the year before in which 28,619 men were employed. On the other hand, the number of female teachers increased by 6 percent from 69,270 in 2020 to 73,316 in 2021.

231 (UNESCO IBE, 2014)
232 (Munene & Ruto, 2015)
233 (Koc & Çelik, 2015)

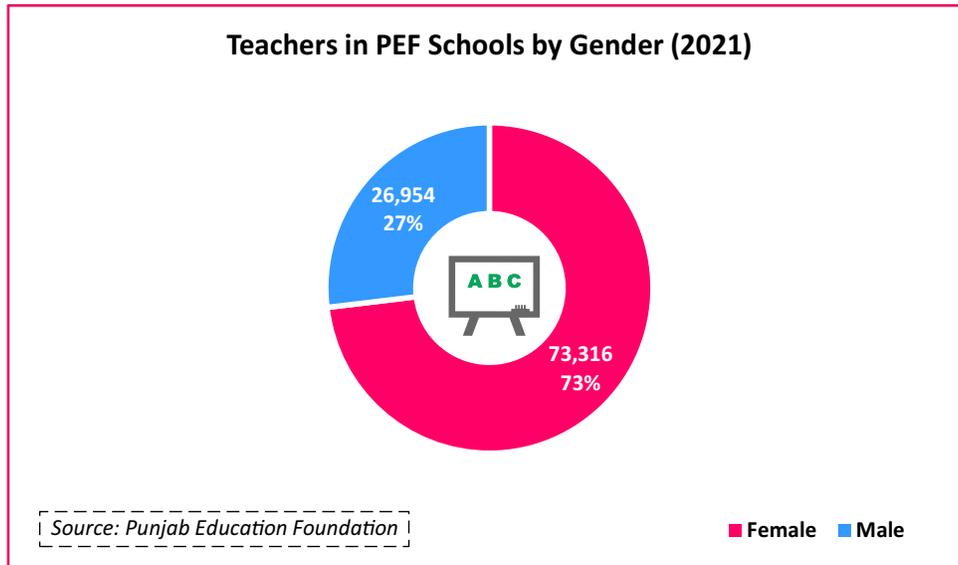


Figure 5.64

Figure 5.65 illustrates a detailed analysis of the difference in teaching staff employed at PEF schools in 2020 and 2021 disaggregated by the type of PEF institute.

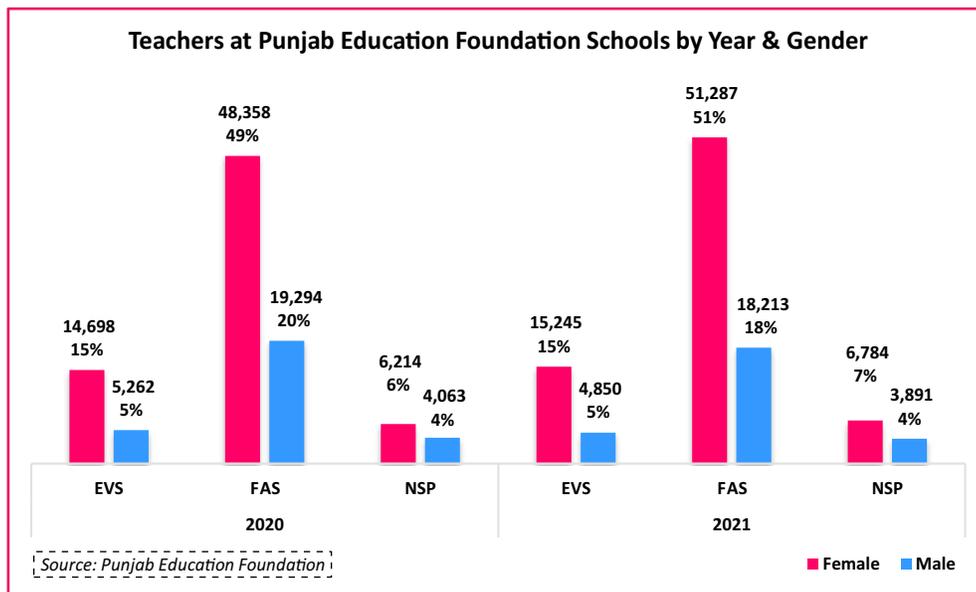


Figure 5.65

In terms of districts, Muzaffargarh had the highest number of female teachers where 7,943 out of 13,590 teachers were women. Hafizabad had the lowest number of female teaching staff among all 36 districts with 58 out of 71 teachers being women. A gender parity analysis of teaching staff reveals that the overwhelming majority of teachers in roughly every district is female teachers with some districts like Chakwal (8%) and Jhelum (4%) reporting statistics for male teaching staff as low as less than 10 percent of all staff.

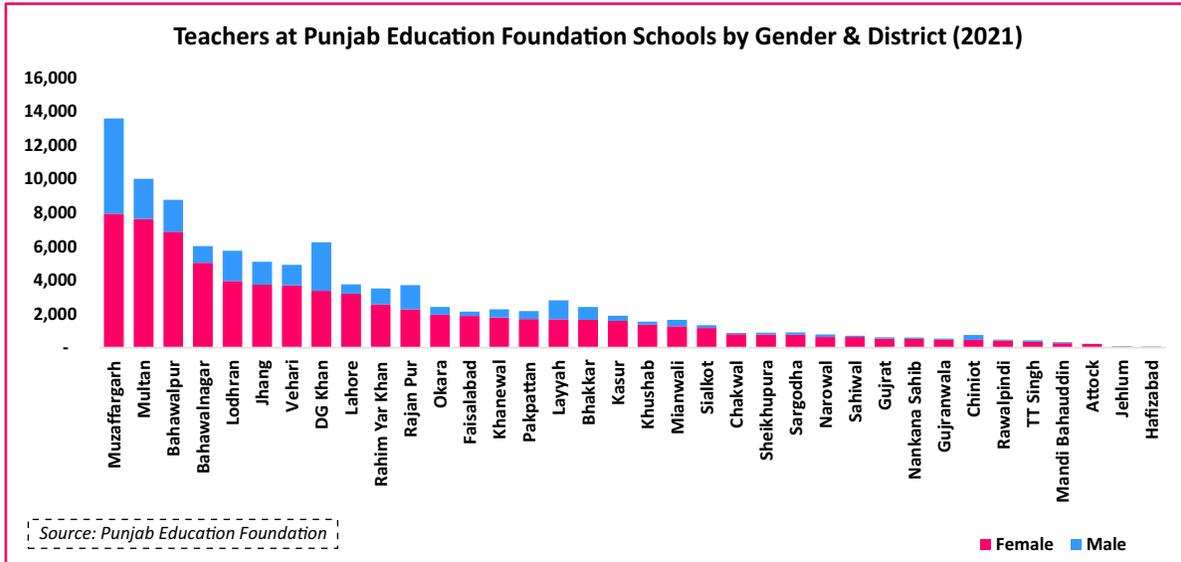


Figure 5.66

5.5.1.3 Non-Formal Basic Education Institutes

The teaching staff in non-formal institutes in the province increased marginally by 1.7 percent from 12,198 in 2020 to 13,434 in 2021. Of all teaching staff in 2021, 83 percent (11,194) was female and 17 percent (2,240) was male.

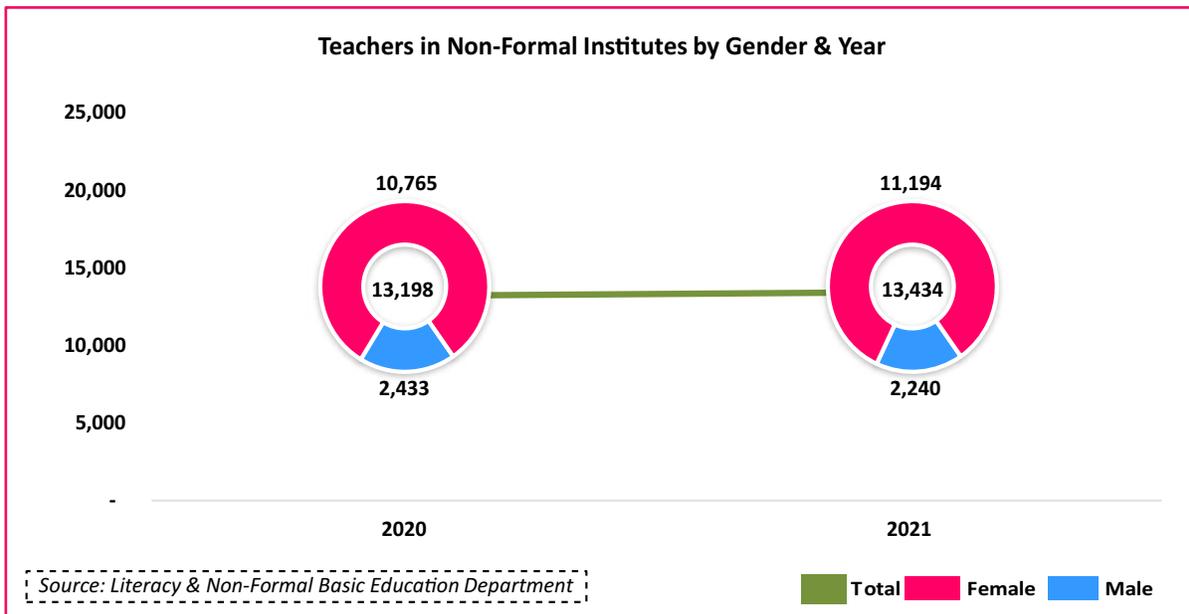


Figure 5.67

The highest number of female teachers was present in Khanewal where 91 percent of the staff (397 out of 435) was female whereas in Chiniot, 237 female teachers were part of the staff making it the lowest ranking among all districts. However, in each district, the overwhelming majority of the teaching staff was reported to be female. Figure 5.68 illustrates a detailed district-wise picture of teaching staff in Non-Formal Educational Institutes (NFEIs).

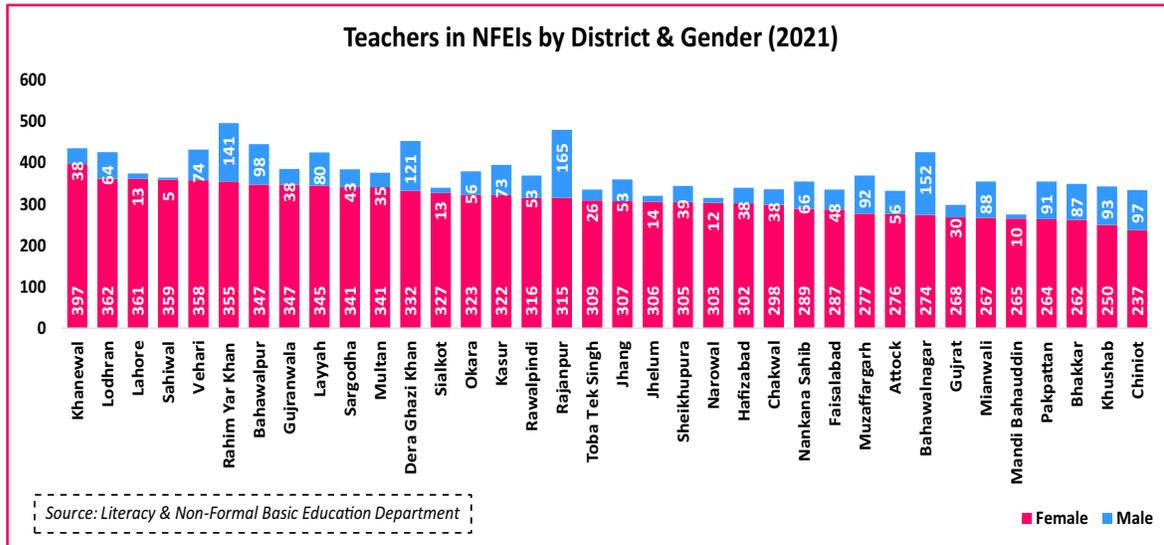


Figure 5.68

5.5.1.4 TEVTA Institutes

In 2021, a total of 4,136 teachers were part of the TEVTA institutes' staff. Of these, 75 percent (3,102) were men and 25 percent (1,034) were women. The highest number of female teachers was present in Lahore (193) while no female teaching staff was present in Pakpattan. In terms of GPI, perfect parity among teaching staff was observed in only 2 out of 36 districts namely, Narowal and Chiniot.

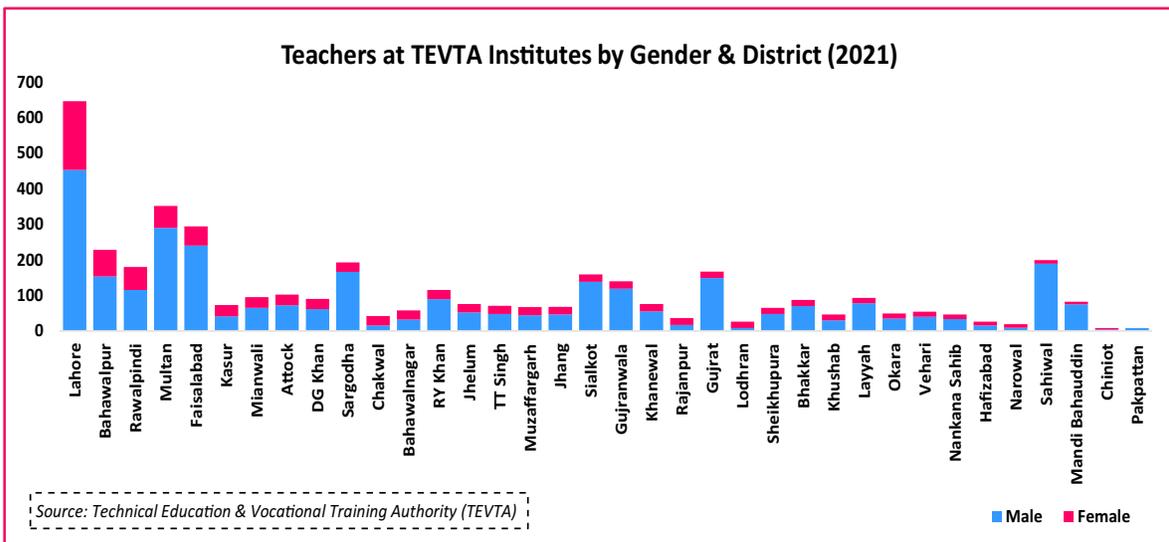


Figure 5.69

5.5.1.5 PVTC Institutes

There were a total of 1,298 teachers in PVTC institutes in Punjab in 2021 as opposed to 1,332 in 2020. The numbers for both male and female teachers witnessed a decline between 2020 and 2021. Figure 5.70 highlights these statistics.

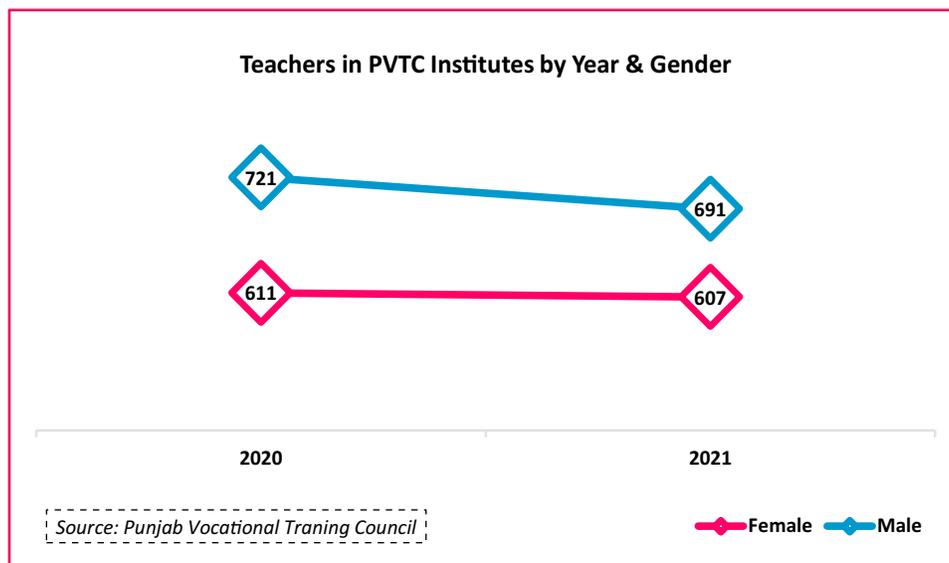


Figure 5.70

In terms of a district-wise analysis, Lahore had the highest number of female teachers (53) making up 43 percent of all staff in the district. Mandi Bahauddin, Attock, Sheikhpura, Rahim Yar Khan and Hafizabad exhibited perfect gender parity in teaching staff. Jhelum reported the lowest number of female teachers where 5 out of 12 staff members were women. Figure 5.71 provides a complete district-wise picture.

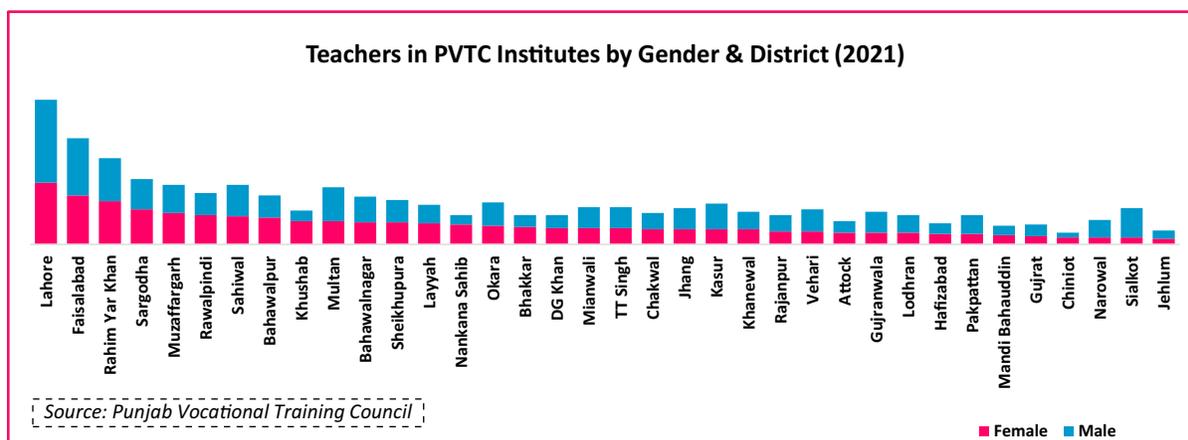


Figure 5.71

5.5.1.6 Special Education Institutes

A total of 3,232 teachers were teaching at Special Education institutes across the province in 2021. Of these, 946 were men and 2,286 were women. Overall, the number of teachers increased by 4.6 percent from 3,088 in 2020; the number of female teaching staff increased by 3.2 percent. Figure 5.72 illustrates these statistics.

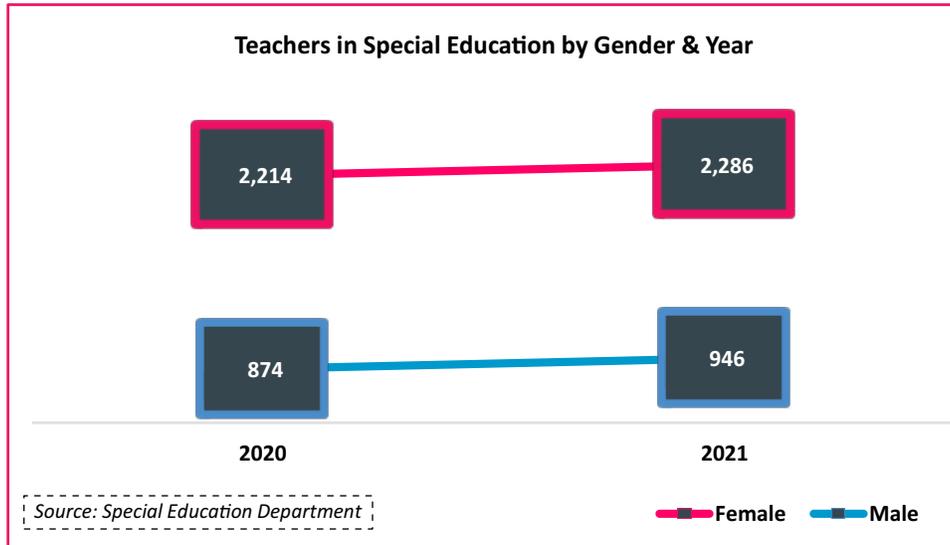


Figure 5.72

53 percent of the staff in 2021 was employed at the 4-Disabilities Centres and a mere 0.2 percent in vocational training. Figure 5.73 illustrates the details of the teaching staff available at different types of special education institutes.

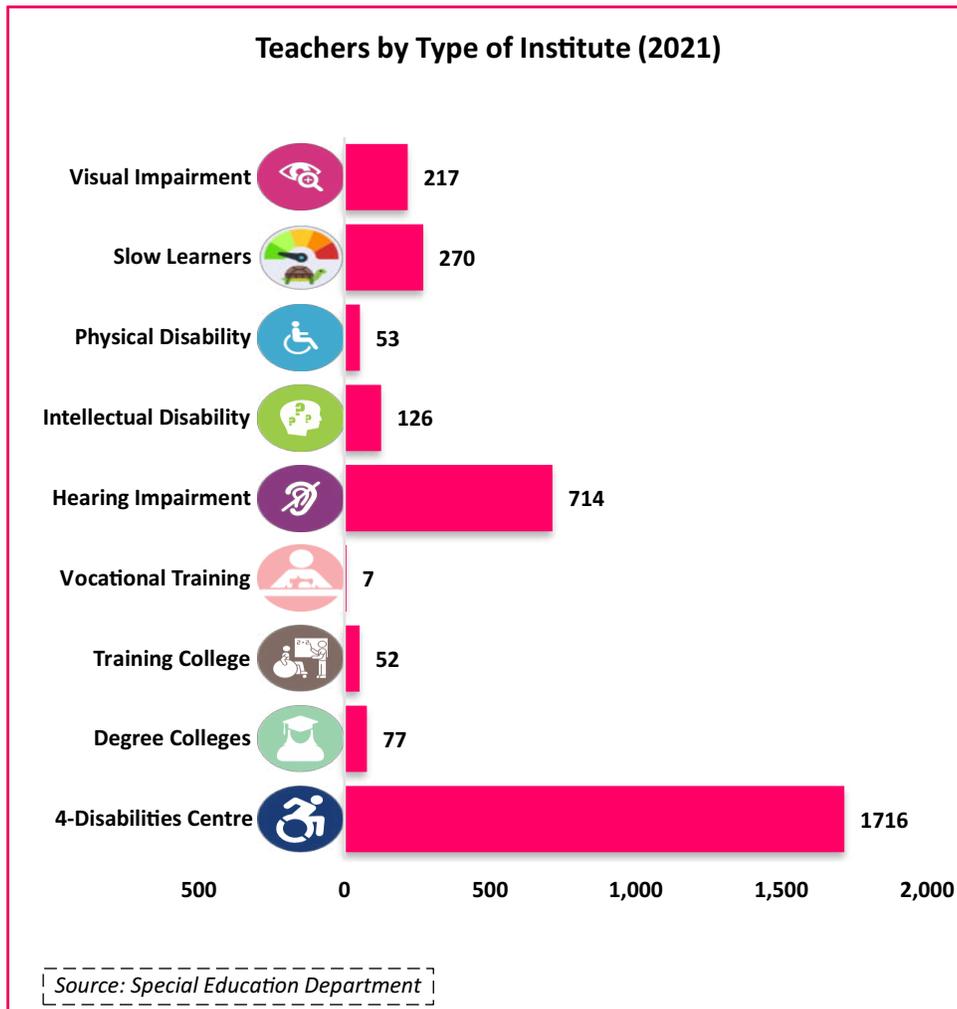


Figure 5.73

It is worth noting that in 2021, more female teachers than male ones ranked in Grades 18 and 19; a sharp decline in the number of male faculty in these grades was observed (Figure 5.74).

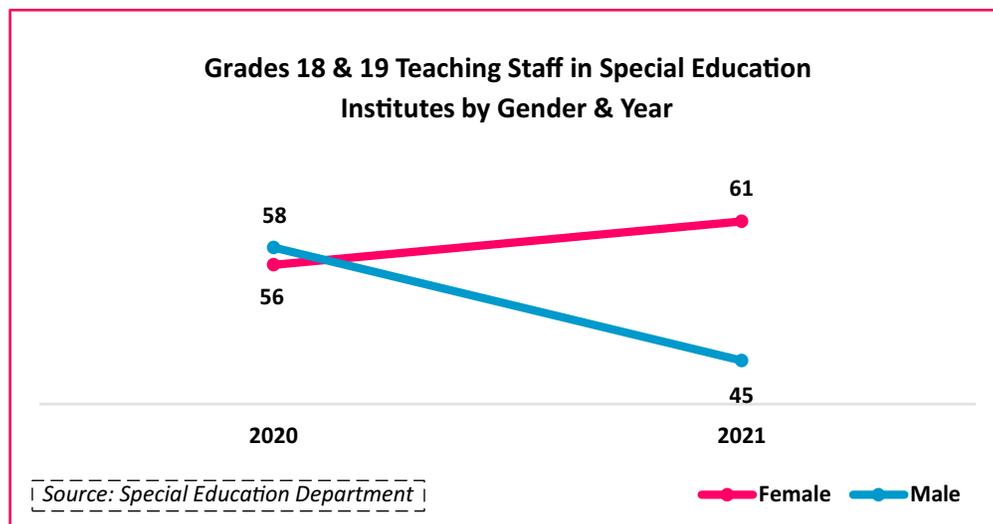


Figure 5.74

5.5.1.7 Punjab Daanish Schools & COEs

In 2021, 494 teachers were present across 16 Daanish schools in 8 districts of Punjab. Of these, 47 percent (234) were men and 53 percent (260) were women (Figure 5.75).

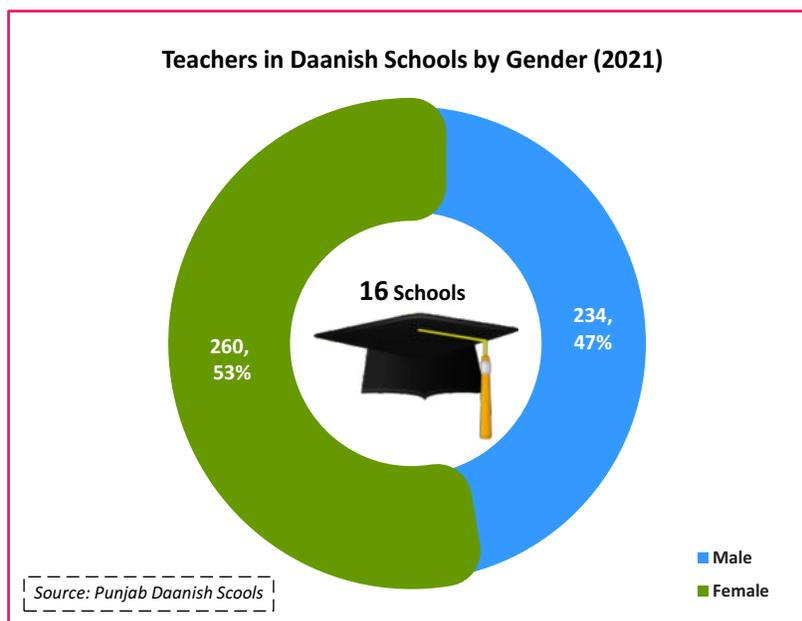


Figure 5.75

Of 548 teachers in 11 COEs in 2021, 247 were men and 301 were women (Figure 5.76). Most teachers were employed at the middle school level and the least at the higher secondary level.

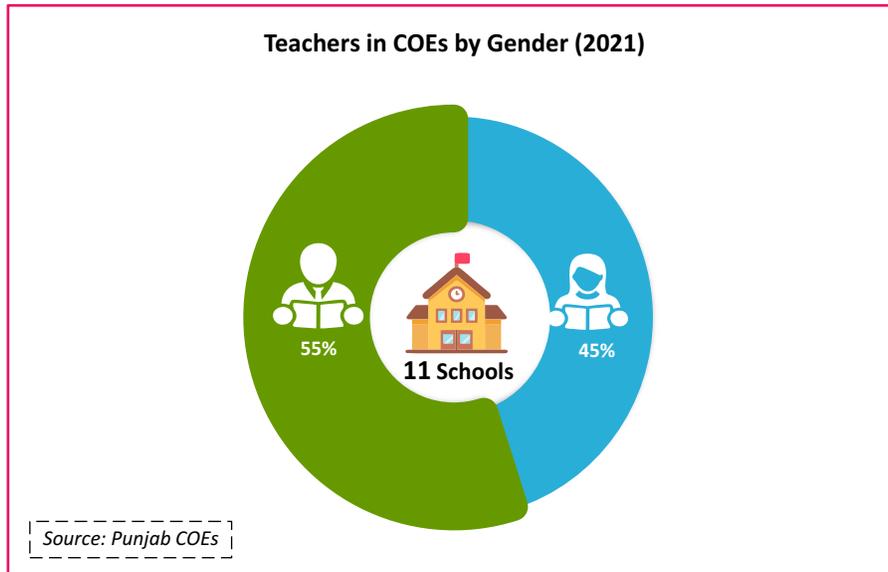


Figure 5.76

5.5.1.8 Schools under NCHD

In 2021, of 1,935 teachers in schools under NCHD, 796 (41%) were men and 1,139 (59%) were women. No change was observed in the number of teachers between 2020 and 2021.

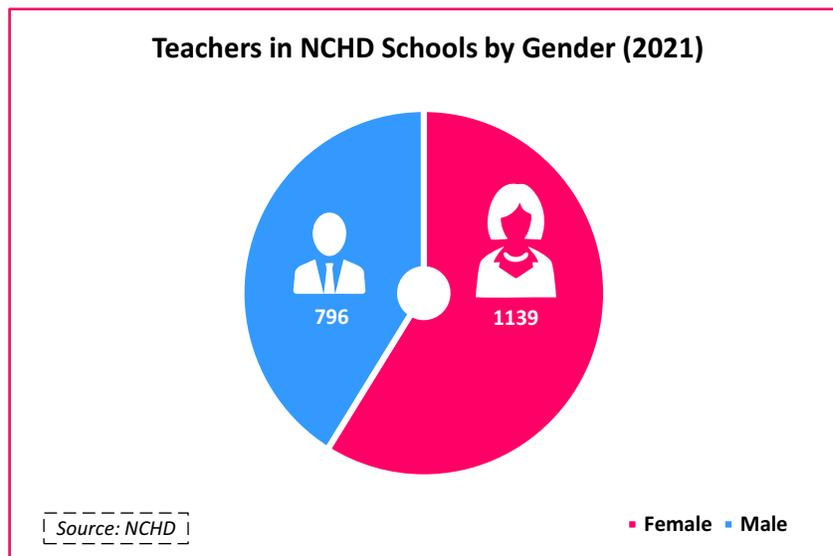


Figure 5.77

5.5.1.9 Public Higher Education Institutes in Punjab

In 2021, there were 16,616 teachers in public higher education institutes across Punjab. Of these, 8,390 were men and 8,226 were women. Bahawalpur and Chakwal exhibited perfect gender parity in teaching staff while Jhang and Bhakkar exhibited the largest gender gap in teaching staff with GPIs of 0.362 and 0.355 respectively.

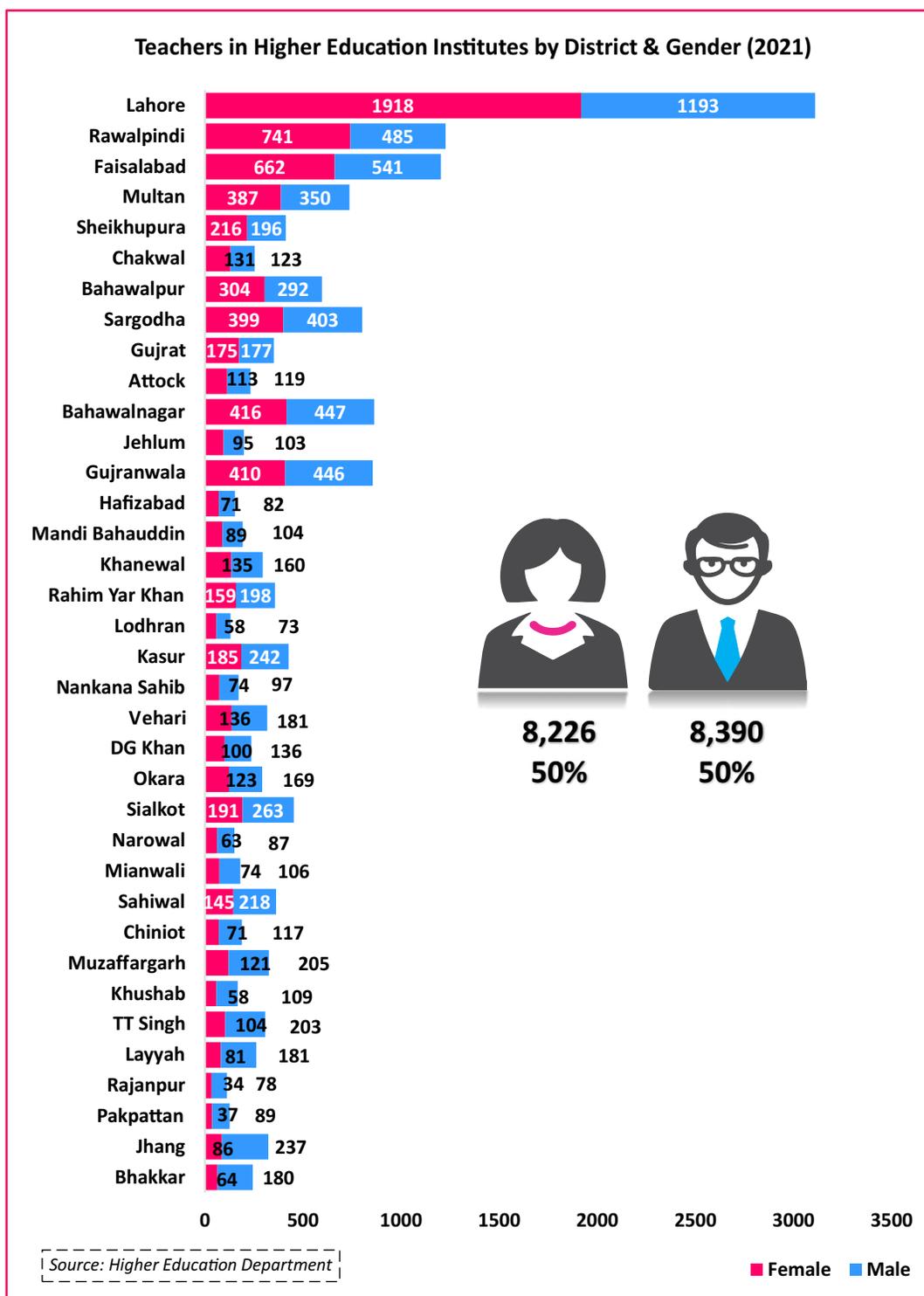


Figure 5.78

5.5.1.10 Punjab Workers Welfare Fund Schools

In 2021, there were 1,558 teachers in schools under the PWWF. Of these, 508 were men and 1,050 were women. The highest number of female teachers was reported in Lahore (174) and the lowest in Sahiwal where only 4 female teachers were members of the staff.

5.5.2 Pupil-Teacher Ratio (PTR)

The PTR is a comparison of the number of students to the number of teachers at a given educational level.²³⁴ Studies²³⁵ suggest that lower PTRs are beneficial as students are able to get individual attention from teachers particularly reducing student achievement gap. While this is especially advisable for LMICs²³⁶, reducing the PTR must be at a practicable pace to ensure teaching quality is not compromised.

In 2021, the PTR in formal schools in Punjab was 33.5 while the PTR for girls was 30 students per teacher and that for boys was 37 per teacher. Lahore and Chiniot posted the highest overall PTRs at 43 students per teacher. The district wise PTRs are illustrated in Figure 5.79.

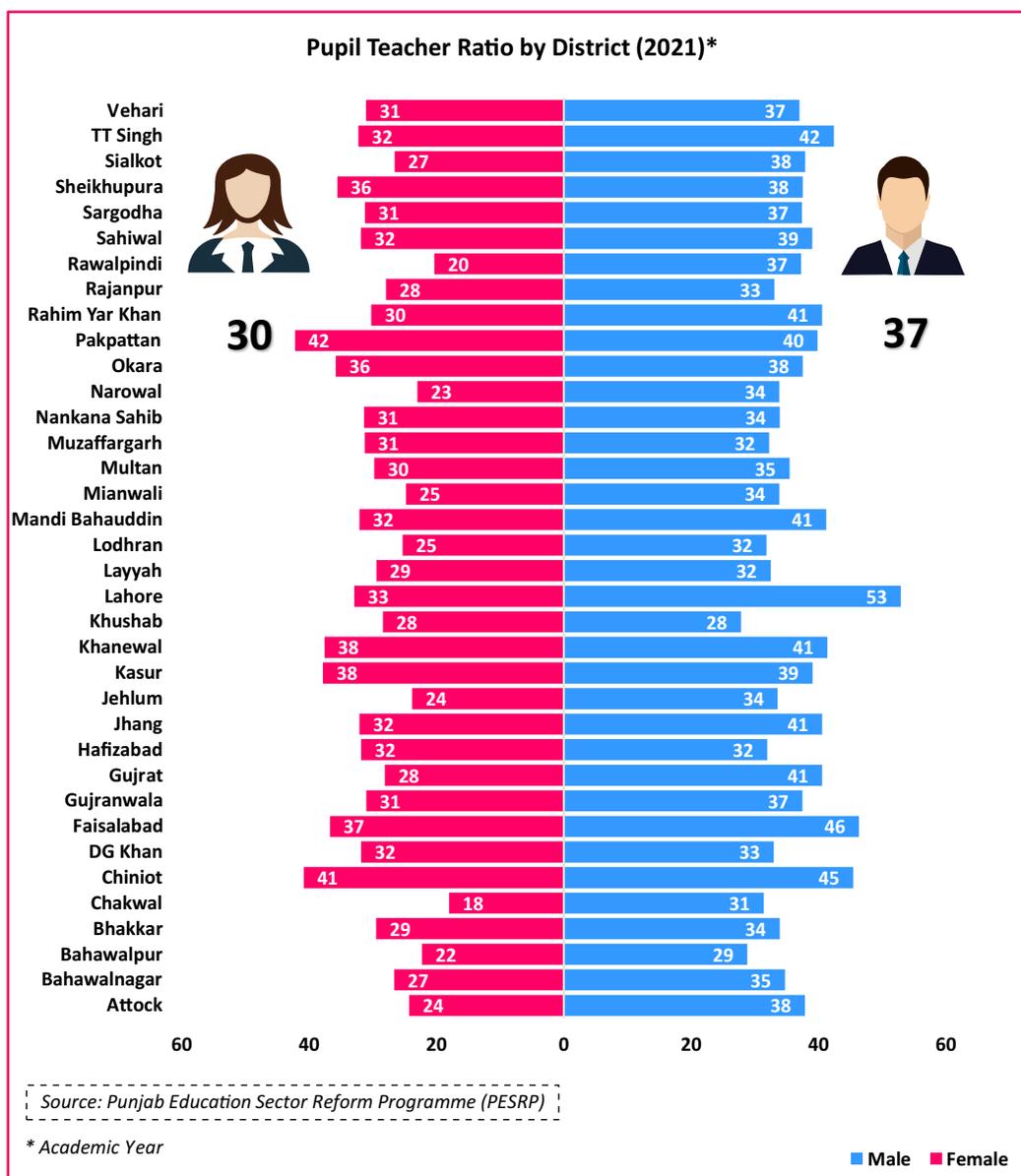


Figure 5.79

5.6 Conclusion

As a universal human right, access to quality education remains a priority area but also a leading challenge for developing economies around the world. Pakistan's own experience with its hybrid education system has

234 (Ajani & Akinyele, 2014)

235 Ibid

236 (UNICEF, 2019)

revealed potholes that demand immediate and sustainable coverage to ensure healthy and productive lives for its citizens, especially girls. Heartening strides have emerged in terms of increasing girls' enrolment rates and social protection academic initiatives however, inconsistencies remain in terms of ensuring survival through the system, access to WASH and other facilities and expanding special education services. With increased activism for higher budgetary priority for education as well as a commitment to revamp the outcomes of the existing educational system in Punjab, it is likely that innovative solutions will help combat impediments to safe and equal access to education in the province.

5.7 Recommendations

5.7.1 Policy

Synthesize education systems

- Streamline parallel education systems to ensure the pursuit of common goals through integrated strategies.
- Integrate mechanisms and encourage collaboration among government departments working in the education sector, including PEIMA, PESRP, PED and SED.

Budget Allocation

- Review allocation of education budget with gender lens, and ensure educational spending is 4 percent of the GDP.

Increase Enrolment And Reduce Dropout Of Girls

- Take all necessary measures to increase enrolment and reduce dropout of girls, especially at the secondary level by inter alia formulating re-entry policies for young women to return to schools after marriage and pregnancy.

5.7.2 Procedural

Interventions for OOSC

- Weekend and afternoon school programs must be instituted targeting districts posting high rates of OOSC.

Provision of female-friendly and accessibility services

- Establish safe transportation programs for all students particularly girls to ensure adequate enrolment and retention at all levels of education.
- Ensure implementation of SED Minimum Standards framework across all schools to realise a disability-friendly and women-friendly environment.
- Expand coverage of Special Education Institutes for females across all districts of Punjab to ensure safe and equitable access for children with special needs and learning difficulties.

Improve Pupil-Teacher Ratio

- Hire more male and female teachers to improve pupil-teacher ratios and enhance learning experience of students. This measure will ultimately decrease dropouts.





**ECONOMIC
PARTICIPATION &
OPPORTUNITIES**

KEY FINDINGS

-  In 2020-21, the male LFPR for Punjab, in comparison to 2018-19, increased from 71.9% to 72.2%, the female LFPR decreased from 28.1% to 27.8%. Rural female LFPR, at 33.6% was considerably higher than the urban female LFPR at 15.4%.
-  Of the total 28.41 million employed men, 17.9 million worked in rural areas as compared with 10.5 million in urban areas. Of the 10.66 million employed women, 8.93 million were recorded in rural areas as opposed to 1.74 million in urban areas.
-  20.42% of men and 18.54% of women were employed in the agriculture sector. The non-agriculture sector employed 52.29% of men as compared to 8.75% of women.
-  Male employed population received an average of Rs. 24,043 and females received an average of Rs. 20,047 in 2020-21. The average monthly wage of women was 16.6% less than their male counterparts which was lesser than the national average wage gap of 18.4%.
-  Of the total 2.83 million unemployed persons in Punjab, 1.85 million were men whereas 0.98 million were women in 2020-21.
-  In 2021, there were 613,301 (70.7%) male participants and 253,934 (29.7%) female participants who completed the training under Digiskills, Tech Innovation, and Incubation programmes led by the Ministry of IT and Telecom.
-  In 2021, there were 17.7 million (69%) male land owners and 8.1 million (3%) female land owners in Punjab.
-  1,363,202 (98.3 %) men and 23,539 (1.7 %) women owned a vehicle in Punjab. While, in 2021, 152,734 (92.7 %) driving licenses were issued to men and 12,143 (7.4 %) to women.
-  The number of male-owned active, saving and loan accounts with the BOP was 1,217,486 (74.2%) and female-owned accounts was only 421,812 (25.7%) in 2021. While 8.22% of the total loan amount was issued to women.
-  In 2021, there were 5,234 (51 %) male-owned active accounts and 5,037 (49 %) female accounts with the FWBL. The share of female-owned loan accounts was very low, while, women's share in the value of loan issued was just 1%.
-  ZTBL issued loans to 248,137 (94.47%) men, 11,156 (4.25%) women and 3,358 (1.28%) joint borrowers in 2021. Loans of Rs. 55,008.34 million (94.6%) were issued to men, Rs. 2,769.79 million (4.8%) to women and Rs. 386.60 (0.7%) to joint borrowers.



The number of active borrowers with Pakistan Microfinance Network increased by 16% in 2021, however, women's share declined. Of the total borrowers, 4,412,560 (56.8%) were men and 3,348,932 (43.1%) were women.



In 2021, there were 46,669 (94%) male beneficiaries and 3,205 (6%) female beneficiaries of the Punjab Employees Social Security Institution. In the same year, PESSI disbursed Rs. 344.59 million (86%) to men and Rs. 56.55 million (14%) to women.



In 2021, there were 287,962 (50.4%) male and 283,073 (49.6%) female beneficiaries of Conditional Cash Transfers (CCTs) under Benazir Income Support Programme (BISP). Whereas, BISP disbursed Unconditional Cash Transfers (UCTs) to 2,279,013 (96.1%) married women and 91,614 (3.9%) divorced/widowed women.

INTRODUCTION

Economic participation has broad-based advantages. At a micro level, it can increase economic mobility through positive effects on wealth creation of individuals. Overall, people's standard of living improves as economic participation gets inclusive in character. On the other hand, at macro level, economic participation pushes the production frontier of an economy outwards, which ultimately helps an economy to sustain higher economic growth in the long run.²³⁷

However, these benefits can only be leveraged when opportunities are within grasp of the people regardless of their station on the socioeconomic ladder.²³⁸ Each country in the world has some embedded friction when it comes to a level playing field. Unfortunately, many challenges are being faced in ensuring equitable economic opportunities.²³⁹ Over time, economists and social scientists have delineated and translated these challenges, including, but not limited to, education, geographical location, climate, religion, ethnicity and gender.

While some of these challenges have a random pattern, like geographical location and climate, the lack of economic opportunities based on gender is perhaps the most unfortunate intrinsic reason why economic participation remains restricted in so many countries. It is a byproduct of cultural norms/taboo, institutions and regulatory structure.²⁴⁰ The negative ramifications of gender-based economic discrimination can reverberate across generations and over time. Human welfare and progress, in its true essence, cannot be achieved unless women are provided with not just equal opportunities to work just as men but also a safe workplace.²⁴¹

Its seriousness can be further gauged from the fact that it is targeted as a goal in Sustainable Development Goals (SDGs) as well as its precursor, the Millennium Development Goals (MDGs). Empowering women in the economy and closing gender gaps in the workforce are crucial factors in achieving the 2030 Agenda for Sustainable Development.²⁴²

Sustainable Development Goals (SDGs) 5 and 8

8.5 By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value

8.8 Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment

5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate

5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic and public life

5.A Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws

Yet, empowerment is a complex process, from women's accession to full participation in civil, political, social, and economic life to exercising corresponding rights.²⁴³ Economic empowerment of women includes, but is not limited to, an increase in resources such as income, employment, human capital (education, skills, training), financial capital (loans, savings), social capital (networks, connections, mentors) and physical capital (land, machinery, tools, inventory).²⁴⁴

237 (Economic Participation; Overcoming Indigenous Disadvantage, 2020)

238 (Does Gender Discrimination in Social Institutions Matter for Long-term Growth?, 2016)

239 (World Economic Forum, 2020/)

240 (Our World in Data, 2018)

241 (IZA-World of Labor, 2018)

242 (Leave No One Behind; A Call to Action For Gender Equality And Women'S Economic Empowerment, 2016)

243 (Wilney Online Library, 2016)

244 Ibid

Years of research have shown that gender equality is "smart economics." The unfolded potential of women is a lost opportunity for overall economic development and growth.²⁴⁵ Among other advantages, the fact of having a paid job reduces the economic dependence of the woman vis-à-vis her male relatives. It offers her a way out to escape, for example, family violence.²⁴⁶

Women's economic empowerment uplifts agricultural productivity, enterprise development at the micro, small, and medium enterprise levels, and enhances business management and returns on investment.²⁴⁷ It boosts economic diversification and income equality pocketed with other development outcomes.

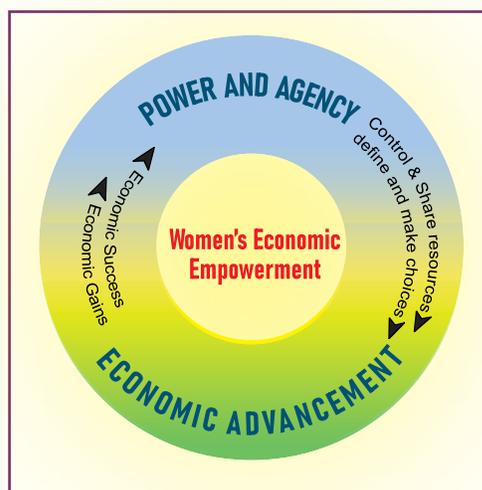


Figure 6.1

Closing the gender gap in the workforce could add a staggering **\$28** trillion to the global GDP.

Achieving gender equality in economic activity is not only an end in itself; investment in women brings a multiplier effect. Women tend to reinvest a major chunk of their income in their families and communities. Women also help in generating a peaceful and stable society.²⁴⁸

Unfortunately, these long-term benefits have not been recognised yet and have, therefore, not translated into full economic participation of women. Women still face hurdles in establishing new businesses, expanding existing ones, accessing property rights, financing, training, technology, markets, and mentors.²⁴⁹ Women everywhere earn less, save less, work less stable, and are more likely to be employed in the informal sector.²⁵⁰

Barriers to women's economic empowerment and opportunities also include a lack of gender-sensitive policies, stereotypes defining women's role in a society, and cultural norms.²⁵¹ Moreover, for women already in the active workforce, the additional barriers include, workplace harassment, lack of safe and secure public transportation and infrastructure, discrimination in professional development and leadership opportunities, and other occupational hazards.²⁵²

In almost all countries, women do not have the same opportunities as men to contribute to and benefit from economic activities.²⁵³ Women around the globe perform two-thirds of the work for only 10 percent of the income and one percent of the assets. However, women account for seventy percent of the world's poor, which indicates the lag in women's earnings.²⁵⁴ Wage equality now stands at 72.5% and income equality stands at 77.9%. Women on average earn thirty percent less than men's wages in the Middle East-North Africa (MENA) region and between 60 and 70 percent in East Asia.²⁵⁵

The Global Gender Gap Index 2022 shows a 40 percent gap in global economic participation and opportunities between women and men²⁵⁶ and is the second largest of the four major indicators. The magnitude of inequalities is striking as women make up 38.8 percent of the total employment but account for 54 percent of job losses across the globe.²⁵⁷ Also, women earn only two-thirds of men's expected lifetime income.²⁵⁸

245 (Gender Equality Is Smart Economics, 2022)
 246 Ibid
 247 (Promoting Women's Economic Participation, 2017)
 248 (To Build A Brighter Future, Invest In Women And Girls, 2018)
 249 (Promoting Women's Economic Participation, 2017)
 250 (Women at Work in G20 countries: Progress and policy action, 2019)
 251 Ibid
 252 (UNDP, 2021)
 253 (Women Are Better Off Today, But Still Far From Being Equal With Men, 2014)
 254 (Ortiz-Ospina & Roser, 2018)
 255 (Women Are Better Off Today, But Still Far From Being Equal With Men, 2014)
 256 Global Gender Gap Report 2022.
 257 (Anu Madgavkar, 2020)
 258 (Wodon, 2020)

Likewise, Pakistan's performance in achieving SDG Goal 5 of gender equality is abysmal. As per the Global Gender Gap index, Pakistan has improved its score over the year but it's rank is 144 out of 145. Among 9 South Asian economies, Pakistan is ranked 8th, only better than Afghanistan on Gender Parity Index.²⁵⁹ So far, Pakistan has been able to close the gender gap in the labour force by 57.35, less than the Global gap of 62.9 percent.²⁶⁰

Pakistani women constitute 49% of the population while representing only 21.4% of the labour force against 67.9 percent of men.²⁶¹ Pakistan is still far from achieving the ambitious target of achieving 45 percent labour force participation rate of women by 2025.²⁶²

Economic Participation Opportunities Sub-Index (Pakistan)			
Year	Pakistan's Position	Pakistan's Rank	No of Countries Included
2022	145	0.331	146
2021	152	0.316	156
2020	150	0.327	153

Meanwhile, women across Pakistan in majority of households are bound to give all or a significant chunk of their earnings to their male members leaving them with no financial independence or freedom to spend their income.²⁶³

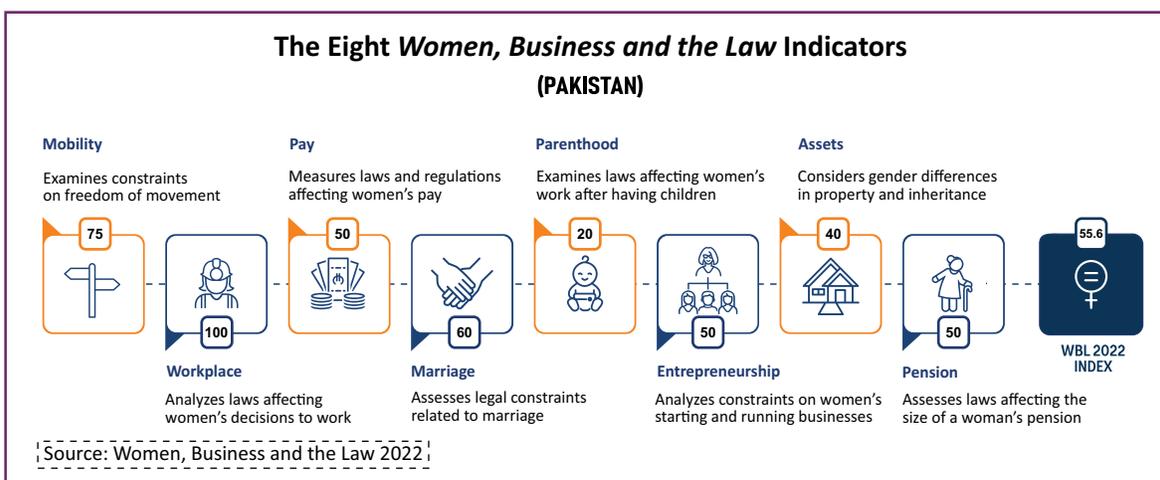


Figure 6.2

Trends are similar in Punjab, the largest province of Pakistan. Women face social as well as cultural discrimination. Women in Southern Punjab face a higher incidence of poverty, low level of education attainment, and a lower life expectancy. In area of health, many social and cultural norms bar women from crucial healthcare related facilities, especially in rural Punjab. Similarly, Pakistan's prospects of even to coming anywhere close to achieving 5th goal of SDGs have become grim.²⁶⁴

Pakistan stands to lose on potential improvement in its GDP if the gender gap is not closed and equal economic opportunities are denied to women. The best way to achieve this target is through a holistic approach.

Legislation enacted in favour of women's empowerment must be implemented with the full force of law. Pakistan is notorious for implementation-gap when it comes to any economic policy. Justice system must provide a speedy decision on cases pertaining to women's empowerment.

Considering the situation of Pakistan, a proactive approach towards an inclusive economy is much needed. Access of women to potential markets is a considerable challenge, especially for women working in the informal sector and rural markets.

259 Global Gender Gap Report 2022.

260 Ibid.

261 Labour Force Survey, 2020-21

262 (Female Labor Force Participation in Pakistan : What Do We Know?, 2018)

263 (Awan, January-June 2020)

Organisation of Analysis



6.1 Labour Market Opportunities: Access and Quality

The recent industrial developments have brought in two major transitions; the flight of workers from agriculture to manufacturing and services, and rural to urban migration. These transitions are associated with declining rates of fertility, an increase in the level of education, and socio-economic shifts in the driving factors of female labour force participation.²⁶⁵ In this context, female labour supply and development have a causal relationship. Economies tend to grow faster in response to higher labour input and developing economies increase the chance of women's participation in labour market through improved human capital and increased opportunities.²⁶⁶

Social norms, level of education, fertility rates, economic growth and access to on-job support services defines the women's participation in the labour market. It is critical to focus on these issues as women's labour force participation is a key factor to promote inclusive growth and can help achieve the Sustainable Development Goals (SDGs), particularly SDG 5 - "achieve gender equality and empower all women and girls."²⁶⁷

²⁶⁵ (Migration, Agriculture And Rural Development)

²⁶⁶ (Mujahid, 2012)

²⁶⁷ (IZA-World of Labor, 2018)

For this subsection, data and computations from the most recent Labour Force Survey (LFS) 2020-21, and comparisons from its predecessor LFS 2018-19 are drawn.

6.1.1 Labour Force Participation Rate

The labour force participation rate (LFPR) is the proportion of a country's working-age population actively participating in the labour market either through work or by searching for work. The sum of employed and unemployed indicates the labour supply that is readily accessible to engage in the production of goods and services. Individuals who are actively engaged or are in search of activities, covered under the System of National Accounts, are considered to be a part of labour force.²⁶⁸

In comparison to the LFS 2018-19, the male LFPR for Punjab increased from 71.9 percent to 72.2 percent however, the female LFPR decreased from 28.1 percent to 27.8 percent in 2020-21. Whereas, the LFPR in rural and urban areas present a different picture. The male LFPR in rural areas is 66.4 percent as opposed to 33.6 percent of female LFPR, which is higher than the provincial average of female LFPR. The high rates of female LFPR in rural areas are mainly attributed to the increased female participation in the agriculture sector. However, the male LFPR in urban areas is 84.6 percent, significantly higher than the female LFPR of 15.4 percent.

Figure 6.3 presents data disaggregated by area over the year. It indicates that the male LFPR in rural areas increased from 65.8 percent in 2018-19 to 66.4 percent in 2020-21, while, the female LFPR in rural areas on the other hand, has decreased from 34.6 percent in 2018-19 to 33.6 percent in 2020-21. While, the male LFPR in urban areas has slightly decreased from 84.8 percent in 2018-19 to 84.6 percent in 2020-21. The female LFPR of urban area increased from 15.2 percent in 2018-19 to 15.4 percent in 2020-21.

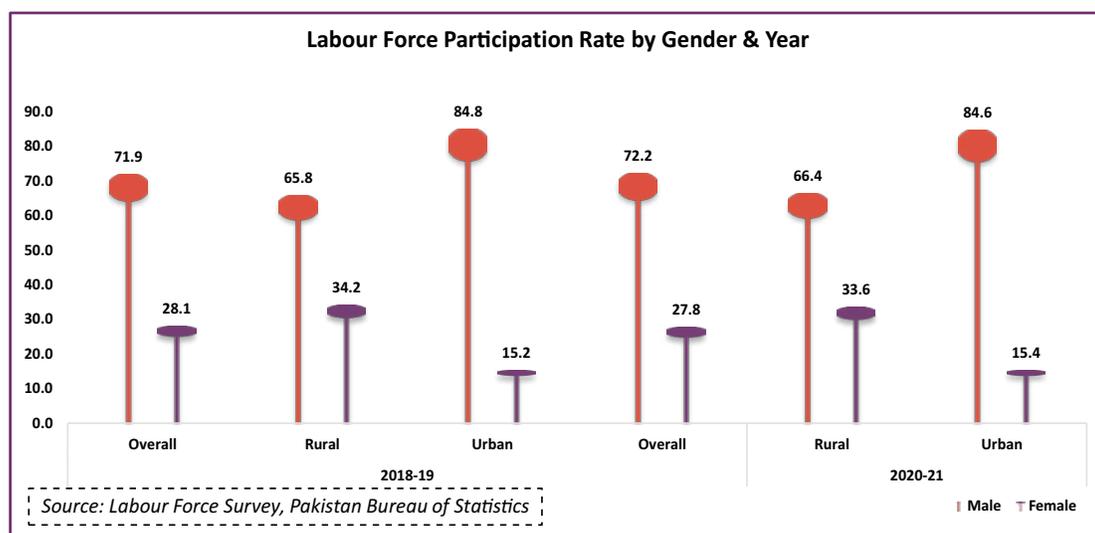


Figure 6.3

In absolute terms, 41.9 million people in 2020-21 account to the labour force of Punjab. Of the total, 30.25 million are men and 11.65 million are women. 68 percent of the LF belong to rural areas where 19.01 million were men and 9.61 million were women. The situation is grimmer in urban areas with 11.24 million men and only 2.04 million women as part of the LF.

268 (International Labour Office, Geneva, 2010)

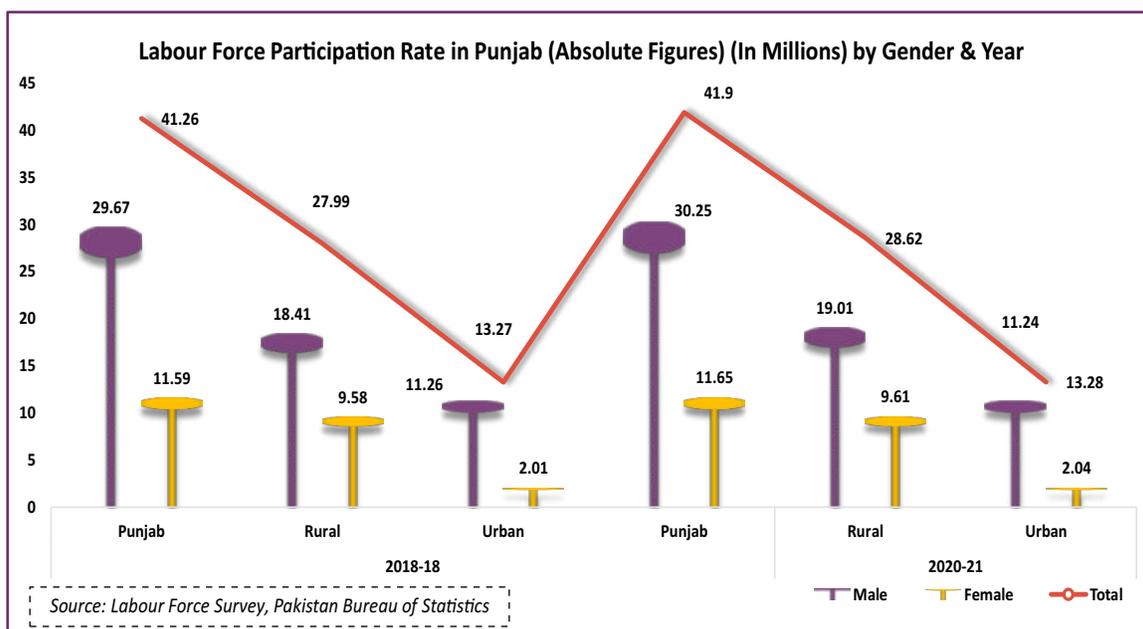


Figure 6.4

6.1.2 Augmented Labour Force

The LFS also reports the augmented LFPR which draws a loose upper bound of the LFPR by including the persons involved in marginal activities. The augmented activity rate is derived from in-depth interviews with individuals excluded from the conventional labour force measurement in order to account for marginal economic activities such as subsistence agriculture and home construction.²⁶⁹

The resulting LFPR and the comparison between the conventional and augmented LFPR in rural and urban areas of Punjab are given in Figure 6.5 below.²⁷⁰

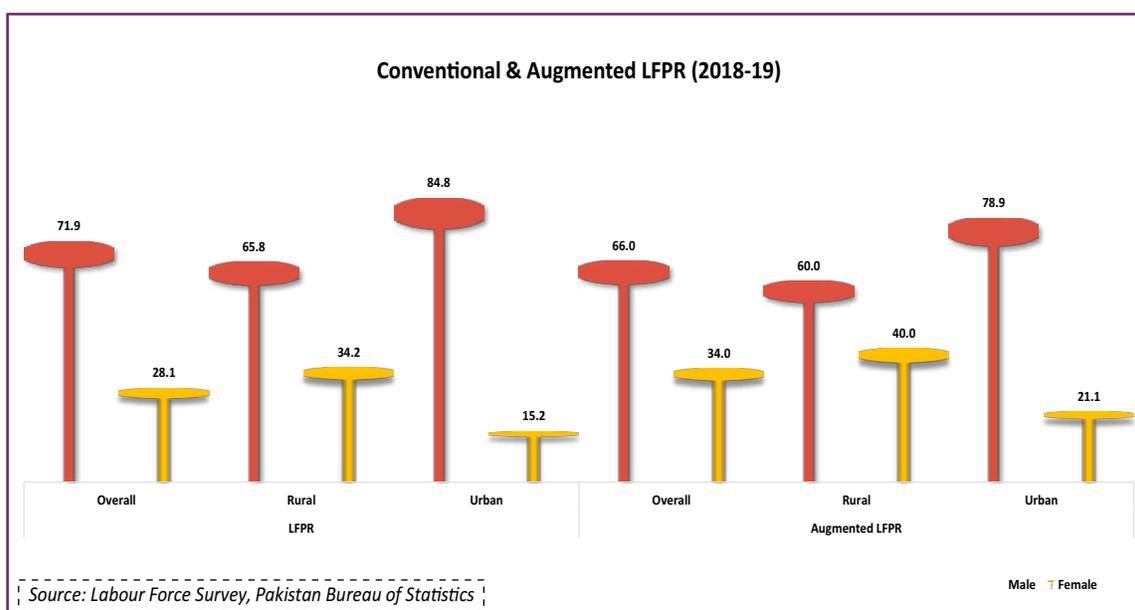


Figure 6.5

269 (LFS, 2018-2019)

270 An estimate of Augmented LF is important from the policy perspective. Since the LFS 2020-21 has not included the augmented LF, for the purposes of this report the latest available data from LFS 2018-19 is used.

The proportion of male in the augmented LFPR is 66 percent which is almost 6 percent points less than the conventional LFPR. While, the share of female in the augmented LFPR is 34 percent which is 6 percent higher than the conventional LFPR. The difference between augmented and conventional LFPR is more profound in rural areas of Punjab, where the share of females in the augmented LFPR is 40 percent. The male augmented LFPR is 78.9 percent which is less than the conventional LFPR. The share of female in the augmented LFPR is 21.1 percent higher than the conventional LFPR.

The difference between the augmented and conventional female LFPR is higher in rural areas than urban areas which can be attributed to the fact that among non-household work (i.e. excluding care work and domestic activities), the underestimation of labour is typically observed in two main areas: subsistence production and informal paid work. Due to the high concentration of women in these areas, their participation in the labour force has a tendency to be underestimated.²⁷¹

6.1.3 Employed Persons in Punjab

The LFS defines employment as "the standard measure of *employment* comprises all persons ten years of age and above who worked at least one hour during the reference period and were either *paid employed* or *self-employed*. Persons employed on permanent/regular footings, who have not worked for any reason during the reference period are also treated as employed, regardless of the duration of the absence or whether workers continued to receive a salary during the absence."

According to the LFS 2020-21, of the total 39.07 million people employed in Punjab, 28.41 million are men whereas 10.66 million are women, the GPI is 0.37. Figure 6.4 presents an outlook of the employed persons in rural and urban areas of Punjab. Of the total 26.84million employed persons 93in rural areas of Punjab, 17.91 are men and 8.8 million are women. The disparity is more significant in urban areas, where 10.5 million are men and 1.74 million of the total 12.23 million are women.

Overall, the total employed population of Punjab increased from 38.21 million in 2018-19 to 39.07 million in 2020-21. The increase is credited to the account of employed male population as the employed female population witnessed a decline over the last period.

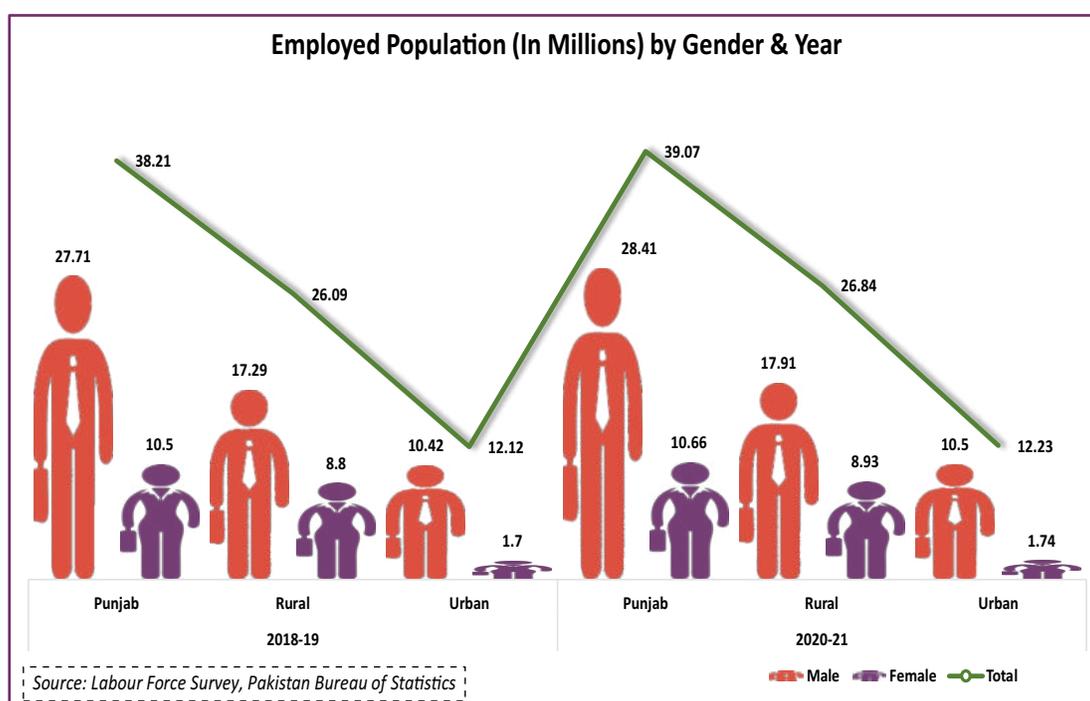


Figure 6.6

271 (Rural Women in Pakistan, Status Report 2018, 2018)

6.1.3.1 Major Sectors of Employment in Punjab

Of the total employed population in Punjab (see Figure 6.7 (a)), 20.42 percent of men and 18.54 percent of women contribute to the agriculture sector. However, the non-agriculture sector poses huge disparities where almost 52 percent of the employed population are men and women have a marginal share of just 8.7 percent.

The share of men and women in the agriculture sector has slightly deteriorated, whereas the share of population in the non-agriculture sector has increased as compared to 2018-19.

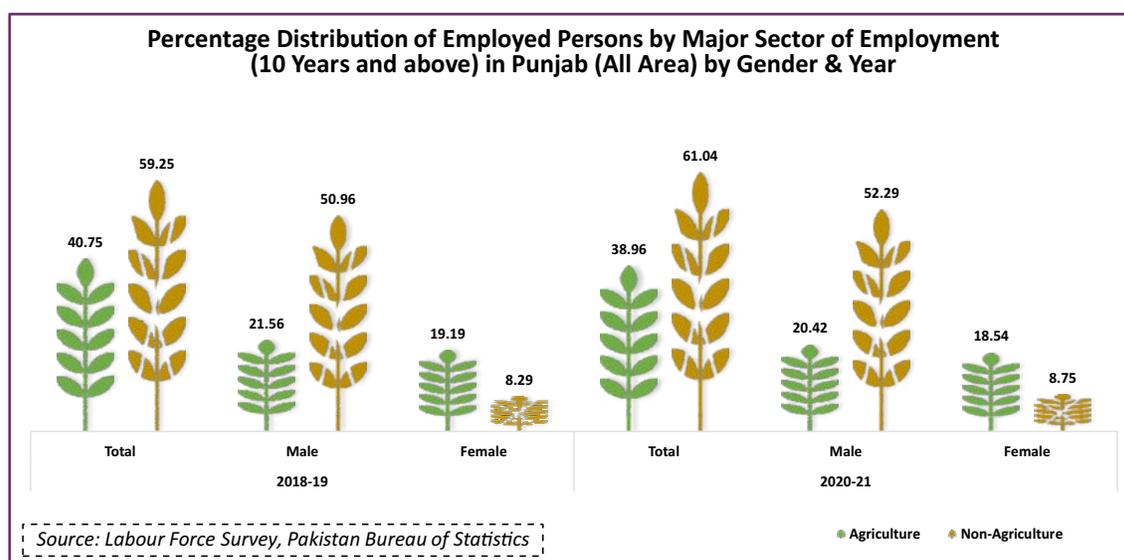


Figure 6.7 (a)

LFS 2020-21 further divides the non-agriculture sector into formal and informal sector where the latter is defined as a person working in a household (informal own-account enterprise), contributing family workers excluding all those working in the agriculture sector or the ones involved in non-market activities.²⁷²

Data from LFS reveals that like other sectors the concentration of men in the informal sector is significantly higher than women. Out of 26.7 percent of men working in the non-agriculture sector of rural areas, 6.12 percent are working in the formal sector whereas 20.64 percent are working in the informal sector.

Around 1.6 percent, of the total 4.8 percent women are working in the formal non-agriculture sector of rural areas while 3.5 percent are working in the informal sector. Women work in the informal sector for a variety of reasons including lack of formal employment opportunities, low education, issues of access and social barriers.

In the urban areas, 7.5 percent of men are working in the formal sector and 18 percent are working otherwise. Of the total 3.8 percent, 1.6 percent women are working in the formal sector and 2.2 percent are part of the informal sector. The lower female employment rate and high unemployment rate in urban areas can be attributed to, but not limited to, lack of reliable public transportation, fear of harassment, and absence of female-friendly amenities in work spaces.²⁷³ Another factor possibly contributing to low employment rates in urban areas is the reluctance of highly qualified women to work in less rewarding positions.²⁷⁴

The higher rates of male labour force participation are attributed to: i) differences in the time input, levels of education, ii) gendered differences in the types of jobs taken up by men and women and in access to productive inputs, iii) stereotyping in the vocational and skilled training, iv) unequal distribution of domestic responsibilities and care work.²⁷⁵

272 (LFS, 2018-2019)

273 Women Economic Participation and Empowerment in Pakistan Status Report, 2016

274 (Biggs, 2016)

275 (GSDRC, 2015)

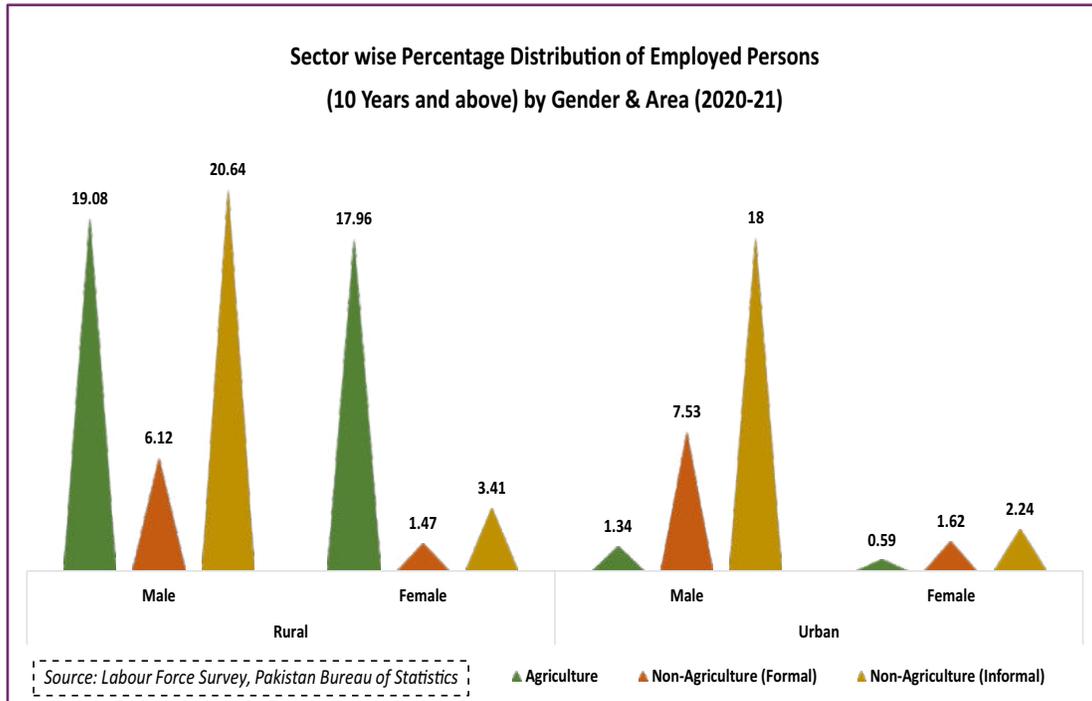


Figure 6.7 (b)

6.1.3.2 Employment in Major Industries of Punjab

Beyond the absolute numbers of employed population, the nature of jobs that women are engaged in is far more important. The industry-wise distribution of the employed population of Punjab, as shown in Figure 6.8 reveals that a major chunk of the employed workforce is working in the agriculture sector, followed by the manufacturing and wholesale/retail trade.

The gendered distribution of the employed population across these sectors follows the same pattern where 20.4 percent men are involved in agriculture, forestry and fishing while, women's share in this sector is 18.5 percent. Since, agriculture is mainly a rural phenomenon, 19.08 percent of the total 20.4 percent men and 17.96 percent of the total 18.5 percent of women are working in the rural agriculture sector of Punjab.

Around 13 percent of men and 4 percent of women are working in the manufacturing sector of Punjab. The rural-urban disaggregation of the data reveals that 6 percent of men and 2.6 percent of women are working in the rural areas, while 7 percent of men and 1.3 percent of women are working in the urban manufacturing sector.

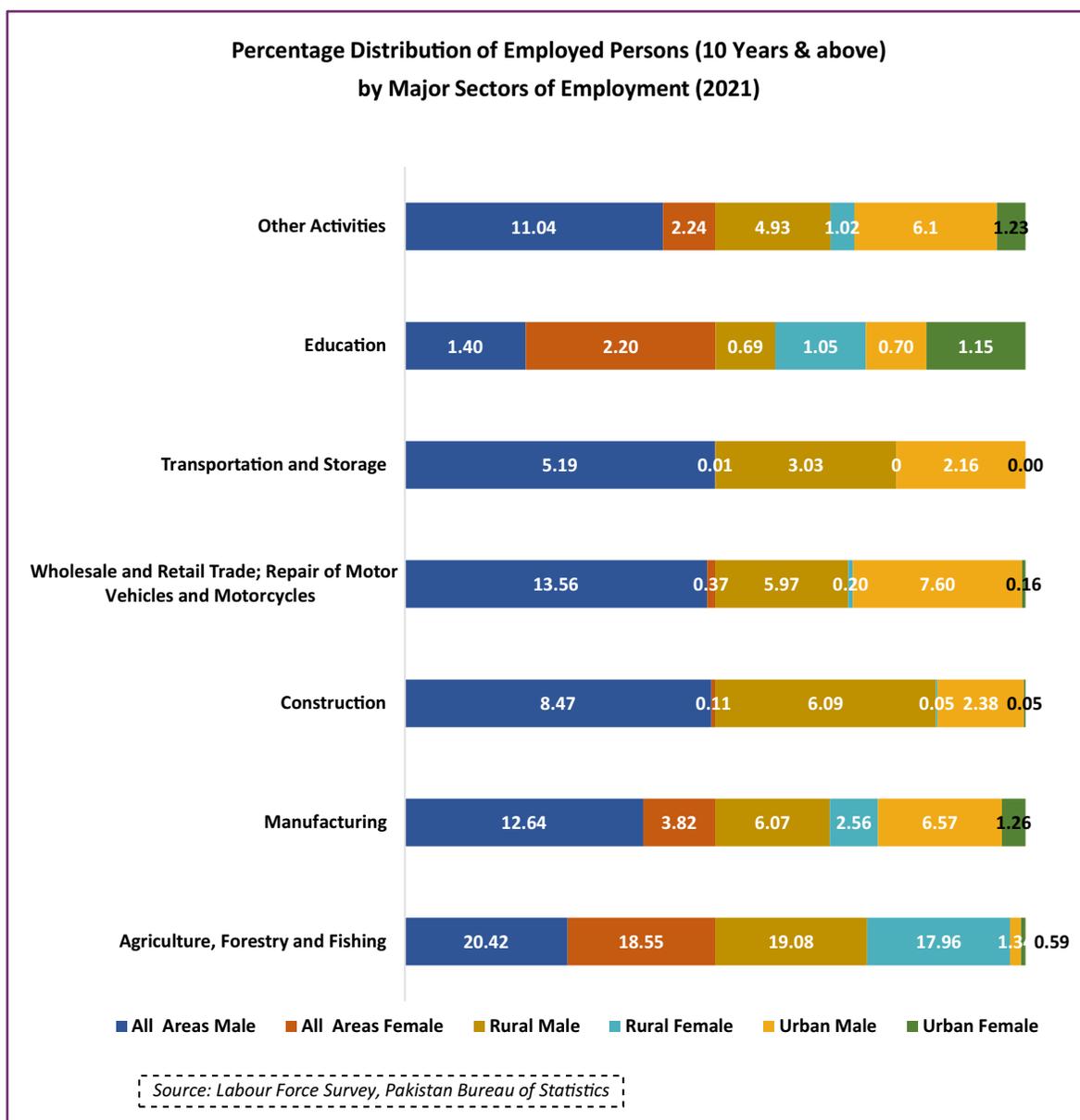


Figure 6.8

6.1.3.3 Employment by Occupational Status

LFS defines occupation as the type of work done by the persons employed (or previously done if now unemployed), irrespective of the industry or the employment status of the person.

Figure 6.9 presents a snapshot of the employed population disaggregated by major occupations in Punjab. A major chunk of the employed population, 18.7 percent of the men and 16.5 percent of the women, are Skilled Agricultural, forestry and fishery workers. 13.7 of men and only 0.6 percent of women are Service and Sales Workers. 12.7 percent of the men and 3.9 percent women have elementary occupations.

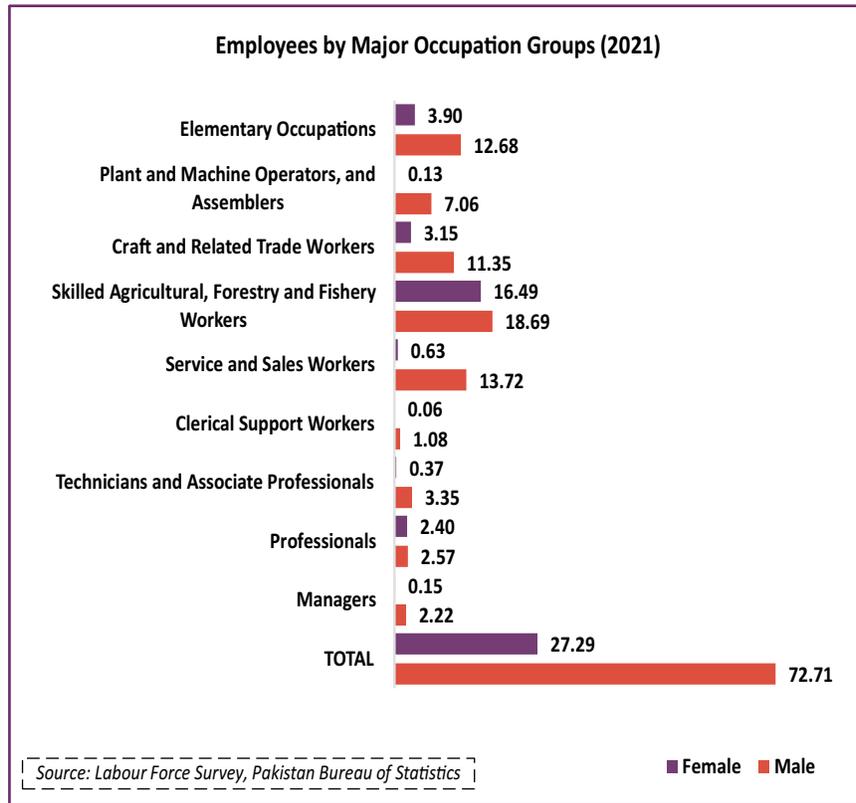


Figure 6.9

6.1.4 Employment by Marital Status

Marital Status and employment decision?

As per LFS 2020-21, the difference between employed male population of rural areas (32.71 percent) and urban areas (31.17), as per their marital status, is almost negligible. However, a significant chunk of employed female population (16.3 percent) lives in the rural areas, of which 11.65 percent are married and 3.8 are unmarried. Employed women population of urban areas is 5.16 percent, of which 3.4 percent are married and 1.3 are unmarried.

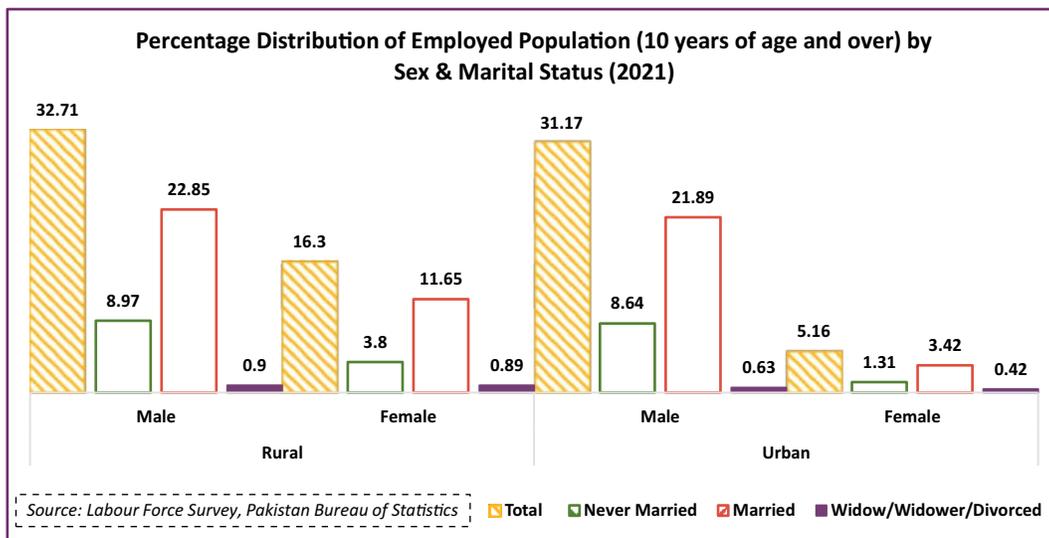


Figure 6.10

6.1.5 Employment by Literacy Level

Literacy is the first step toward women's empowerment and economic self-sufficiency. An increase in the level of literacy enables women to acquire a better position in the labour market.²⁷⁶ People with low skills are more likely to settle for a less-paying job. A decent job with a decent income requires basic skills like reading, writing, mathematics and critical thinking.²⁷⁷

In Punjab, an estimated 26 percent of the total male population and 42 percent of the female population lack basic literacy skills. Of which, 20 percent of males and 15 percent of females are employed. 45 percent male and 9 percent females are part of the literate employed population.

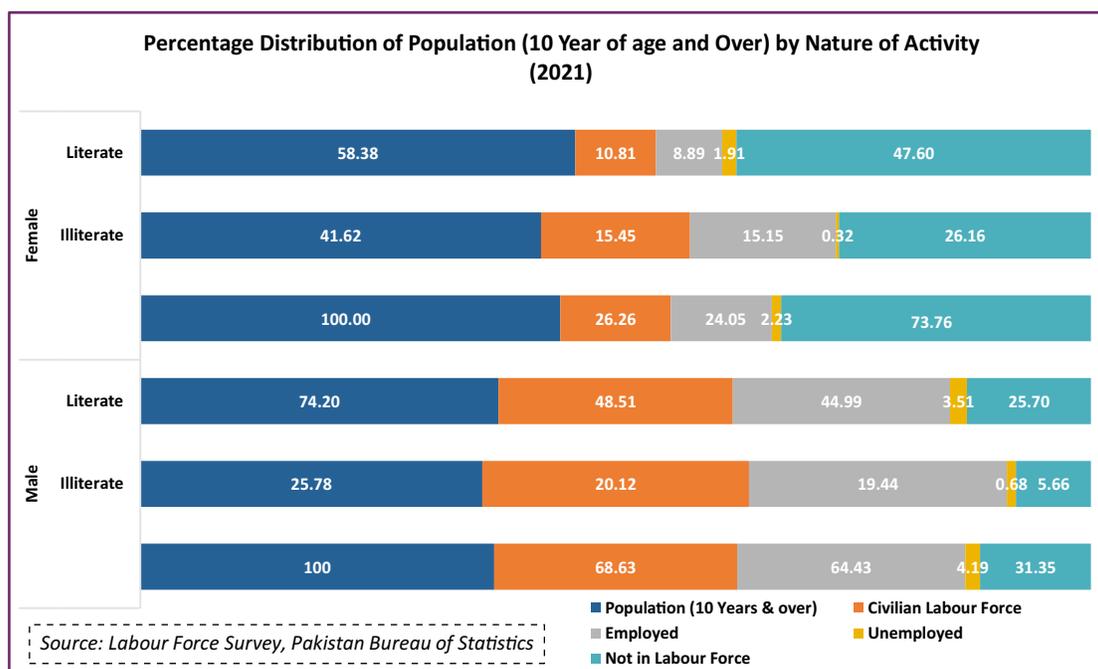


Figure 6.11

6.1.5.1 Level of Education

The labour market has established a positive wage bias towards education level and skills. Given the saturation of the market, a higher level of education also significantly reduces the time required to find a new one.²⁷⁸

Around 12 percent of the male and 2.4 percent of the female population are employed with a pre-Matric level of education. The employed population with at least matric qualification is relatively lesser where 5.3 percent are male and 0.57 percent are female. Only 2.16 percent male and 0.3 percent females are employed with an Intermediate degree. 2.36 percent males and 1.01 percent females are employed with a graduate degree or above.

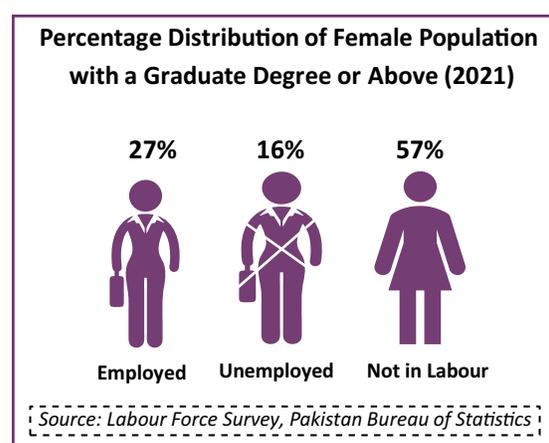


Figure 6.12

276 (ScienceDirect, 2010)

277 (Kerka, n.d.)

278 (Ibr, Indiana Business Review, 2022)

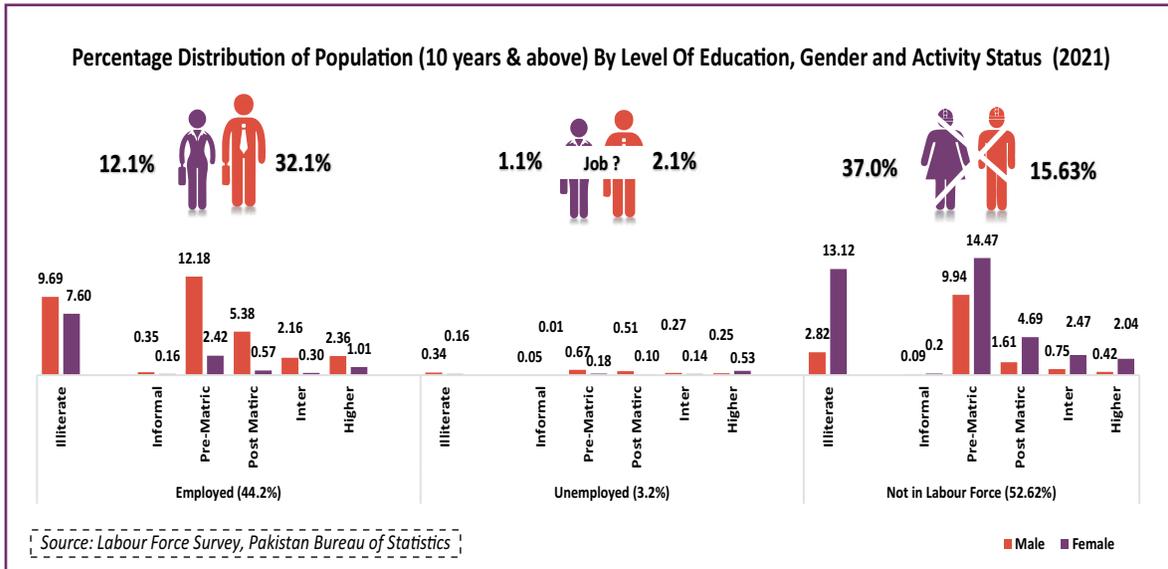


Figure 6.13

6.1.6 Monthly Wages of Employed Persons

Despite changes in gender patterns of the labour markets, female participation is often confined to low-wage or informal sector. However, the informal economy is less regulated and thus without any minimum wage standardization, poor working conditions, and/or social safety nets to cover any unforeseen circumstances.²⁷⁹

There exists a sizable disparity in average monthly wages of men and women in Punjab. According to the LFS, the male employed population received an average of Rs 24,043 in 2020-21 which is 12.7 percent higher than Rs. 21,472 in 2018-19. However, female employees received an average of Rs 20,047 in 2020-21 which is 44 percent higher than Rs 13,950 in 2018-19. The average monthly wage of women is 16.6 percent lesser than their male counterparts which is lesser than the national average wage gap of 18.4 percent.

Only 19 companies globally have closed their gender pay gap.

Source: Gender Equality Global Report & Ranking 2022.

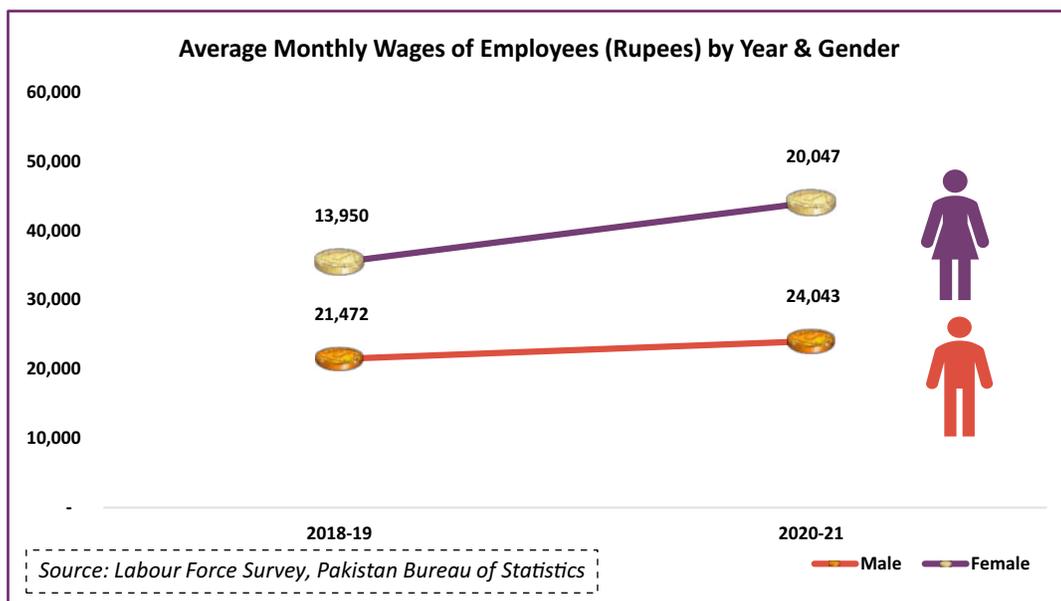


Figure 6.14

6.1.6.1 Employees by Wage Group

LFS (2020-21) demonstrates that, in Punjab, around 1 percent of the employed male in urban areas and 1.43 percent in rural areas earn up to Rs 5,000 per month. On the contrary, 9.98 percent of employed women of urban areas and 14.9 percent of rural areas earn up to Rs 5,000. The pattern of disparity continues as we move upward towards higher wage groups with lesser women participation in high wage groups. In urban areas, 74.5 percent of the employed men and 48.58 percent of women earn over and above Rs 15,000 per month. In rural areas, the disparity is even wider, where 63.5 percent of employed men earn above Rs 15,000 per month as compared to 29.8 percent of women.

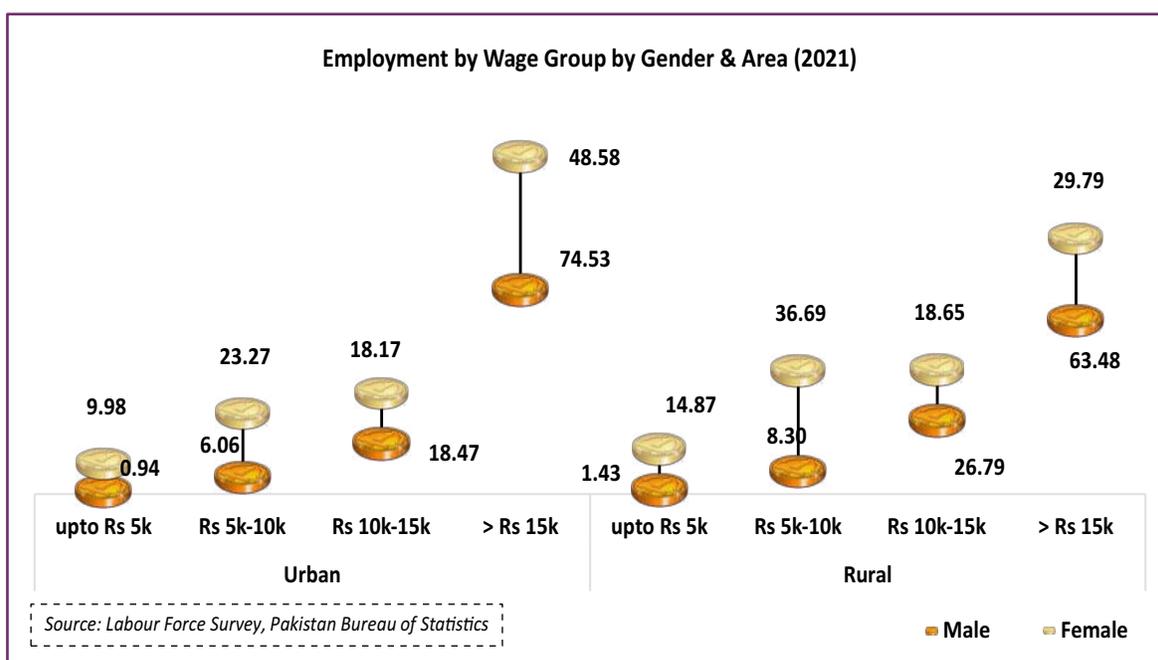


Figure 6.15

The statutory minimum wage in Pakistan excludes both domestic and agricultural workers. Although workers in the informal sectors are not expressly excluded from minimum wage legislation, historically and universally, legal protections are assumed to be applied to the formal sectors of the economy.²⁸⁰



**of the Female Employed Population
earns < Rs.15,000/=**



Activities of Households as Employers; Undifferentiated Goods & Services-Producing Activities



employs
16.75%
of all employed women

women earn
55.82%
< minimum wage



Agriculture, Forestry and Fishing



Wage Disparity

employs
15.90%
of all employed women

women earn
52.12%
< minimum wage



Manufacturing



employs
23.93%
of all employed women

women earn
21.61%
< minimum wage

*Minimum Wage is Rs. 20,000/=

Source: Labour Force Survey 2021

Figure 6.16

6.1.7 Underemployed Population in Punjab

LFS defines underemployment as a time-related phenomenon where the employed people; a) worked less than 35 hours a week, b) sought or were available for alternative/additional work. Indicators such as the unemployment, underemployment and part-time work help to better take into account the margins or "shadows" of unemployment, where women continue to be over-represented.

Overall, in Punjab, men are almost twice as affected by underemployment as women. Around 66 percent of men are underemployed, of which, 45 percent belong to rural areas and 21 percent belong to urban areas. Whereas 33 percent of women are underemployed; 24 percent are from rural areas and 9 percent belong to urban areas. This shows that men are less likely to obtain more hours of work or additional contracts in the existing markets.



Figure 6.17

6.1.8 Unemployed Population in Punjab

LFS defines an unemployed worker as a person; a) without work b) currently available for work, c) not currently available due to specific reasons like illness, temporary lay-off and others.

In comparison to LFS 2018-19, the unemployed population of Punjab has decreased in its size from 3.05 million to 2.83 million in 2020-21 and is unevenly distributed among male-female and rural-urban divide. According to LFS 2020-21, 4.41 percent of the total LF or 65.24 percent of the total unemployed are men. Similarly, 2.35 percent of the total LF or 34.7 percent of the total unemployed are women which is almost 2 percent higher than 2018-19.

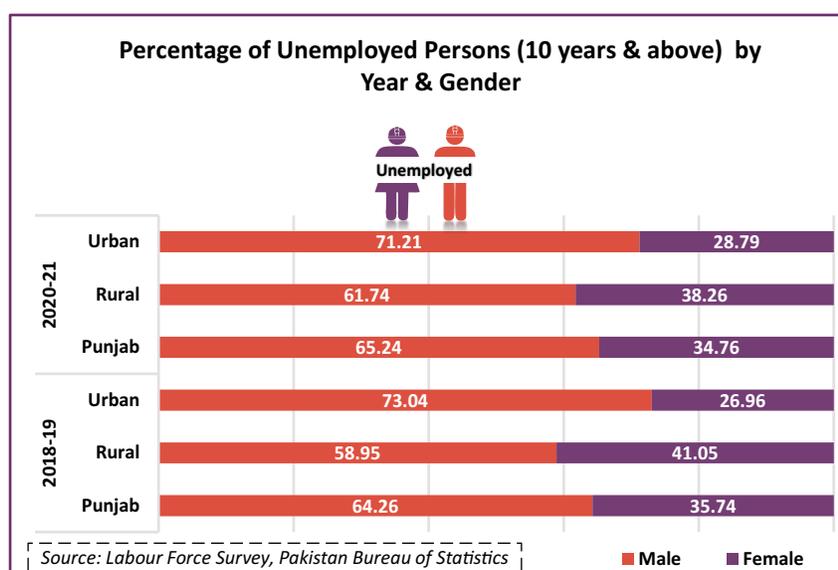


Figure 6.18

6.2 District Profile of Labour Force in Punjab

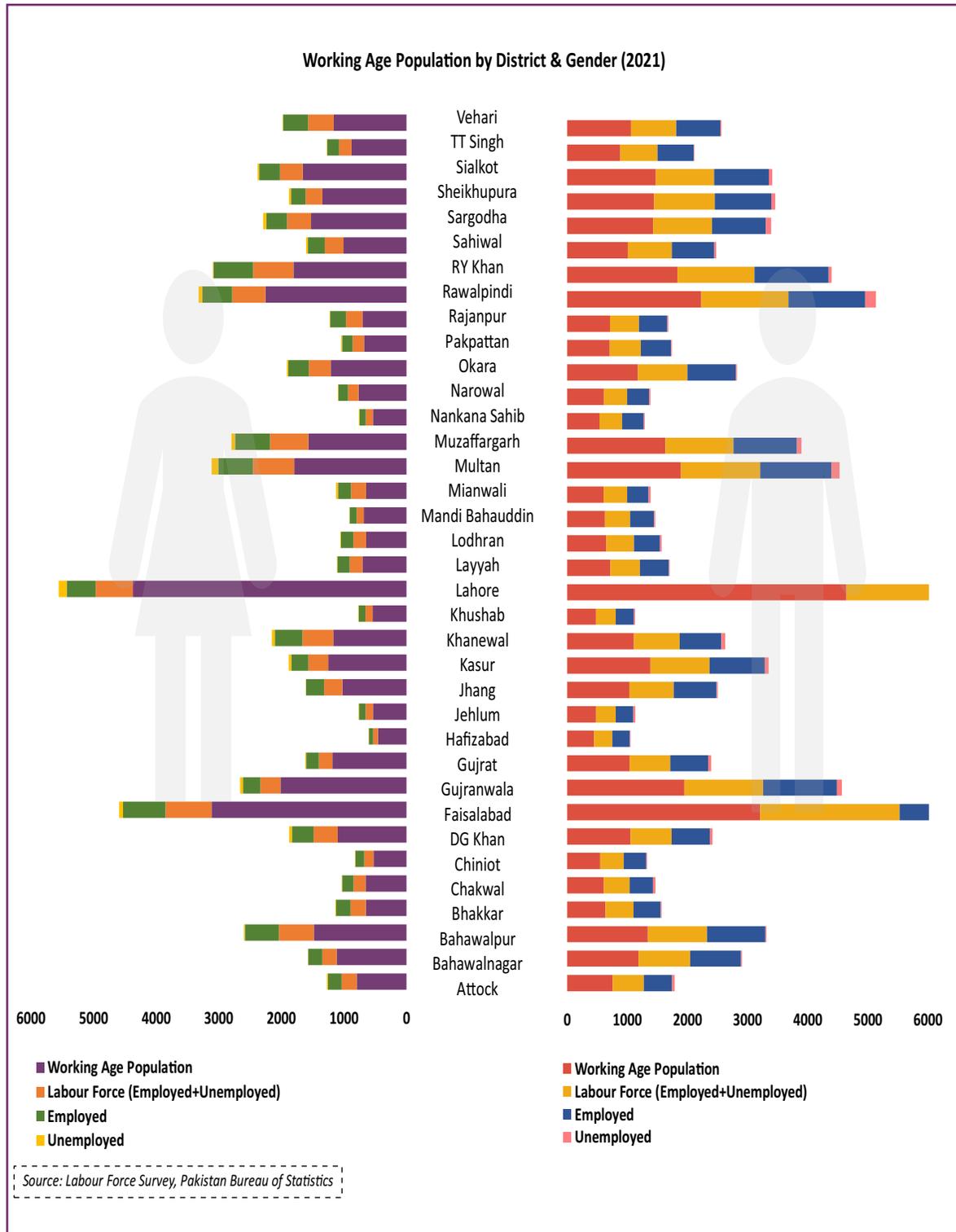


Figure 6.19

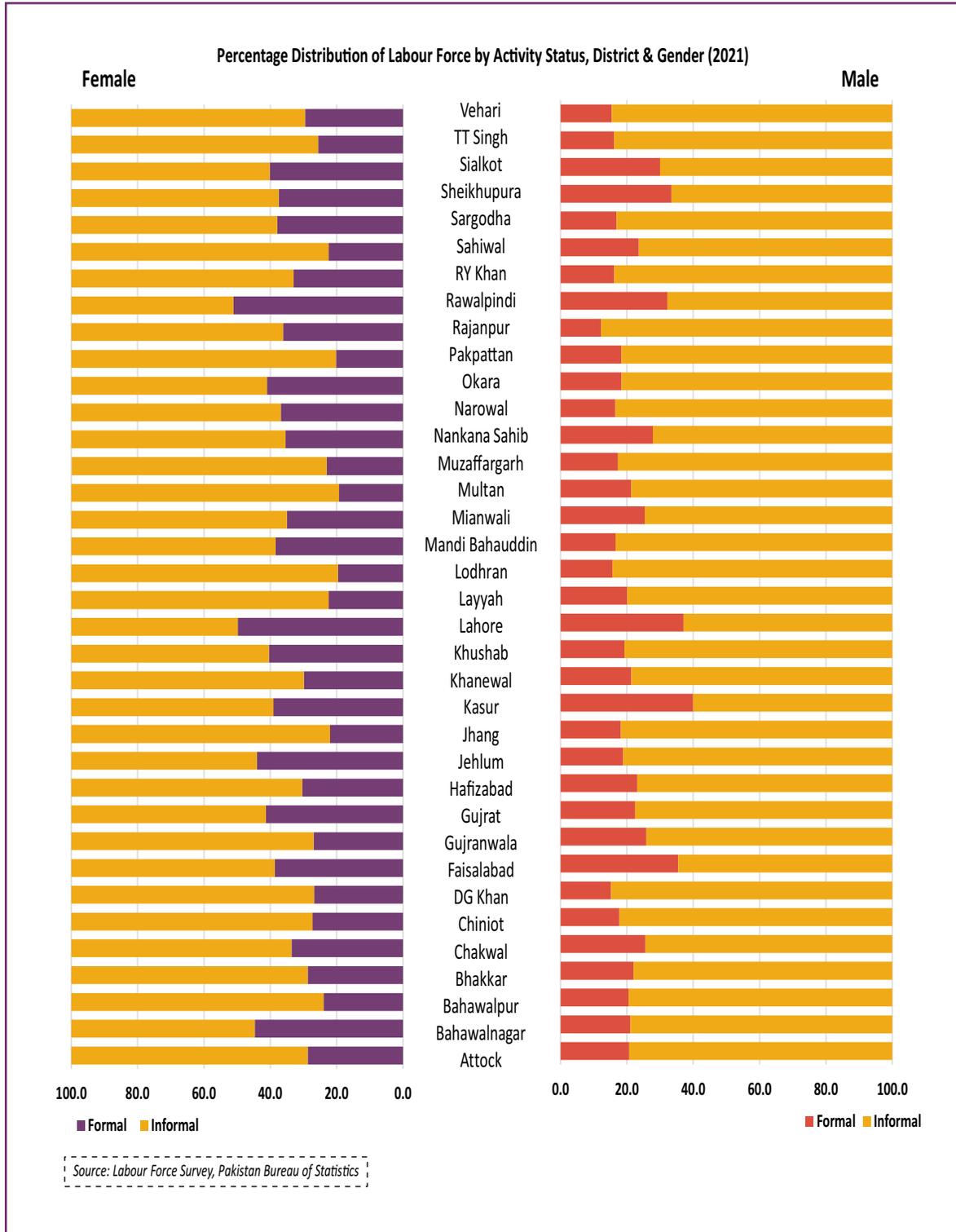


Figure 6.20

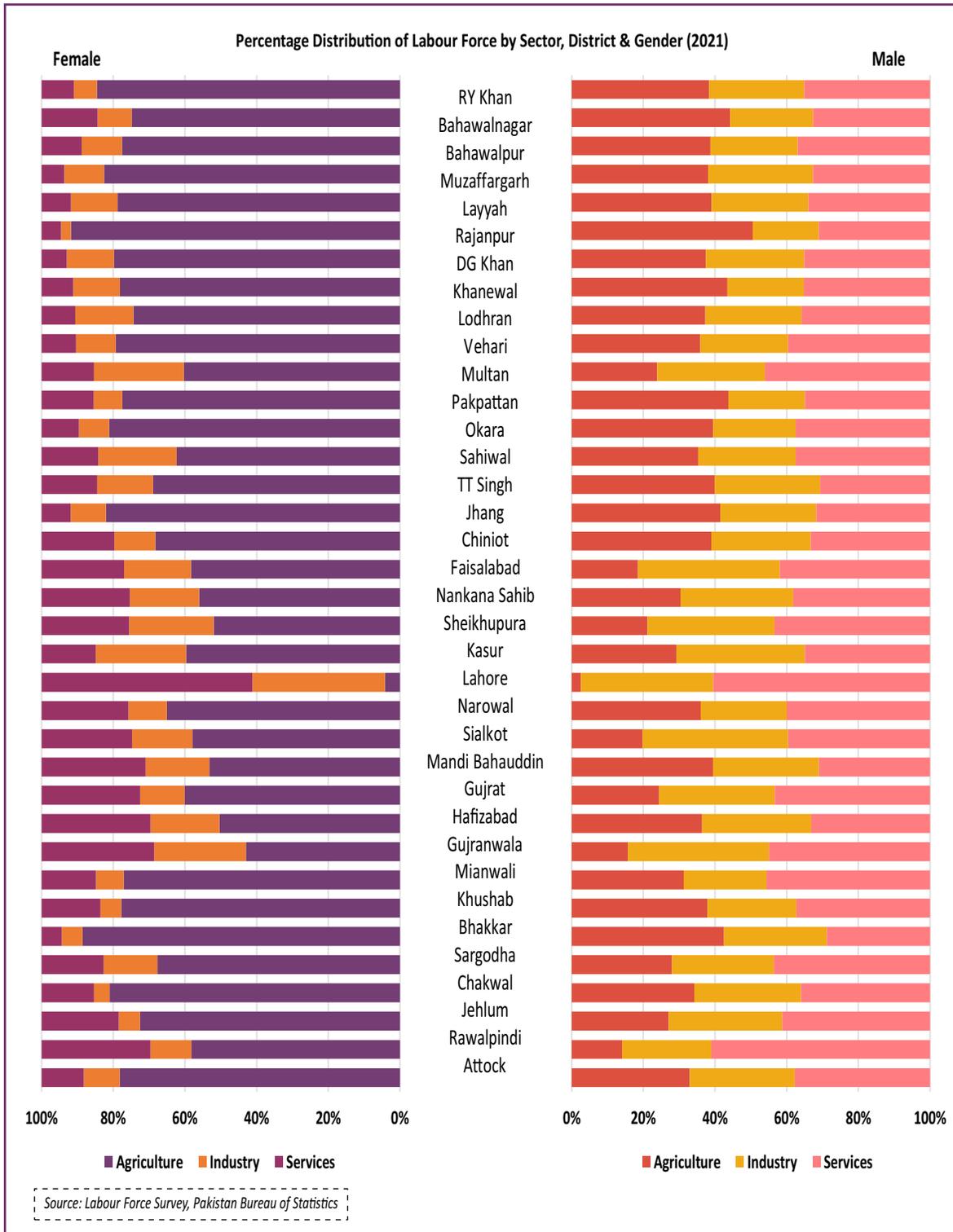


Figure 6.21

6.3 Female Entrepreneurship

While breaking the gender gap in entrepreneurship is a major challenge, the promotion of female entrepreneurship is based on several factors; from the fight against stereotypes to the promotion of female entrepreneurial successes possible through the implementation of administrative and financial support solutions.

Gender stereotypes continue to have an impact on the choice of professions. Many professions remain linked to the male image and their feminization is almost non-existent. Entrepreneurship itself also remains associated with man in the collective unconscious. Breaking these stereotypes and fostering gender equality in entrepreneurship is therefore essential.²⁸¹

The equal participation of women entrepreneurs represents significant potential for additional economic contribution. 50 percent of women's productive potential is underutilized, compared to 22 percent for men.²⁸²

Research shows that women entrepreneurs do not have sufficient access to the resources needed to develop their full economic potential. There are disparities in all sectors and for all types of businesses, and they are amplified in the context of international markets. Women-owned businesses have lower sales volume and fewer assets, and women entrepreneurs tend to be overrepresented in informal and smaller businesses.²⁸³

In the fast-paced technological world, it is impractical to undermine the importance of digital knowledge. Programs for training on various scopes of the digital and information technology world are recommended to allow women's skill sets to be relevant in today's times.

6.3.1 Ignite Program

The ministry of IT & Telecom funded Ignite technology which funds and promotes technological innovations and start-ups in Pakistan. The programme focuses on the fourth industrial wave tech and ecosystem development initiatives. A network of incubators nurtures entrepreneurial start-ups, while tech innovation grants are also offered to deep tech projects. In 2021, there were 613,301 (70.7%) male participants and 253,934 (29.7%) female participants who completed the training under Digiskills, Tech Innovation, and Incubation programmes led by the Ministry of IT and Telecom.

The DigiSkills.pk Program is aimed at equipping our youth, freelancers, students, professionals, etc. with the knowledge, skills, tools & techniques necessary to work as a freelancer. The programme equips the participants to earn a living or to supplement the existing income by seizing the opportunities available in online job markets places especially the post-COVID-19 window of opportunity arising from the work-from-home setups.

As per the data, the total number of participants decreased by 9.5 percent from 454,193 in 2020 to 411,332 in 2021. However, the male-to-female ratio reveals that women's participation has increased. In 2021, 278,053 male participants completed the Digiskills training program as compared to 333,915 in 2020, down by 16.7 percent. 133,225 female participants successfully completed their training in 2021 which is 10.5 percent higher than last year's participation of 120,264 female participants. It is worth mentioning here, that the participation of transgender persons in these training has significantly increased from 14 in 2020 to 54 in 2021.

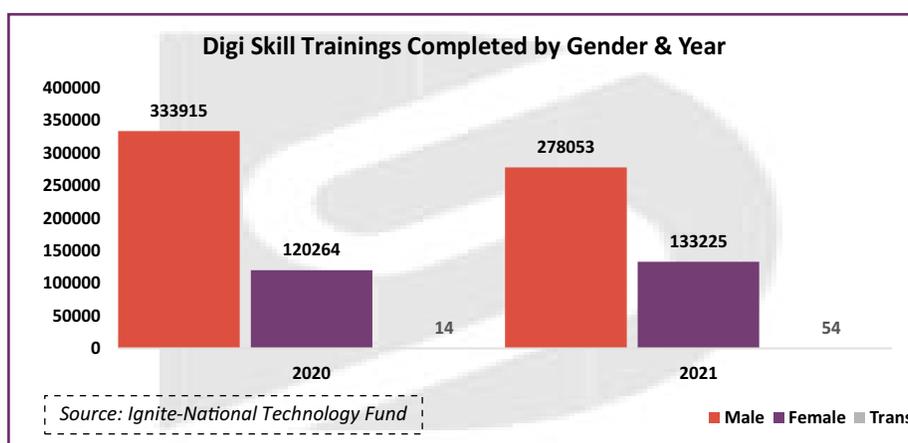


Figure 6.22

281 (Ramaci T, 2017)

282 (Women Entrepreneurs: Catalyzing Growth, Innovation, and Equality, 2022)

283 (Haan, 2016)

The Tech Innovation Grants offered to deep tech projects and startups decreased by 56 percent from 128 grants in 2020 to 56 grants in 2021. Of the total 56 grants, 42 were offered to males and 14 were offered to females with a GPI of 0.33.

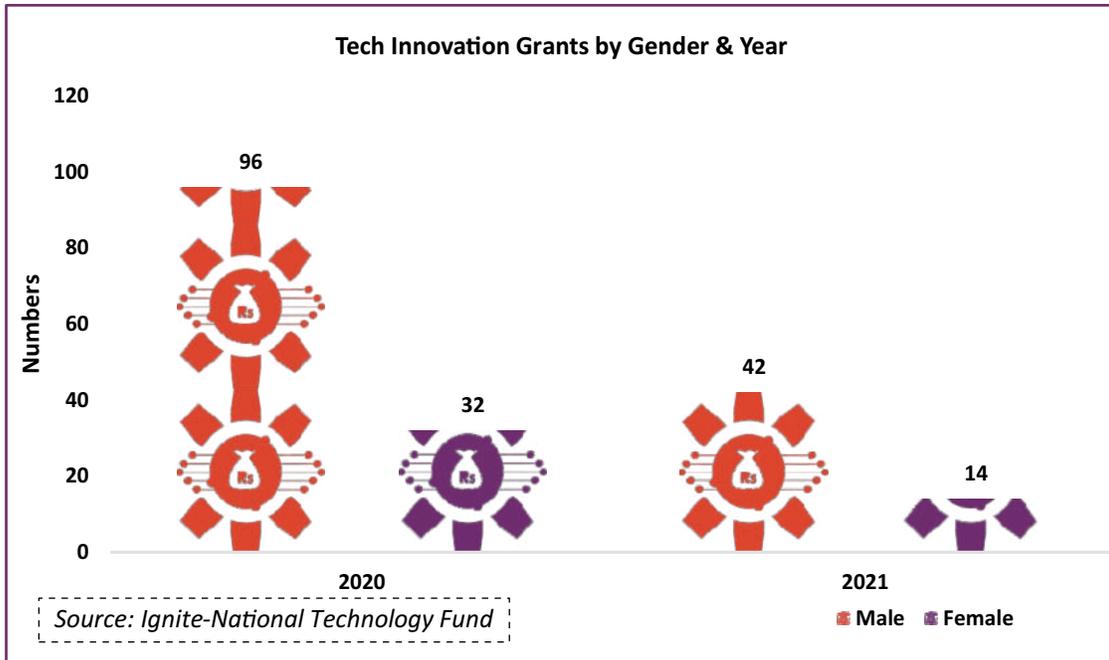


Figure 6.23

The number of participants enrolled in the NIC incubation programs increased from 62 in 2020 to 144 in 2021 (132.2 percent increase). Of the total 144 enrolled participants, 110 were male and 34 were female with a GPI of 0.31.

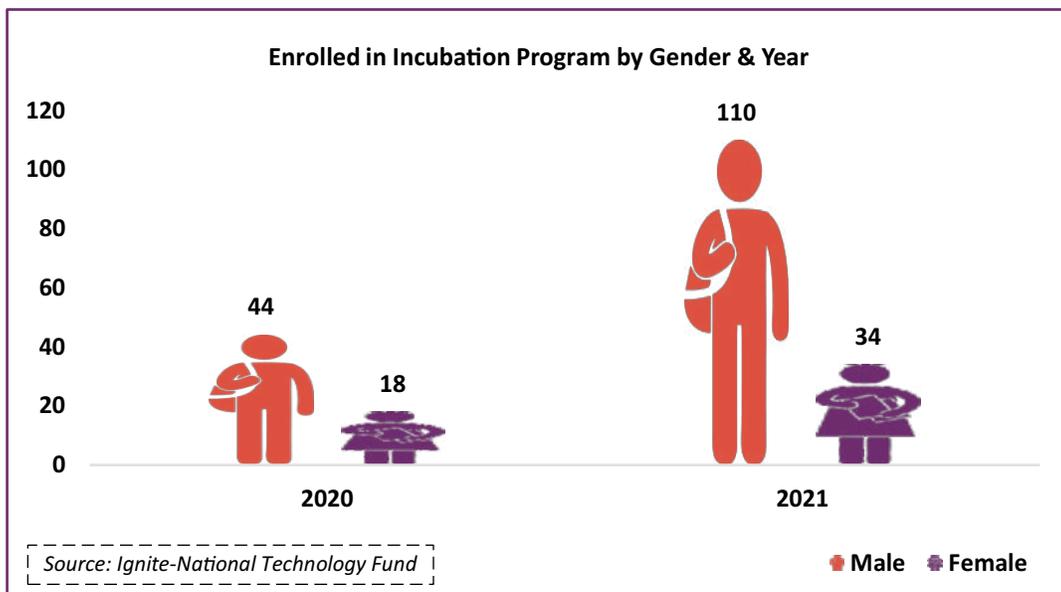


Figure 6.24

National Grassroots ICT Research Initiative (NGIRI) aims to provide financial assistance to undergraduate final year students of ICT related disciplines. The assistance will help them develop prototypes and working models of their projects. In 2020, a total of 684 students were assisted which increased by 3 percent to 704 in 2021. Of the total 704 students, 526 were male students and 178 were female students with a GPI of 0.34.

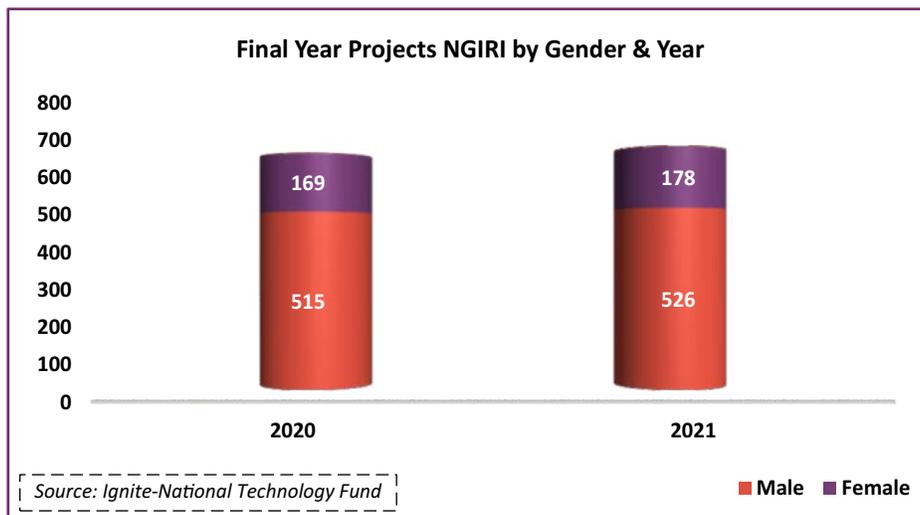


Figure 6.25

6.3.2 E-Rozgaar Graduates

Punjab Information Technology Board and Youth Affairs and Sports Department have established e-Rozgaar centres in 36 districts of Punjab to provide training to budding freelancers and enhance their professional capabilities. In 2020, 10,985 people graduated under this scheme which increased by 21 percent in 2021. Of the total 13,205 graduates, 7,751 were male and 5,554 were female with a GPI of 0.71.

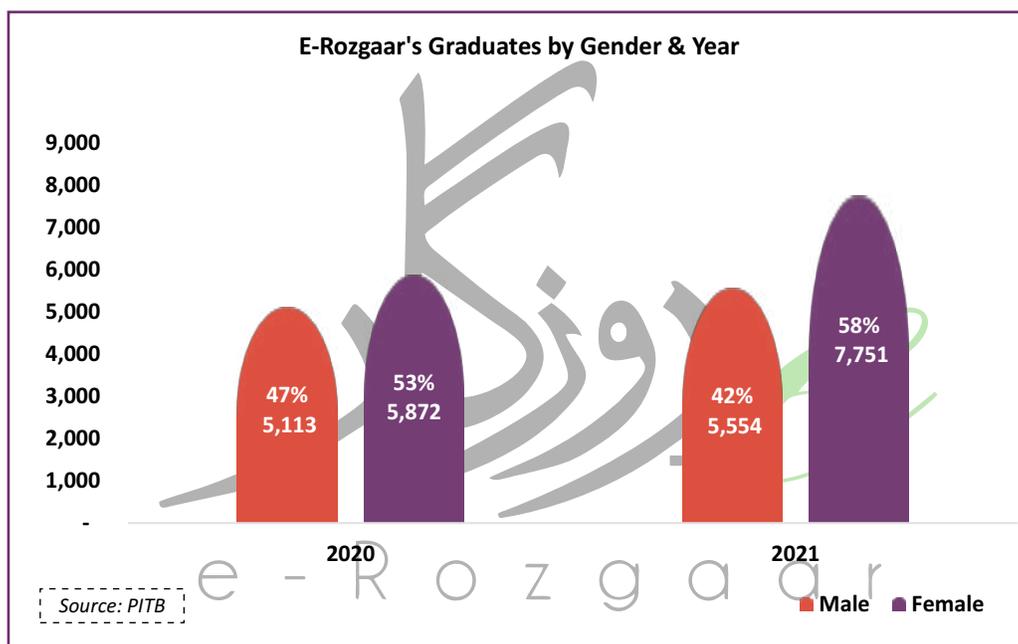


Figure 6.26

6.3.3 APO & NPO Programs

The Federal Ministry of Industries nominates individuals for trainings conducted by Asian Productivity Organisation (APO) and National Productivity Organisation (NPO) on a wide range of programs/topics. For all the trainings conducted in 2020-21, there were 3,650 male participants from Punjab in contrast to 471 female participants with a 0.13 GPI.

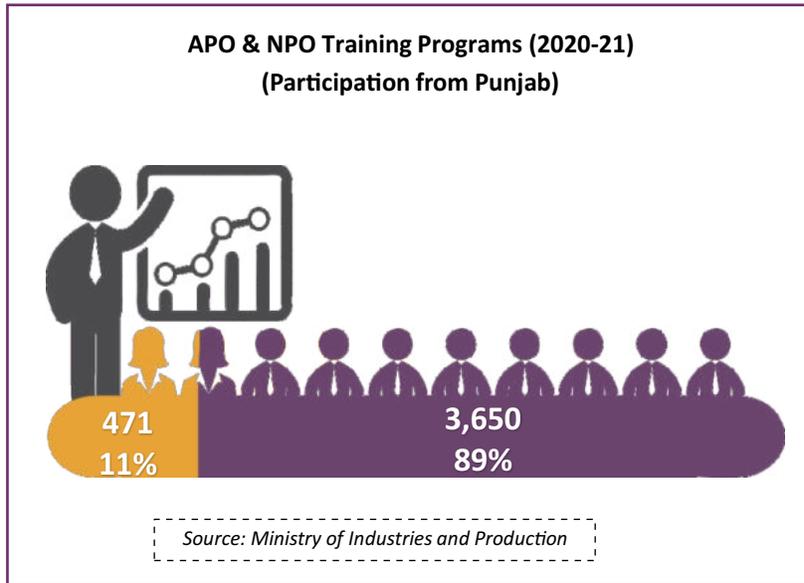


Figure 6.27

6.3.4 SMEDA

SMEDA organizes training programs to help improve major performance indicators like; productivity, competitiveness, quality and knowledge management. These training help SMEs achieve ISO compliance and WTO requirement easier and faster.²⁸⁴ In 2020, a sum of 2,228 people received training under SMEDA, which increased by 136 percent in 2021. Of the total 5,264 participants in 2021, 4,194 were male and 1,070 were female with a GPI of 0.26.

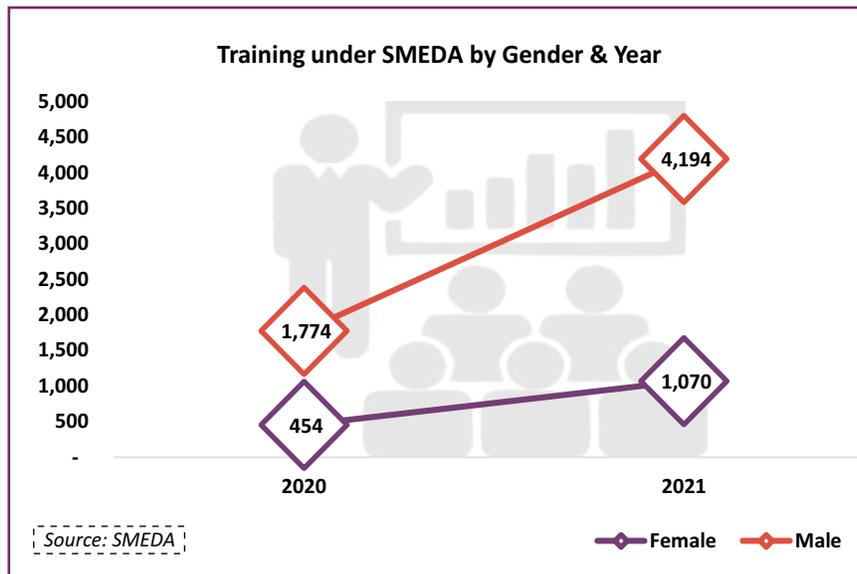


Figure 6.28

SMEDA provides need-based training related to business & trade, awareness & opportunities for upcoming businesses, entrepreneurial, financial and freelancing. The data reveals that more than 50 percent of the female trainees participated in business and trade-related workshops and training, followed by seminars and conferences on upcoming business opportunities (26 percent).

284 (SMEDA, n.d.)

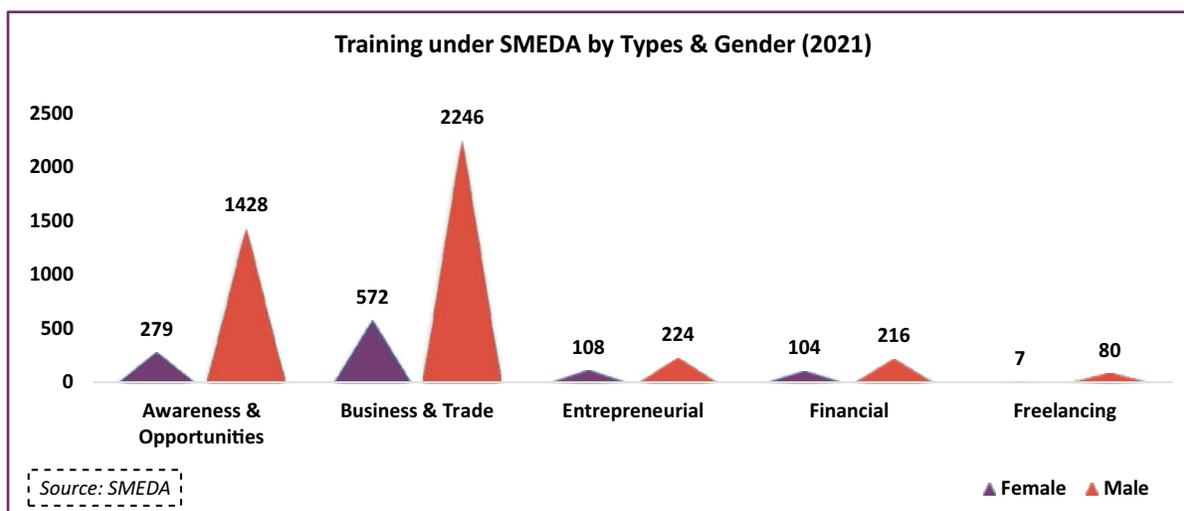


Figure 6.29

6.4 Access, Ownership and Control of Physical Resources

The rights of women over the physical resources come from the intersection of two issues; a question of women's right to own, inherit, administer the physical resources in their own name and at the same time the right to possess, acquire, manage, enjoy and dispose of the resources. Cultural and collateral restraints are major reasons for this gender gap.

The assets indicator examines gender differences in property and inheritance law. Providing women with control over assets can increase their bargaining power within the household, increase their autonomy, and possibly modify household investment patterns.²⁸⁵

Punjab Land Record Authority (PLRA) maintains data related to land ownership, sale, purchase, mutations, mortgage mutation and inheritance depicted in the following subsections.

76 (40%) of the 190 economies restrict women's property

Source: Women, Business and the Law 2022

6.4.1 Ownership of Land

The data received on land ownership reveals a significant gender disparity. In 2021, there are 25.9 million landowners in Punjab, of which 17.7 million (69 percent) are men and 8.1 million (3 percent) are female landowners with a GPI of 0.46.

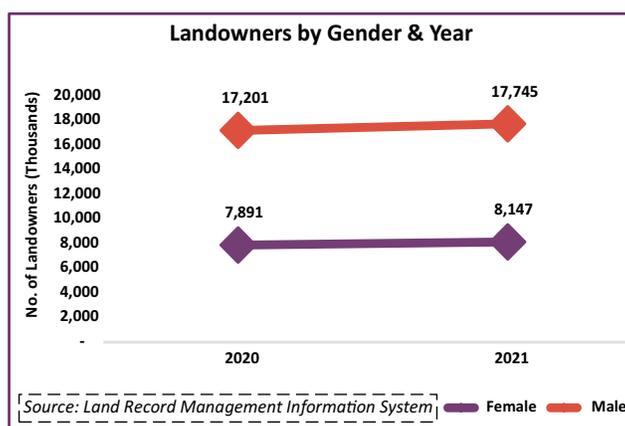


Figure 6.30

District-wise data also highlights the gender disparity among landowners in different districts of Punjab. District Jhang, with 611,847 male owners and 213,912 female owners, depicts the lowest GPI (0.349) followed by Kasur (0.351) and Bahawalnagar (0.353). Whereas, district Chakwal, with 501,942 male and 340,462 female owners, has the highest GPI of 0.68 followed by Rawalpindi and Jehlum.

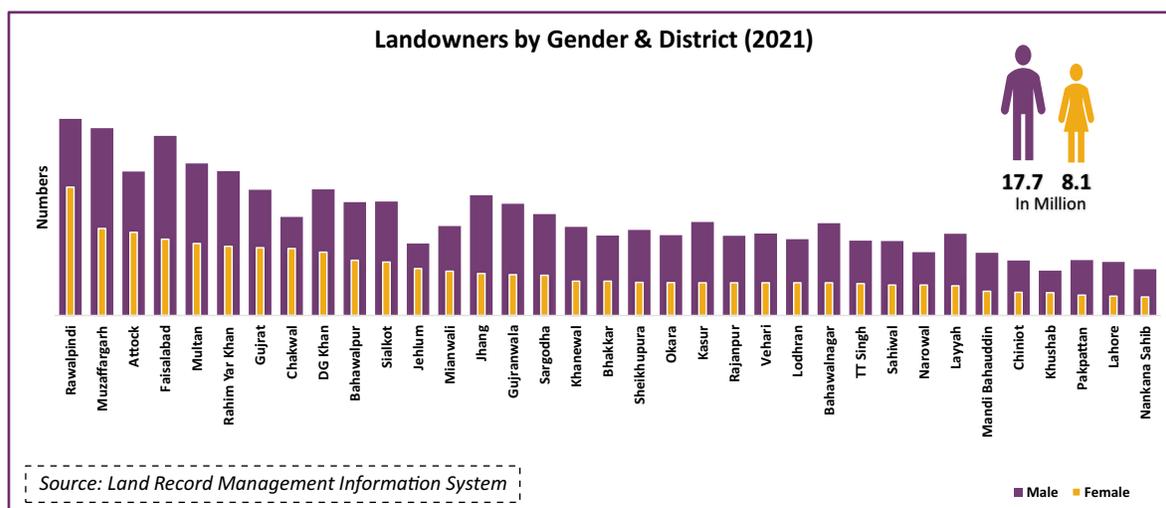


Figure 6.31

6.4.1.1 Average Landholding

In 2021, the average value of landownership in Punjab is 3998.7 sq. meters. However, the average value of land ownership by men is 5,781.6 sq. meters and that by women is 2,215.7 sq. meters with a GPI of 0.38 which is lesser than the GPI of land ownership in Punjab.

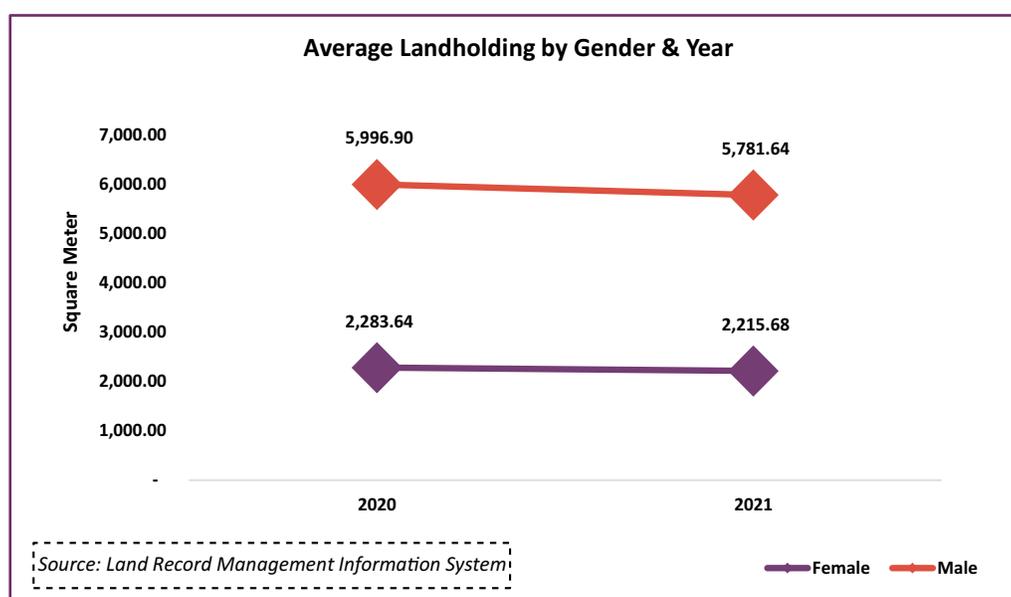


Figure 6.32

Khushab has the lowest GPI (0.28) where the average landholding by men is 13,031 sq. meters as compared to 3,692 sq. meters by women followed by Mianwali (0.32) and Mandi Bahauddin (0.33). Multan, on the other hand, has the highest GPI of 0.48 with an average 2,989 sq. meters owned by men and 1,447 sq. meters by women followed by Lodhran (0.47) and Pakpattan (0.46).

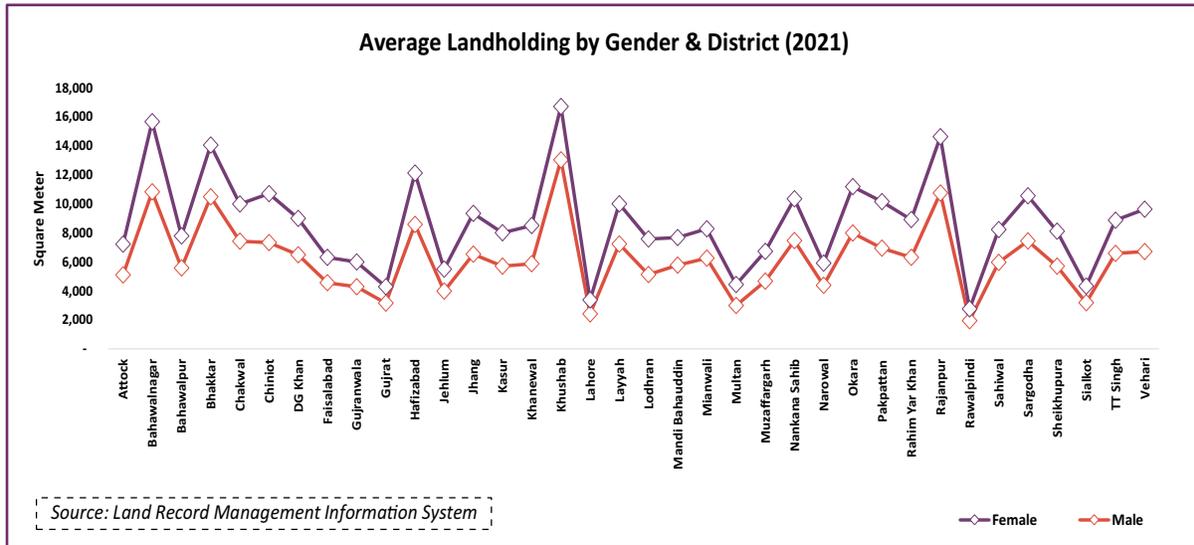


Figure 6.33

6.4.1.2 Mutations

Sale and Purchase (Non-Warasati Intiqals)

In 2021, *intiqals* or property transfers were made in the name of 4.14 million people, which is 43 percent higher than 2020. Of the total 4,145,181 *intiqals* in 2021, 2,780,744 are male buyers and 1,364,437 are female buyers with a GPI of 0.49.

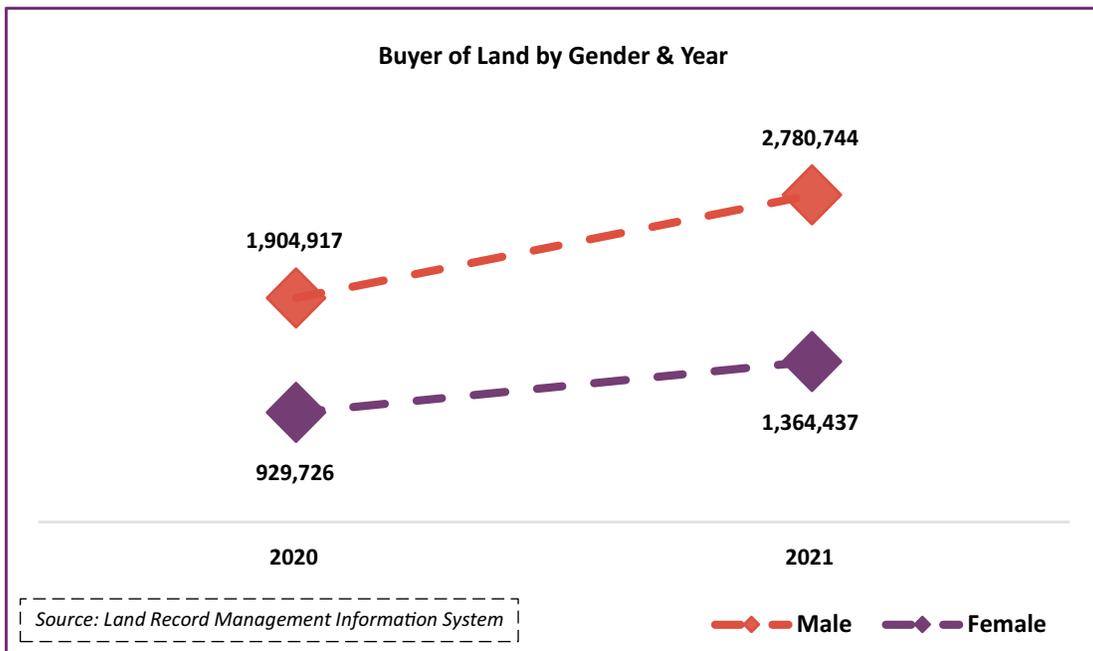


Figure 6.34

In 2021, 2,537,239 people sold their land of which, 1,840,654 (72.5 percent) are men and 696,585 (27.5 percent) are women with a GPI of 0.38.

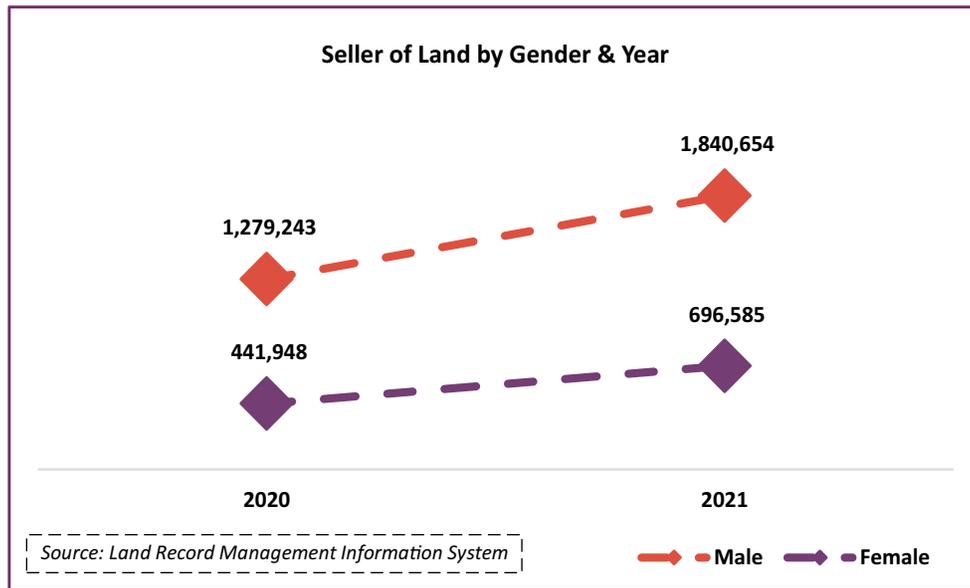


Figure 6.35

Mortgage-Mutation

In 2021, PLRA registered 134,473 mortgage mutations, of which 127,086 were male mortgagers and 7,387 were female mortgagers with a very low GPI of 0.06.

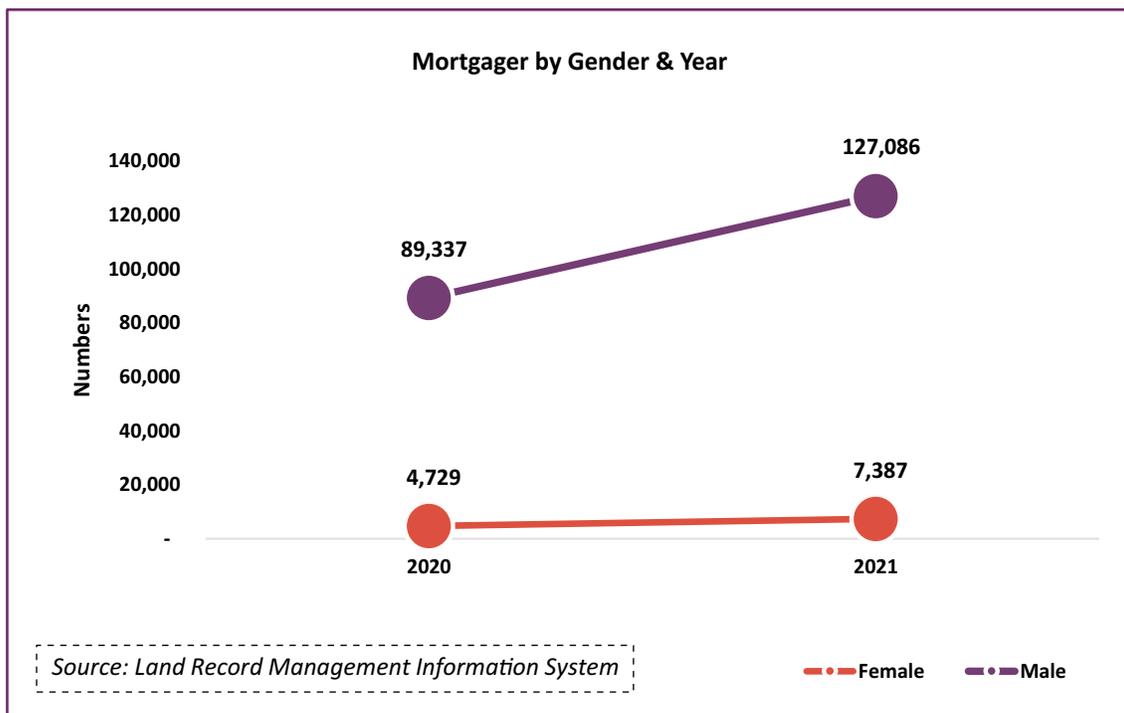


Figure 6.36

District-wise data reveals that Mandi Bahauddin has a GPI close to zero (0.018) with 2,592 male and only 49 female mortgagers, followed by Rajanpur (0.02) and Bhakar (0.03). However, the districts with the highest female participation still reflect a poor GPI like Multan where 4,022 male and 453 females mortgaged their property with a GPI of 0.11.

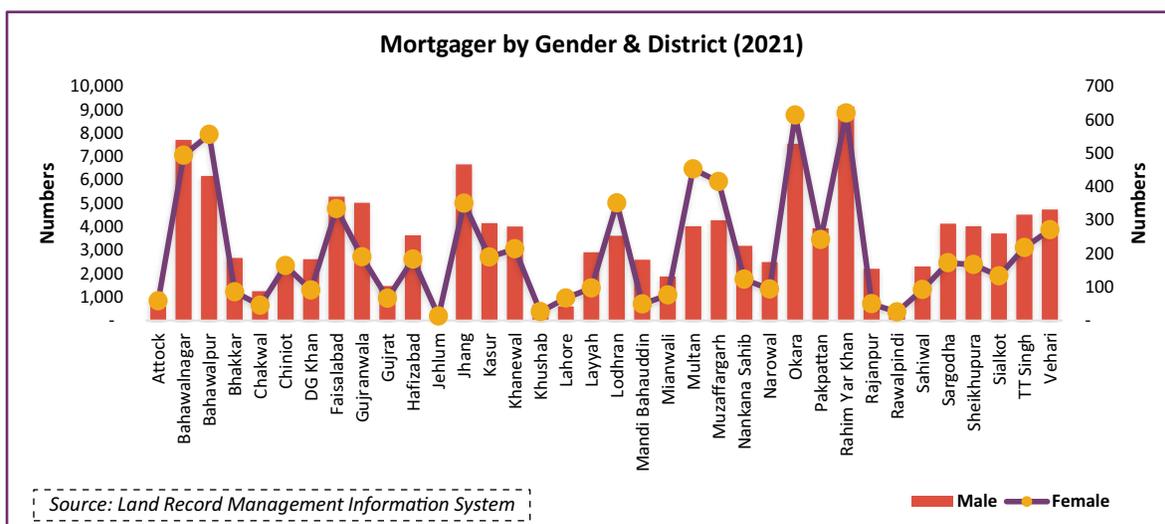


Figure 6.37

The area of mortgaged land has increased by 33.7 percent from 205,056 acres in 2020 to 274,102 acres in 2021. Of the total area mortgaged in 2021, 258,835 acres (94 percent) are mortgaged by men and 15,267 acres (6 percent) by women with a 0.06 GPI.

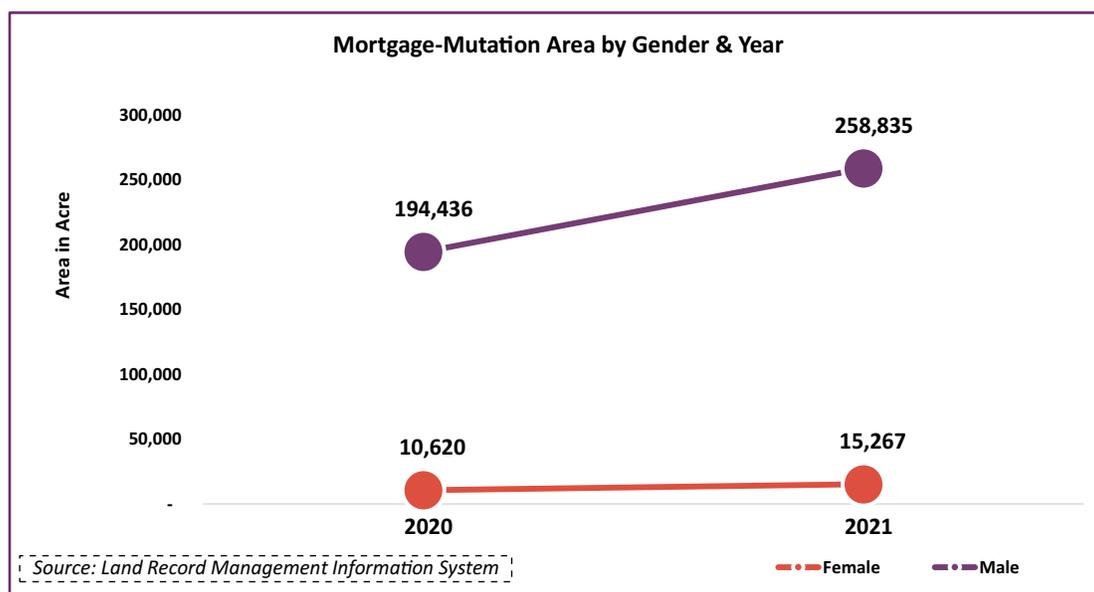


Figure 6.38

6.4.1.3 Inheritance Mutations (Warasati Intiqals)

In 2021, 2,300,723 people inherited property from 414,437 deceased. The number of male deceased is 302,171 (72.9 percent) and female deceased is 112,266 (27.1 percent). However, the ratio of legal heirs depicts greater gender parity, where 1,157,039 men (50.3 percent) and 1,143,684 women (49.7) inherited property from the deceased with a GPI of 0.99.

The parity in inherited property can be attributed, or at least in part, to the Punjab Land Revenue Act amended in 2012 and later in 2015. The act helps protect women's inheritance rights, ensuring a definite share of women in the property as per the succession law.²⁸⁶ Moreover, the digitization of land records has tremendously contributed to protecting women's land rights. The PLRA provides special facilitation to senior citizens and working women operated by female staff.²⁸⁷

286 (Inheritance Rights, n.d.)

287 (Land Records Go Digital In Punjab, Pakistan, 2016)

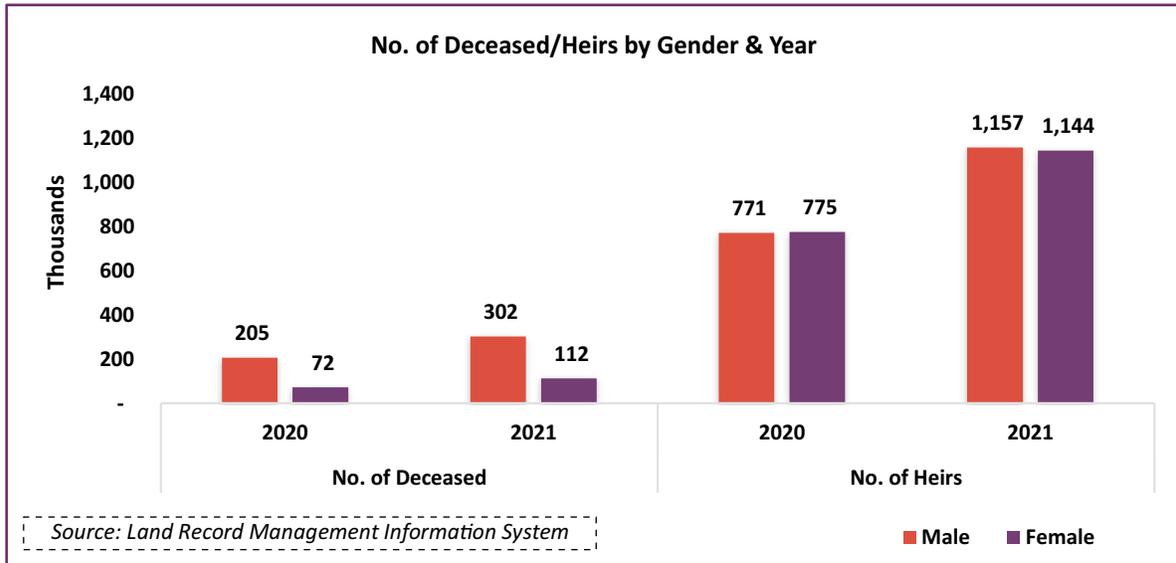


Figure 6.39

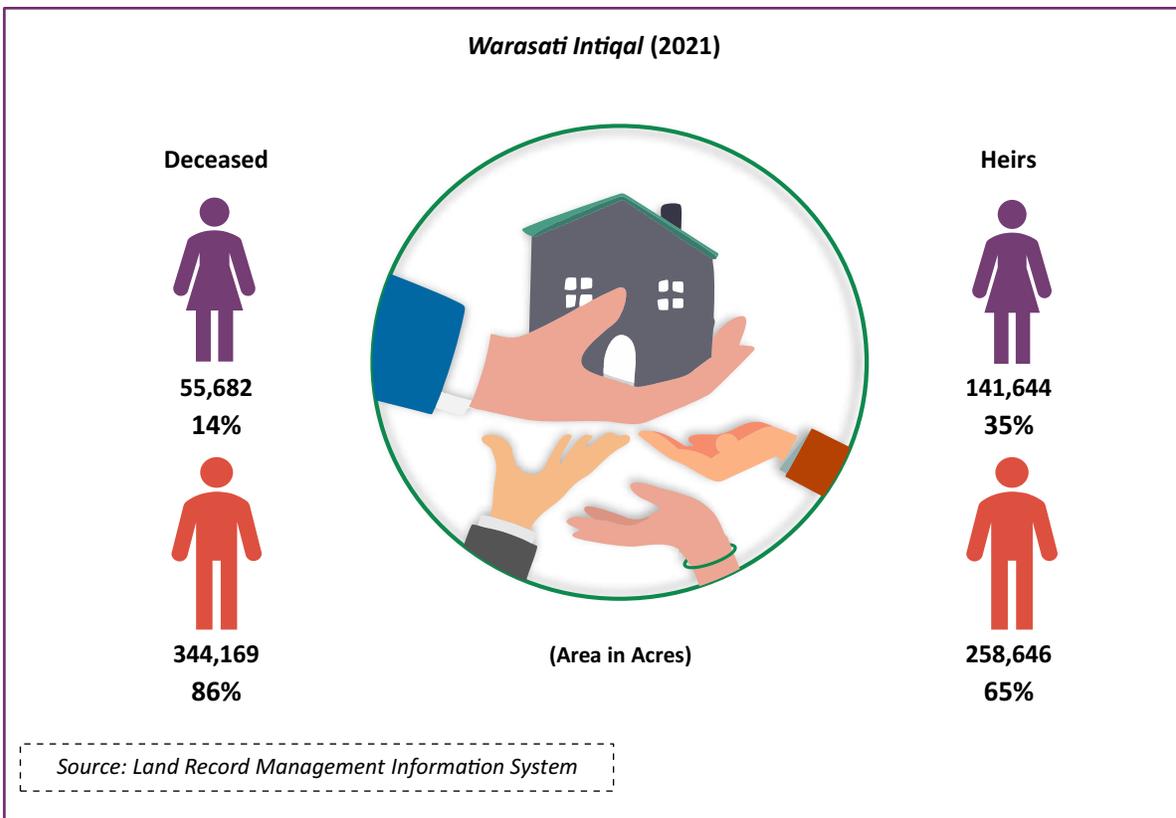


Figure 6.40

6.4.1.4 Land Disputes In Punjab

In 2020, 225 people reported a land dispute to PLRA, of which 165 (73.3 percent) were men and 60 (26.7 percent) were women. However, in 2021, the number of reported land disputes increased by 45 percent to 327, of which, 236 (72.1 percent) were men and 91 (27.8 percent) were women as shown in Figure 6.41.

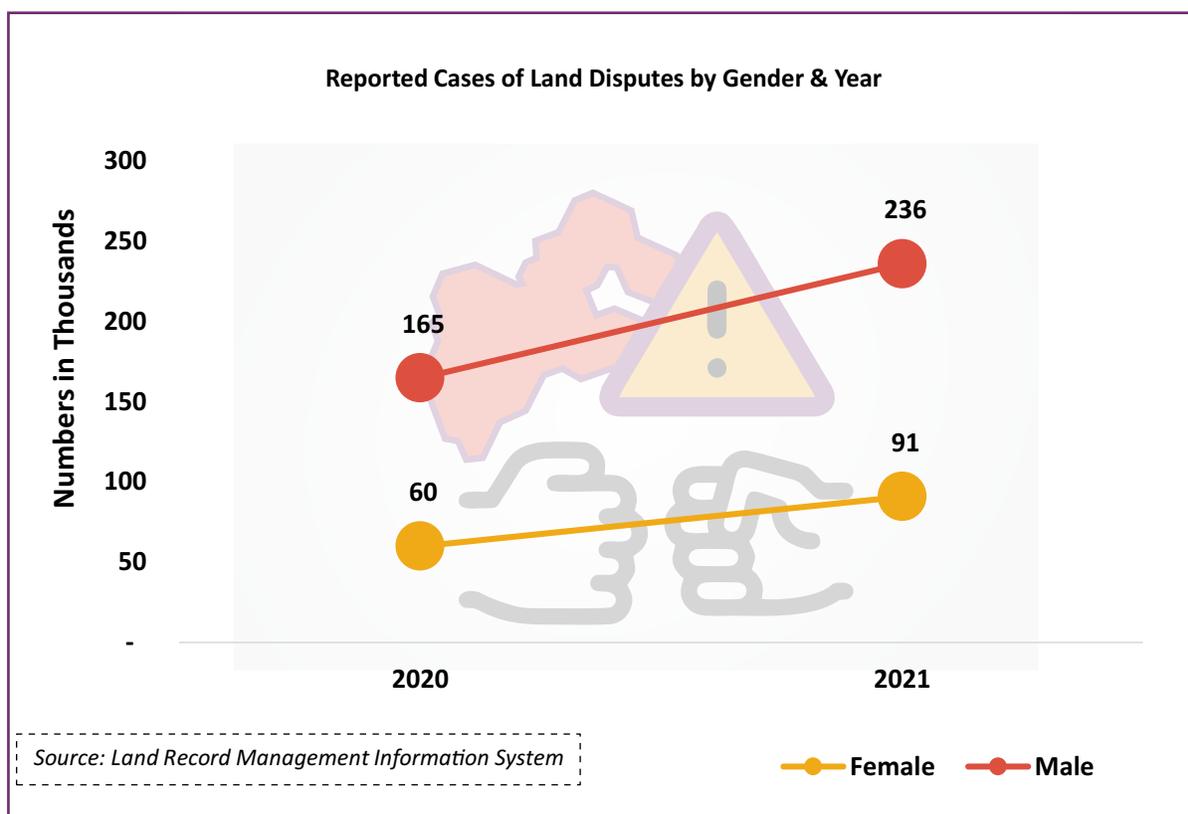


Figure 6.41

6.4.2 Transportation and Women's Mobility

6.4.2.1 Vehicle Ownership in Punjab

Figure 6.42 shows that in 2020, 922,343 people owned vehicles of which 907,881 (98.4 percent) were male and 14,462 (1.6 percent) were female owners. The number increased by 50.3 percent to 1,386,741 in 2021, of which 1,363,202 (98.3 percent) were male and 23,539 (1.7 percent) were female owners with a very low GPI of 0.02.

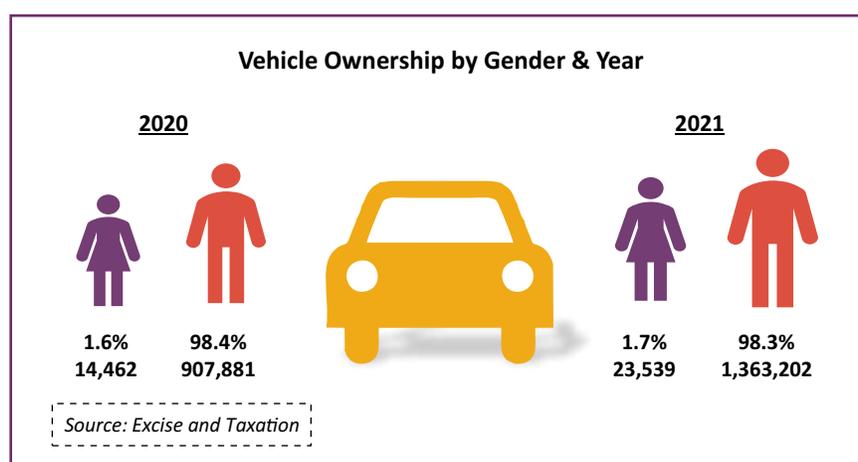


Figure 6.42

6.4.2.2 Driving Licenses

In 2020, 155,296 motorcar/jeep and motorcycle/bike licenses were issued, where 144,921 (93.3 percent) were issued to men and 10,375 (6.7 percent) to women and a GPI of 0.07. However, in 2021, 164,877 licenses were issued, where 152,734 (92.7 percent) were issued to men and 12,143 (7.4 percent) to women and the GPI slightly improved to 0.08 as shown in the Figure 6.43.

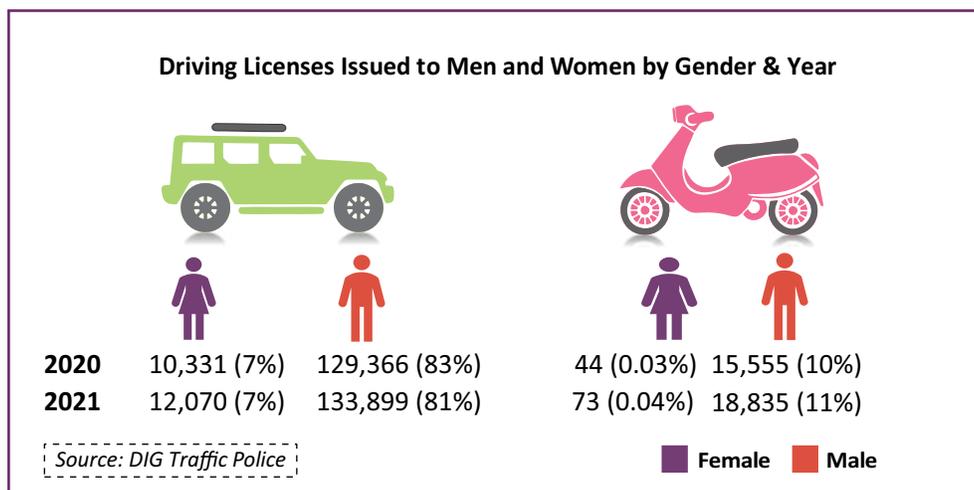


Figure 6.43

Significant disparities exist between men and women in all districts of Punjab (Figure 6.44). District Rajanpur has the lowest GPI (0.015) where 608 men and only 9 women were issued driving licenses followed by Mianwali (0.02) and Bhakar (0.03). Lahore has the highest GPI (0.17) which is still very low where 18,735 men and 3,163 women were issued driving licenses.

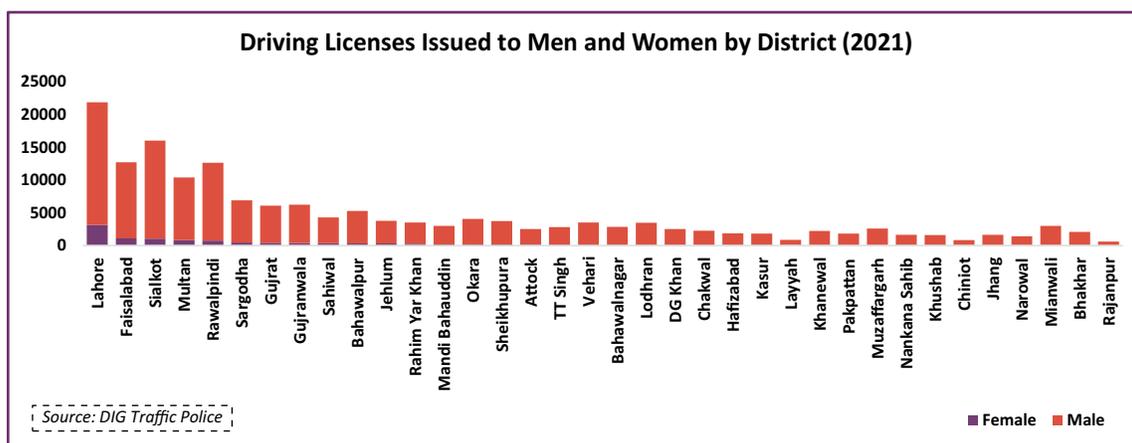


Figure 6.44

6.5 Access, Ownership and Control of Financial Resources

Money is at the centre of concern when embarking on an entrepreneurial project. It should not be an obstacle to a business's creation, takeover or development.²⁸⁸ This is why financial support and access to banks and credit must be facilitated for women entrepreneurs.

Access to finance includes but is not limited to products offered by banks (accounts, credit/debit cards), and microfinance institutions. Financial access is a major hurdle, leaving women with an estimated \$1.7 trillion of unmet demand for credit.²⁸⁹ Although women's borrowing behaviour tends to be similar to that of men, their access to financial services is only 77% that of men.²⁹⁰ 70% of women-owned SMEs in developing countries are underserved or not served at all by financial institutions.

288 (Charis, 2017)

289 (Creating Markets, Annual Report, 2017)

290 (How Advancing Women's Equality Can Add \$12 Trillion To Global Growth, 2015)

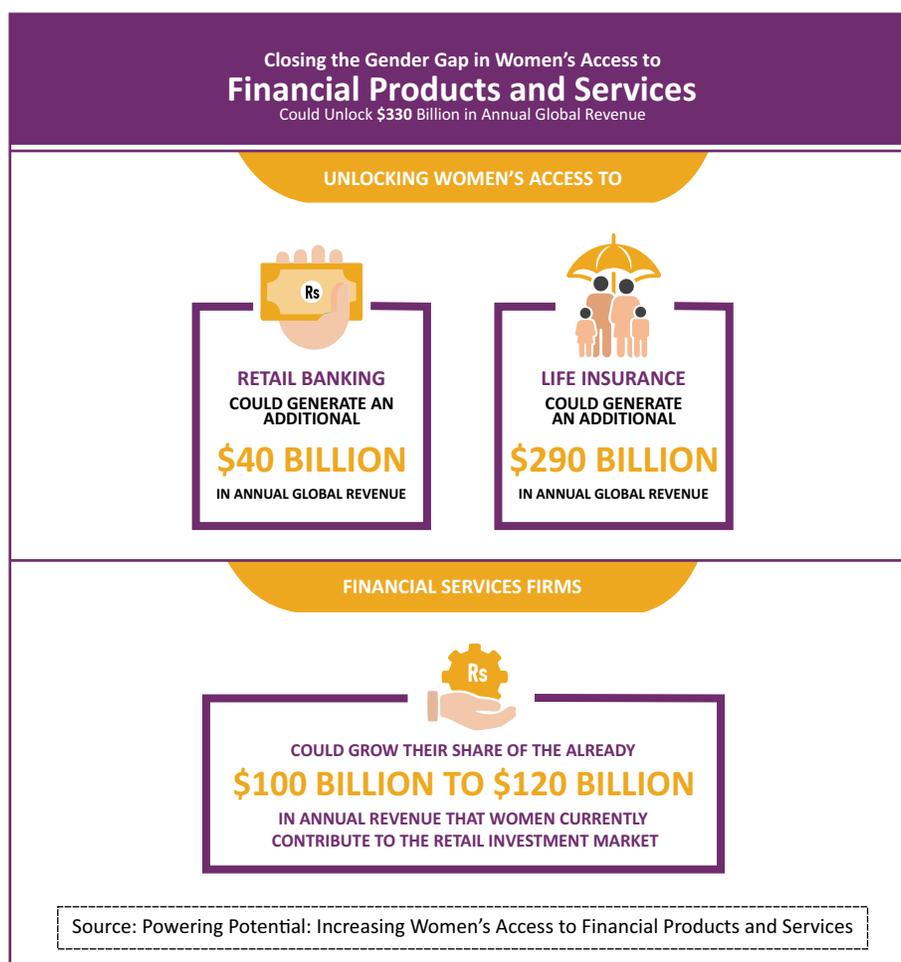


Figure 6.45

In Pakistan, stark differences exist between the two genders when it comes to financial inclusion, where men are more likely to be included financially as women. This can be mainly attributed to inadequate policies (and implementation gaps) and gender bias in lending institutions along with socio-cultural norms, lesser women's mobility, and low literacy. Pakistan has witnessed its gender gap, in overall account ownership, narrowed down from 28 percent in 2017 to 15 percent in 2021. However, women in Pakistan still make up more than half of the unbanked population.²⁹¹

The State Bank of Pakistan has tried to address the gender gap in Pakistan's financial sector with a variety of interventions and policy measures. SBP has recently launched a "Banking on Equality Policy" which aims to increase the outreach of financial products & services, and financial instruments for women entrepreneurs to an ambitious target of 20 million active digital accounts by 2023.²⁹²

Policy Interventions by SBP²⁹³

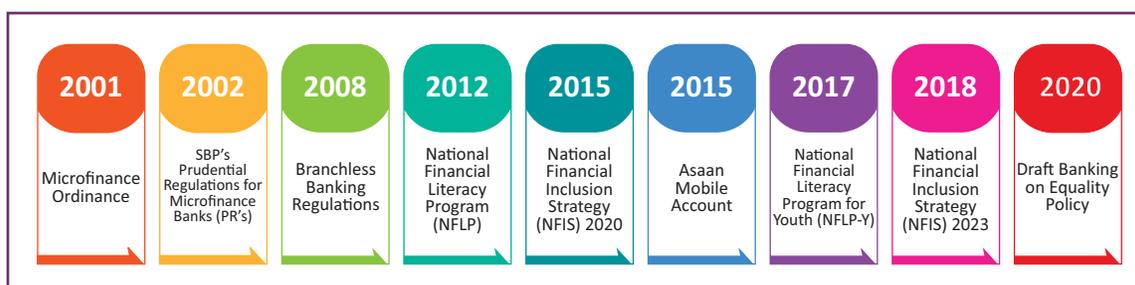


Figure 6.46

291 (The Global Findex Database 2021)
 292 (What is Banking on Equality Policy?, 2021)
 293 (Banking on Equality, n.d.)

6.5.1 Access to Banking Services

Currently, there are 33 SBP-regulated financial institutions in Pakistan.²⁹⁴ For the purposes of this report, data received from the Bank of Punjab (BOP), First Women Bank Limited (FWBL) and Zarai Tarqiati Bank Limited (ZTBL) and Pakistan Microfinance Network (PMN) will be analysed.

6.5.1.1 The Bank of Punjab

Ownership of Accounts

As per the data received from BOP, in 2020, there were 1,096,852 male- and 384,940 female-owned active accounts with a GPI of 0.351. However, in 2021, there are 1,217,486 (74.3 percent) male- and 421,812 (25.7 percent) female-owned active accounts with a slightly lower GPI of 0.346.

Of the total 1,639,298 active accounts, there are 265,649 current accounts, 150,420 savings accounts and 5,743 loan accounts. Women's share is highest in saving accounts with a GPI of 0.45 followed by current accounts (GPI 0.32) and loan accounts (GPI 0.11).

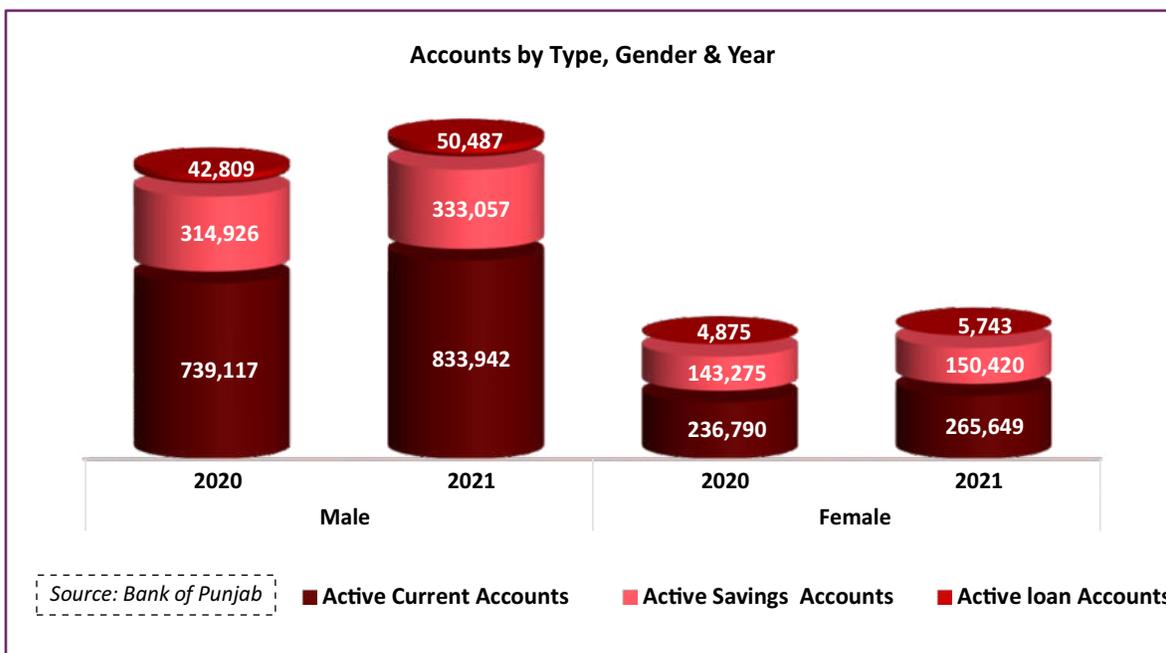


Figure 6.47

District-wise data for active current accounts shows that district Rajanpur has the highest gender disparity where 22,825 (86 percent) men and only 3,643 (14 percent) women own an account with a GPI of 0.16, followed by Chiniot (0.18) and Pakpattan (0.22). Whereas, Attock has the lowest disparity in male (79 percent) and female (21 percent) owned active accounts and a GPI of 0.41 followed by Rawalpindi and Gujrat (0.40).

294 (SBP Regulated Institutes)

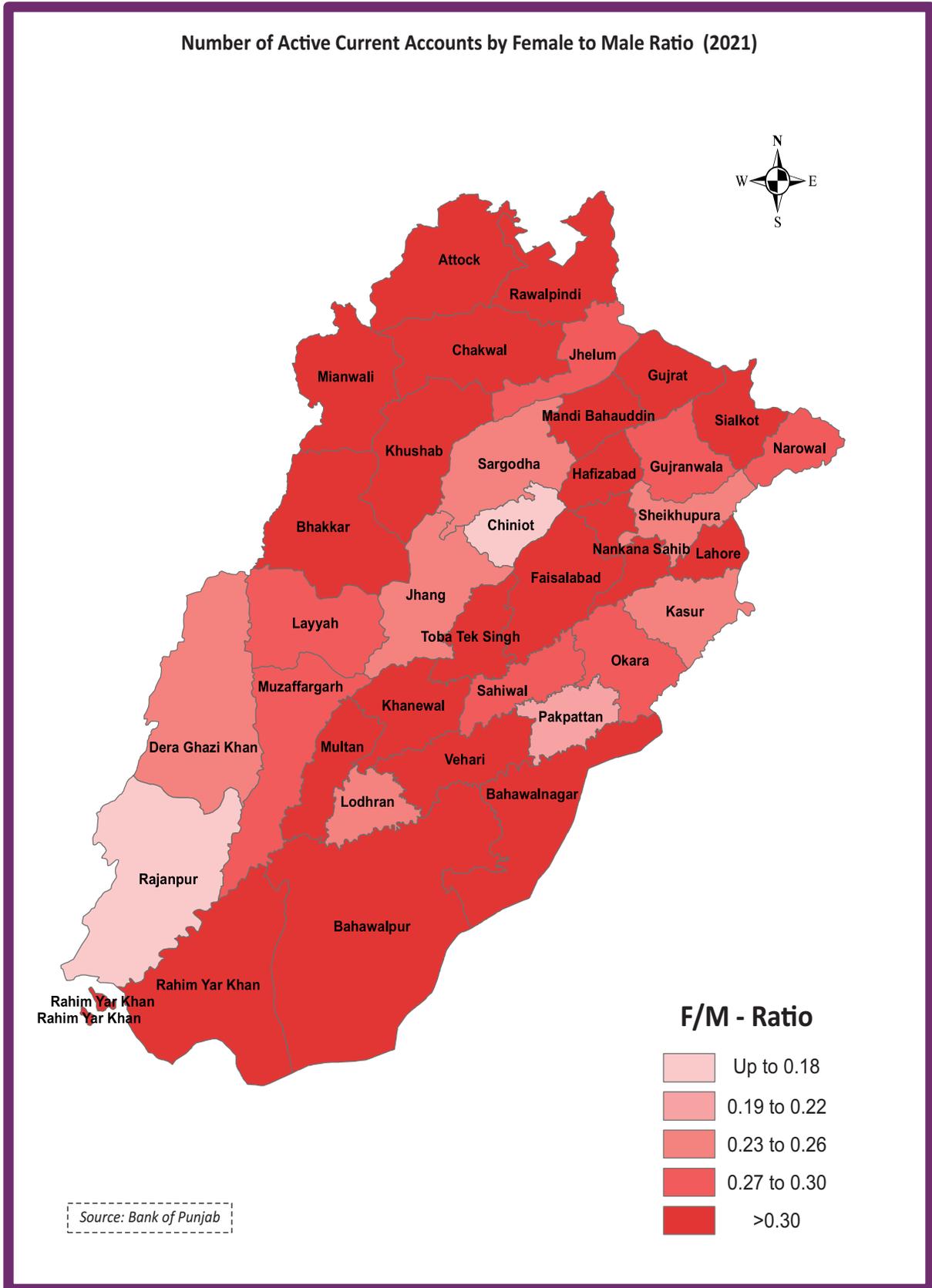


Figure 6.48

District Sheikhupora and Rajanpur have the lowest numbers of female loan accounts, with a GPI of 0.05 and 0.06, respectively. However, the districts with the highest numbers of female loan accounts, Muzaffargarh (14 percent) and Lahore (13 percent), still have a very low GPI of 0.16 and 0.15, respectively.

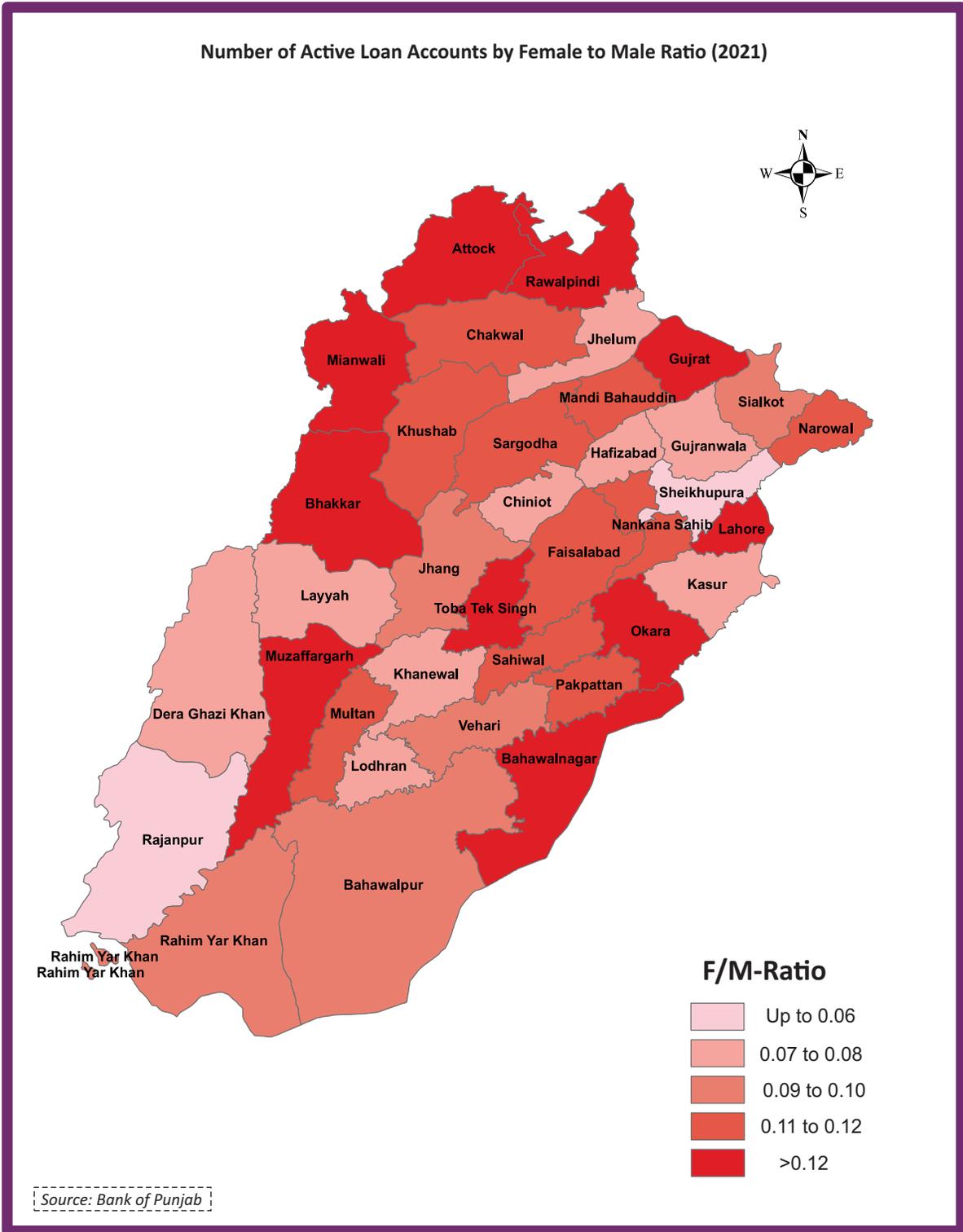


Figure 6.49

Number of Loans Issued

In 2020, BOP issued 15,094 short-term loans (one to three years) of which 13,229 (87.6 percent) were issued to men and 1,865 (11.5 percent) to women. In 2021, the number increased by 7.3 percent to 16,203, of which, 14,315 (88.3 percent) were issued to men and 1,888 (11.7 percent) to women with a GPI of 0.13.

Share of women in long-term loan accounts (three years and above) is even lesser. In 2020, BOP issued 6,525 long-term loans of which 5,801 (88.9 percent) were issued to men and 724 (11.1 percent) to women. In 2021, the number increased by 216 percent to 20,629, however, this does not affect the female share in long-term loans. Of the total, 18,365 (89 percent) were issued to men and only 2,264 (11 percent) to women with a GPI of 0.12.

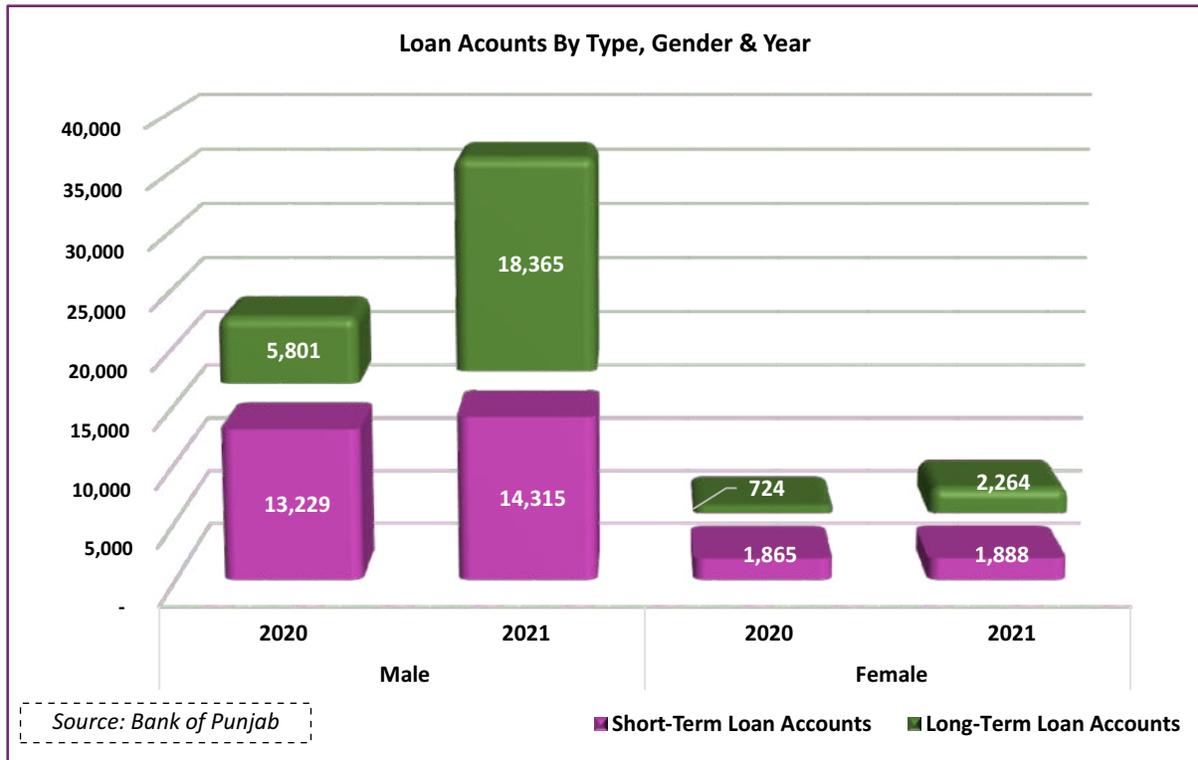


Figure 6.50

The gender gap is even more profound in the value of loans issued to men and women. As per the data, in 2021, the value of loans issues was Rs. 43,914 million, of which Rs 40,302 million (91.8 percent) were issued to men and Rs. 3,611 million (8.2 percent) were issued to women and the GPI is 0.09.

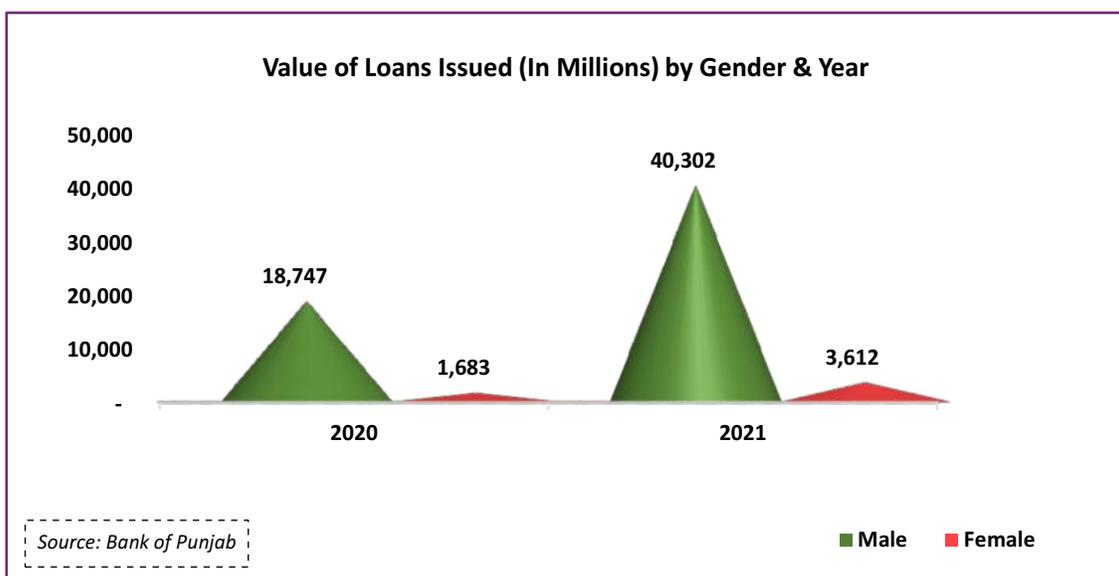


Figure 6.51

6.5.1.2 First Women Bank Limited

Ownership of Accounts

As per the data received by the First Women Bank Limited (FWBL), in 2020, there were 8,326 active accounts in FWBL of which, 4,041 (48.5 percent) were men-owned accounts and 4,285 (51.5 percent) were female accounts, the GPI is 1.06. In 2021, out of 10,271 active accounts in FWBL, 5,234 (51 percent) were men-owned accounts and 5,037 (49 percent) were female accounts and a GPI of 0.96.

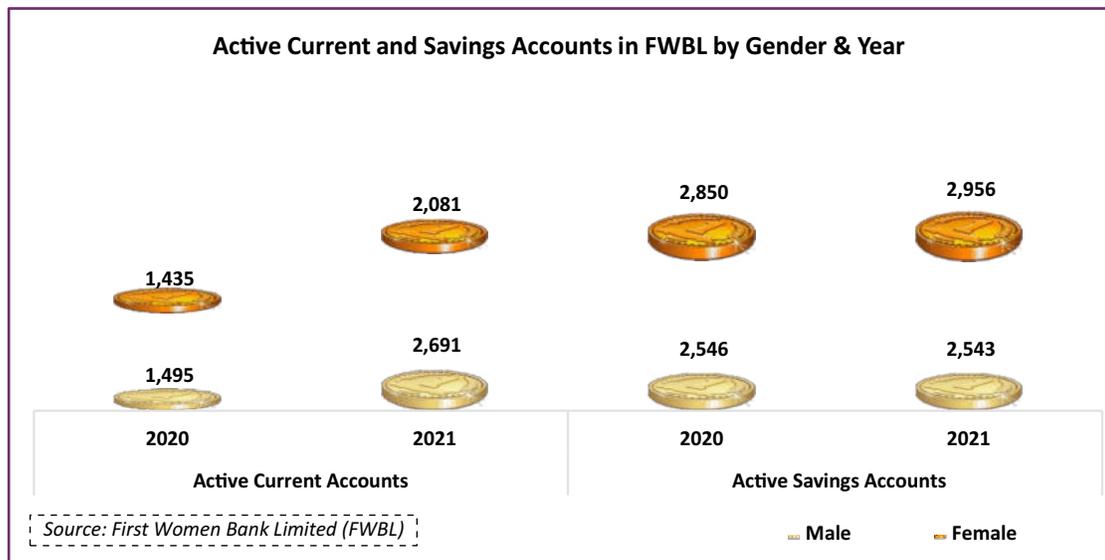


Figure 6.52

The share of female-owned loan accounts is very low as compared to active accounts in FWBL. Of the total 906 loan accounts in 2020, 727 (80.24 percent) were male loan accounts and 179 (19.76 percent) were female. However, in 2021, the total number fell by 58.5 percent to 376, of which, 276 (73.4 percent) were male and 100 (26.6 percent) were female-owned accounts with a GPI of 0.36.

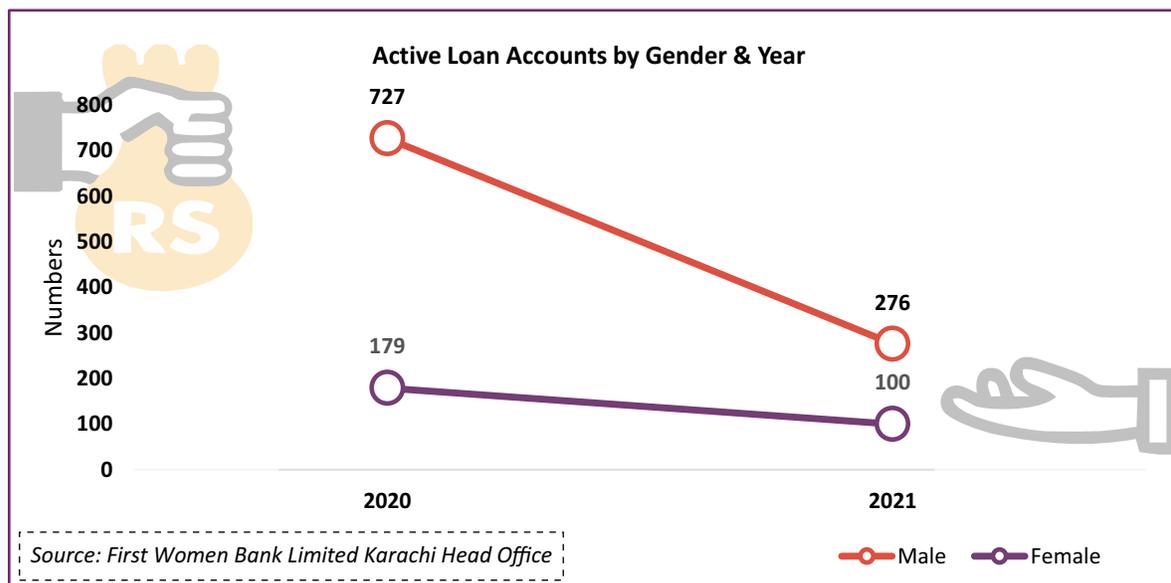


Figure 6.53

Women's share in the value of loans issued by FWBL is even lesser than the number of loan accounts. Of the total Rs 10,027.55 million loans issued in 2020, Rs 9,926.93 million (99 percent) were issued to men and Rs 100.62 million (1 percent) to women. Whereas, in 2021, the total amount fell by 14.4 percent to Rs 8,581.5 million, of which, Rs 8,439.9 million (98.35 percent) to men and Rs 141.6 million (26.6 percent) were issued to women with a GPI of 0.02.

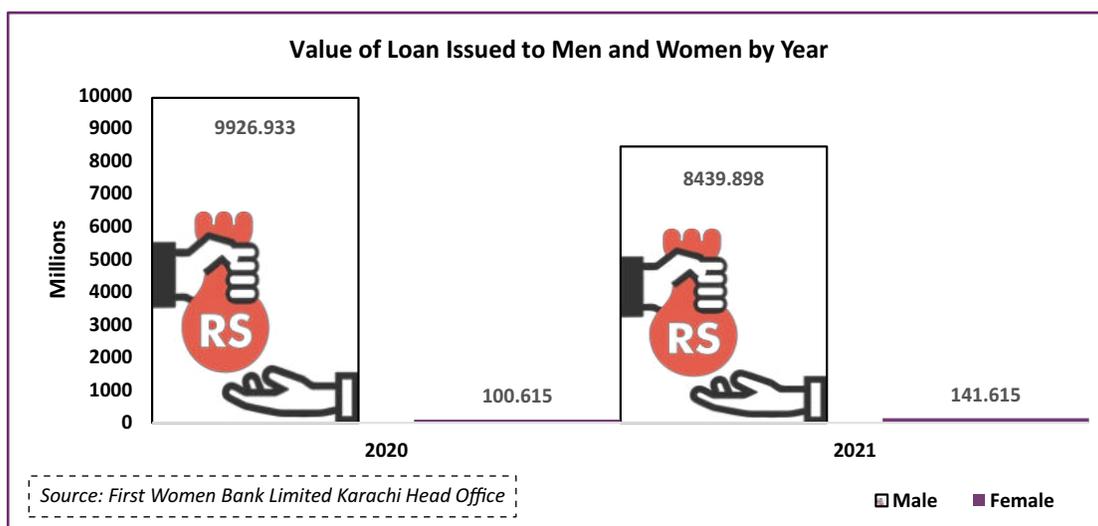


Figure 6.54

In 2020, 647 debit cards were issued, of which 331 (51.2 percent) cards were issued to men and 316 (48.8 percent) cards were issued to women. In 2021, of the total 851 debit cards, 455 (53.5 percent) were issued to men and 396 (46.5 percent) were issued to women with a GPI of 0.87.

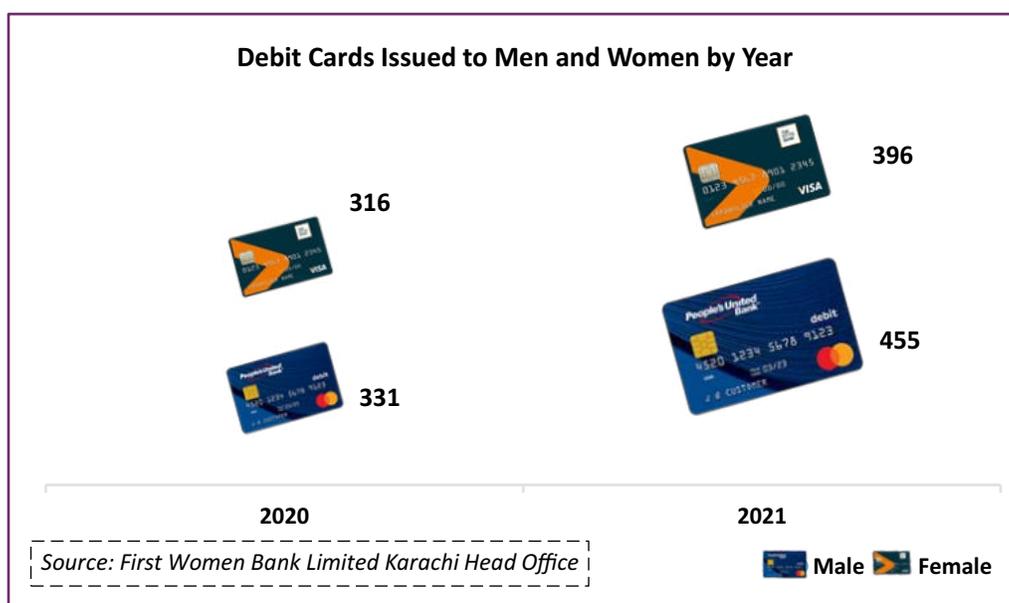


Figure 6.55

6.5.2 Access to Financial Services

Evidence from parts of the developing world suggests the advantages of micro-financing for women towards improving self-sufficiency. The micro-finance credit lending model can comprise of business loans, money transfers and other processes that are potentially believed to provide women with autonomy over their resources. Yet still, financial literacy needs to be inculcated to cultivate the maximum benefits of a micro-finance scheme.

6.5.2.1 ZTBL

In 2020, ZTBL issued 260,053 loans, of which, 245,990 (94.6 percent) were issued to men, 10,622 (4.08 percent) to women and 3,441 (1.32) to joint borrowers. Whereas, in 2021, of the total 262,651 loans issued, 248,137 (94.47 percent) were issued to men, 11,156 (4.25 percent) to women and 3,358 (1.28 percent) to joint borrowers with a very low GPI (0.045).

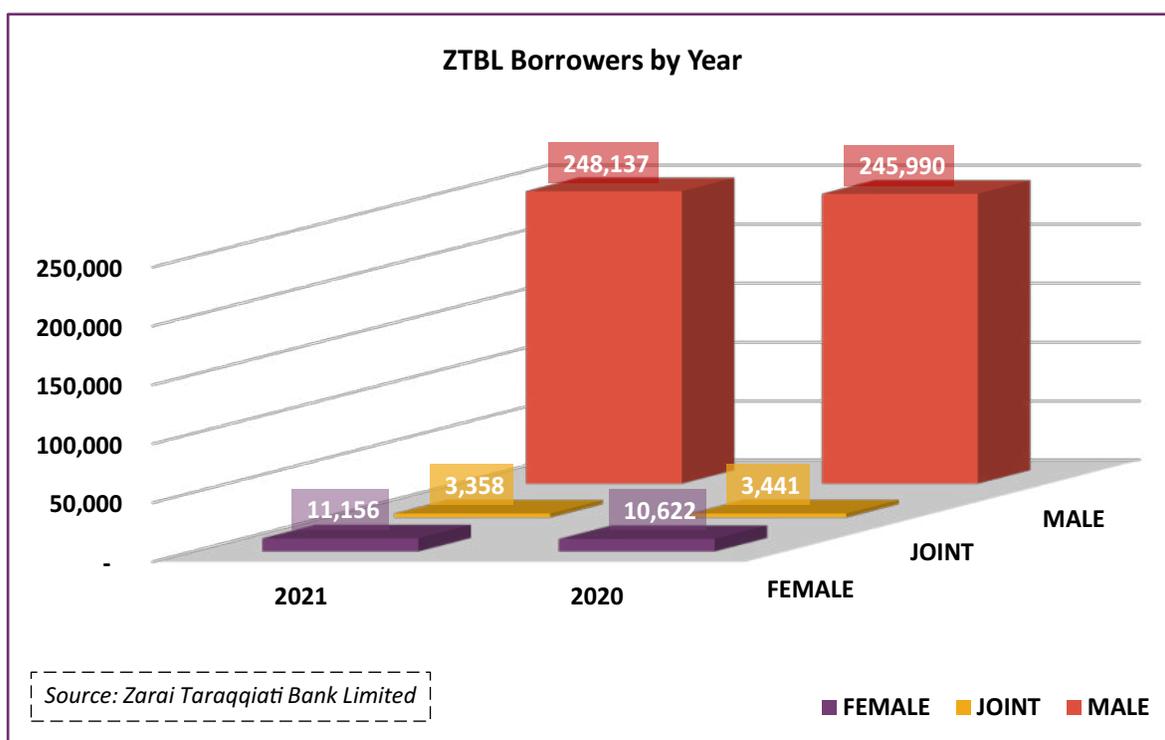


Figure 6.56

District Mianwali has the least share of women in the total number of borrowers, where 3,489 (98.53 percent) are male and 34 (0.96 percent) are female borrowers and a very low GPI of 0.009, followed by Khushab (1.03) and Chakwal (1.04). However, Bahawalpur district has the highest share of female borrowers but still very low as compared to their male counterparts. Of the total, 14,909 (90.34 percent) were male and 1,272 (7.7 percent) were female and a GPI of 0.08.

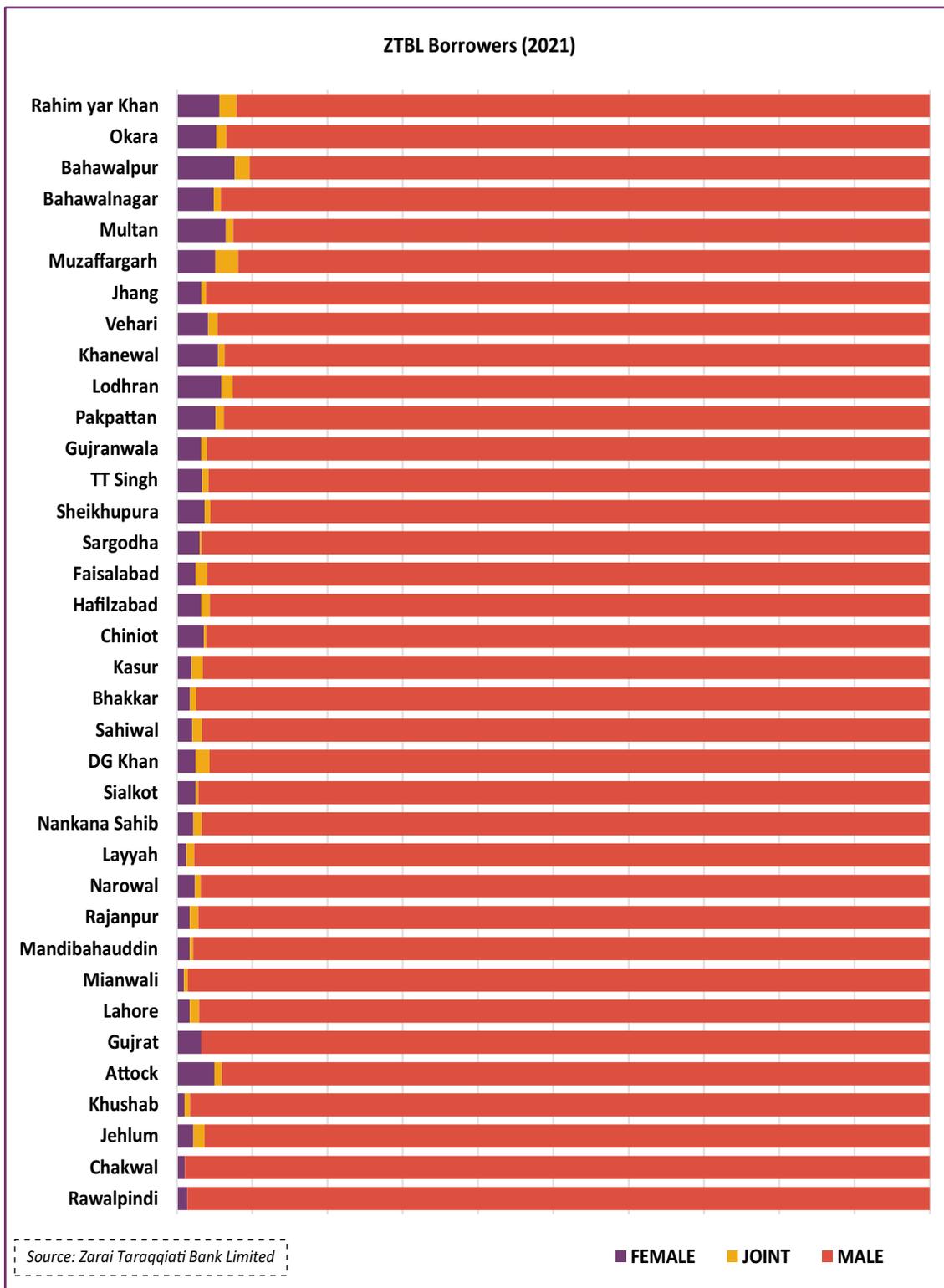


Figure 6.57

ZTBL issued loans of Rs. 53,115.78 million in 2020 of which, Rs. 50,297.94 million (94.7 percent) were issued to men, Rs. 2,439.05 million (4.2 percent) to women and Rs. 378.79 million (0.7 percent) to joint borrowers. However, in 2021, loans of amount Rs. 58,164.72 million were issued, of which, Rs. 55,008.34 million (94.6 percent) were issued to men, Rs. 2,769.79 million (4.8 percent) to women and Rs. 386.60 (0.7 percent) to joint borrowers with a GPI of 0.05.

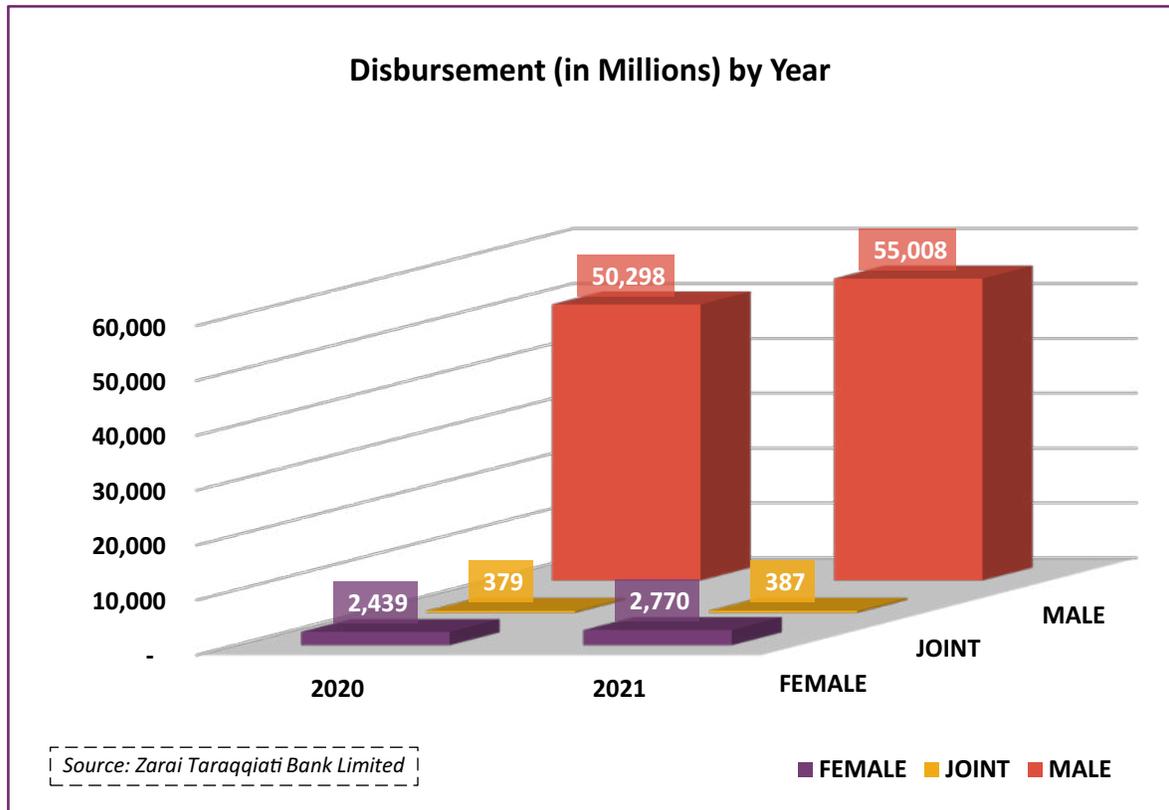


Figure 6.58

In 2021, the share of women in amount of loans disbursed by ZTBL was least in Chakwal. Rs. 64.3 million (99.5 percent) were disbursed to men and only Rs. 0.3 million (0.5 percent) to women with a GPI of 0.005 followed by Minawali (0.01) and Mandi Bahauddin (0.015). The districts with women's highest share are Bahawalpur, where Rs. 3,175.8 million (90.2 percent) loan was disbursed to men and Rs. 310.7 million (8.82 percent) to women, with a GPI of 0.10, followed by Multan (0.08).

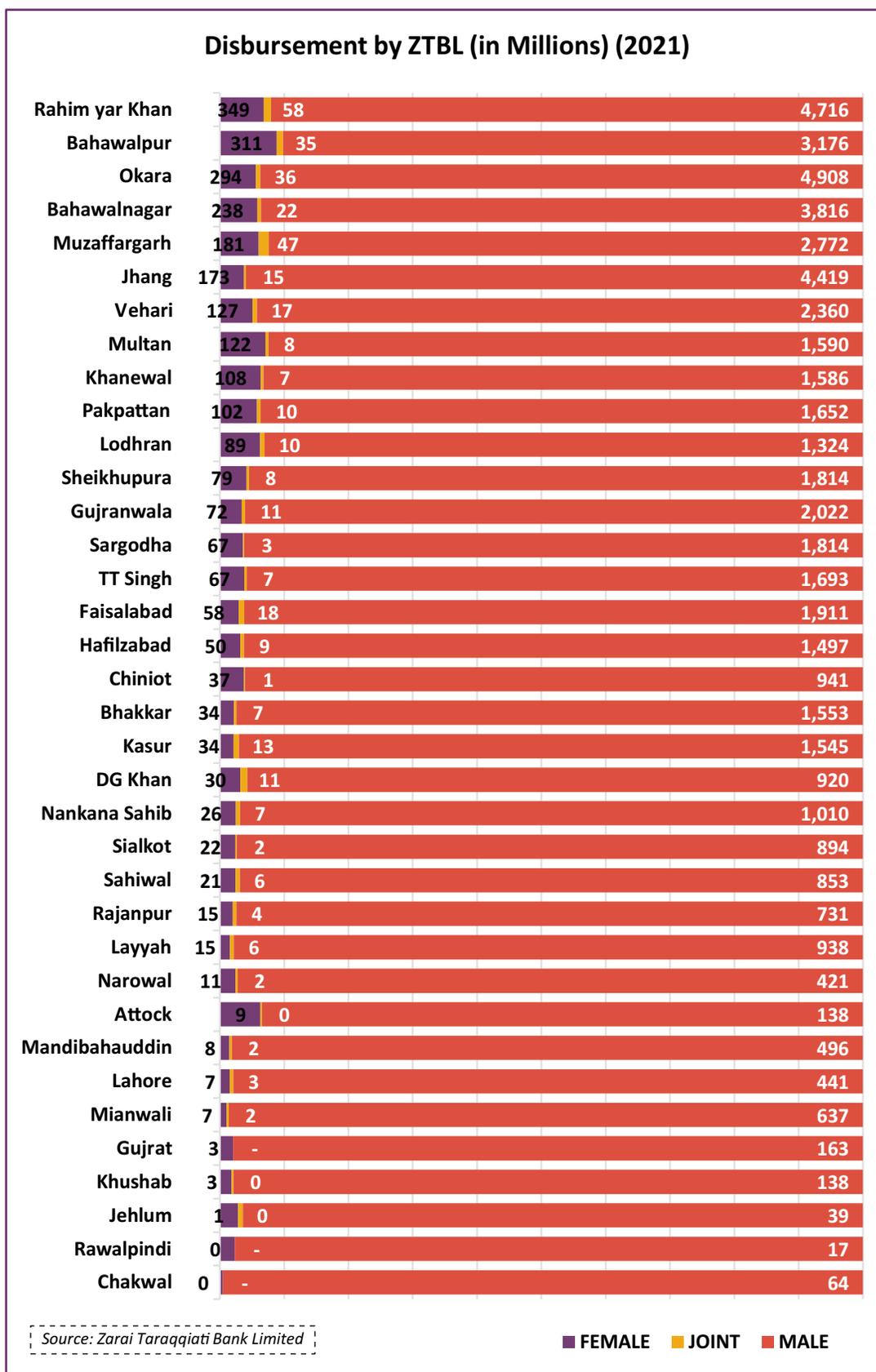


Figure 6.59

6.5.2.2 Pakistan Microfinance Network

In 2020, there were 6.7 million active borrowers of microfinance in Punjab, of which, 3,434,157 (51.5 percent) were male and 3,230,951 (48.5 percent) were female. The number of active borrowers increased by 16 percent to 7.8 million in 2021, however, women's share has declined. Of the total borrowers, 4,412,560 (56.8 percent) are men and 3,348,932 (43.1 percent) are female with a GPI of 0.76.

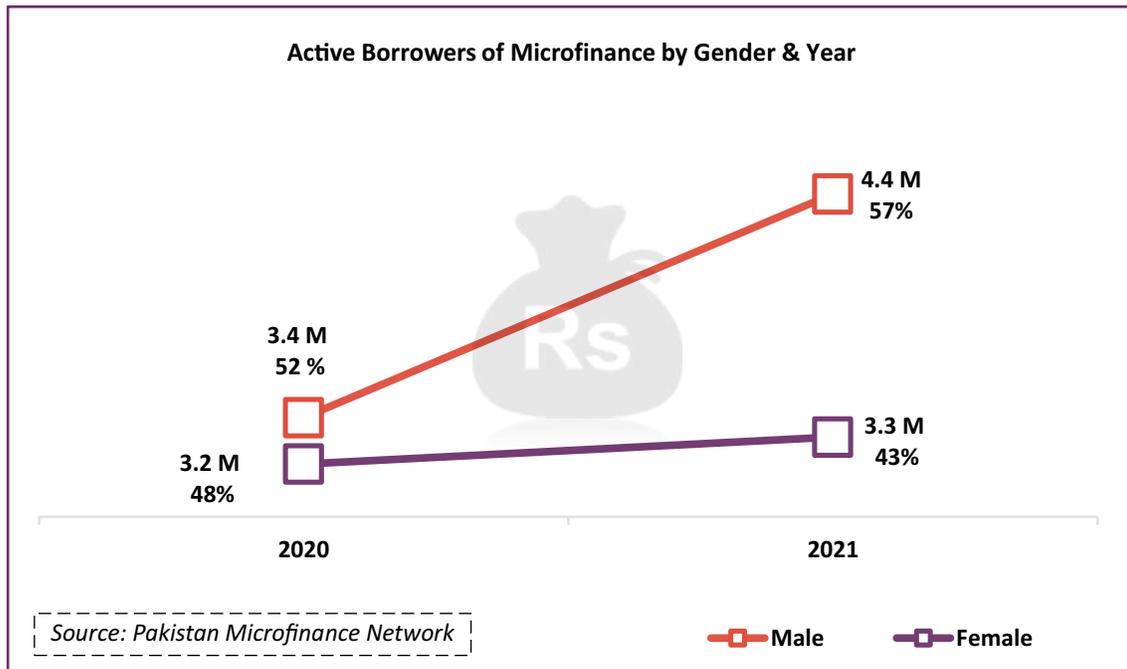


Figure 6.60

Gross Loan Portfolio (GLP) refers to the amount of all the outstanding loans with the borrowers. As per the data received by PMFN, in 2020, the GLP was Rs. 314.9 billion of which the GLP of men was Rs. 211.9 billion (67.3 percent) and the GLP of women was Rs. 102.9 billion (32.7 percent). In 2021, the GLP increased by 20.6 percent to Rs. 379.8 billion, of which GLP of men is Rs. 257.2 billion (67.7 percent) and GLP of women is Rs. 122.6 billion (32.3 percent) with a GPI of 0.48.

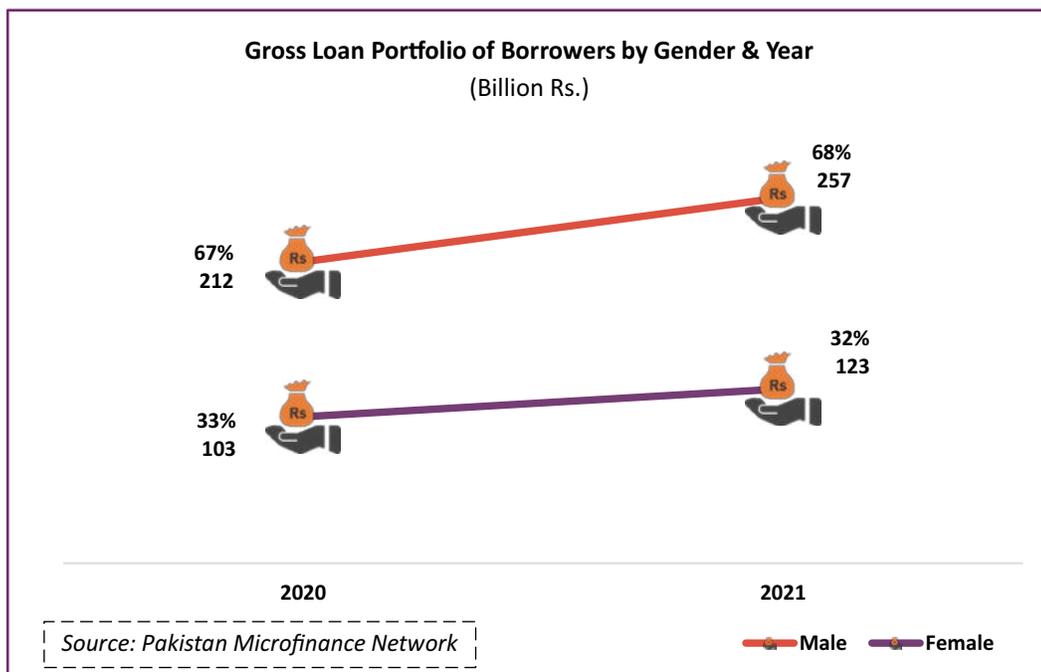


Figure 6.61

The district wise borrowers of microfinance and gross loan portfolio is presented below;

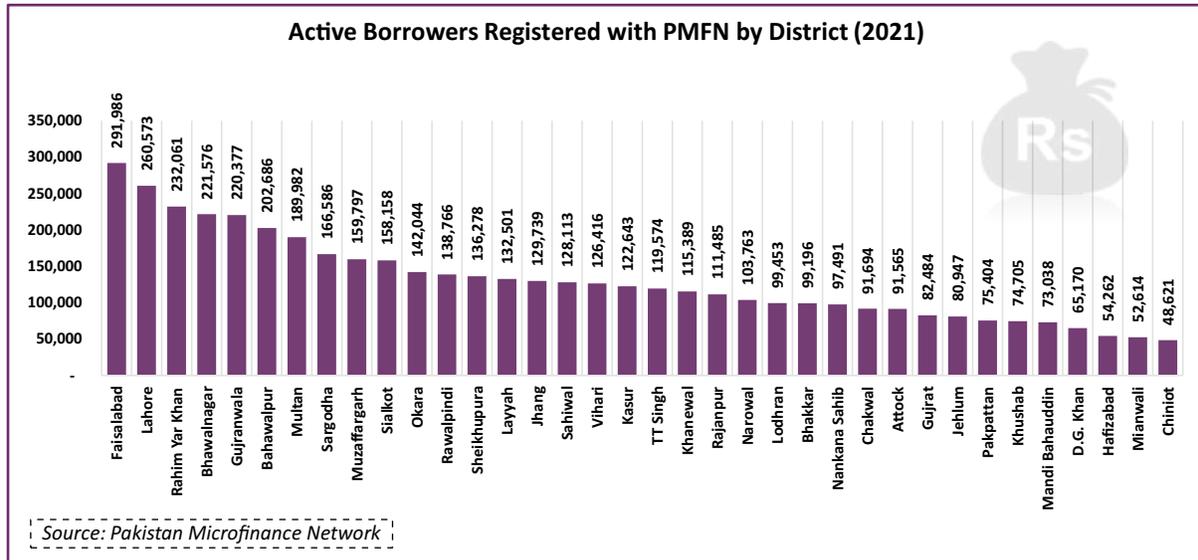


Figure 6.62

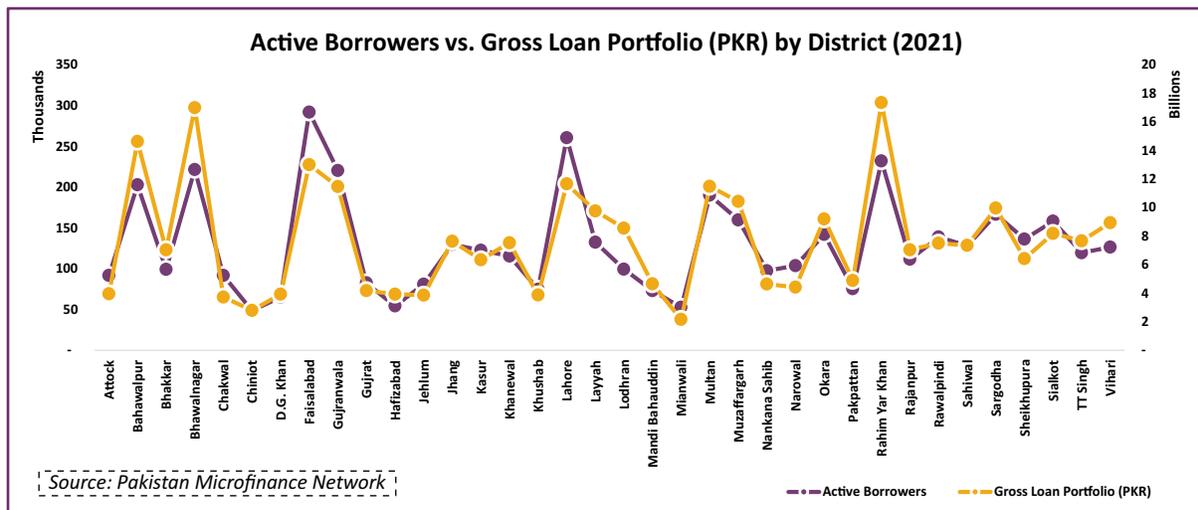


Figure 6.63

6.6 Social Security and Safety Nets

6.6.1 Punjab Employees Social Security Institution (PESSI)

The Punjab Employees Social Security Institution (PESSI) provides cash benefits to the secured workers in Punjab. In 2020, PESSI provided these benefits to 42,472 beneficiaries, of which, 39,364 (93 percent) were male beneficiaries and 3,108 (7 percent) were female. However, in 2021, of the total 49,874 beneficiaries, 46,669 (94 percent) were male and 3,205 (6 percent) were female with a very low GPI (0.06).

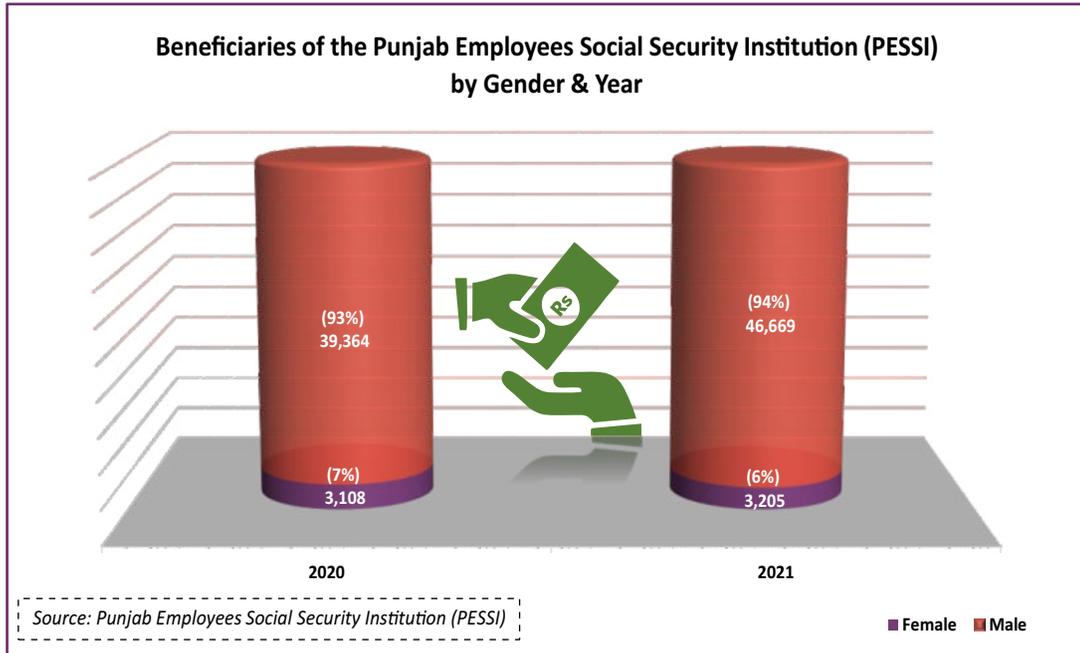


Figure 6.64

District-wise data reveals that 7 districts out of 36 districts in Punjab had no female beneficiary at all. District Jehlum and TT Singh had the lowest share of women, with 99.5 percent male, and only 0.5 percent female beneficiaries; a GPI of 0.005. Narowal and Pakpattan, on the other hand, had a very low number of beneficiaries of which 66.7 percent were male, 33.3 percent were female and 0.5 GPI.

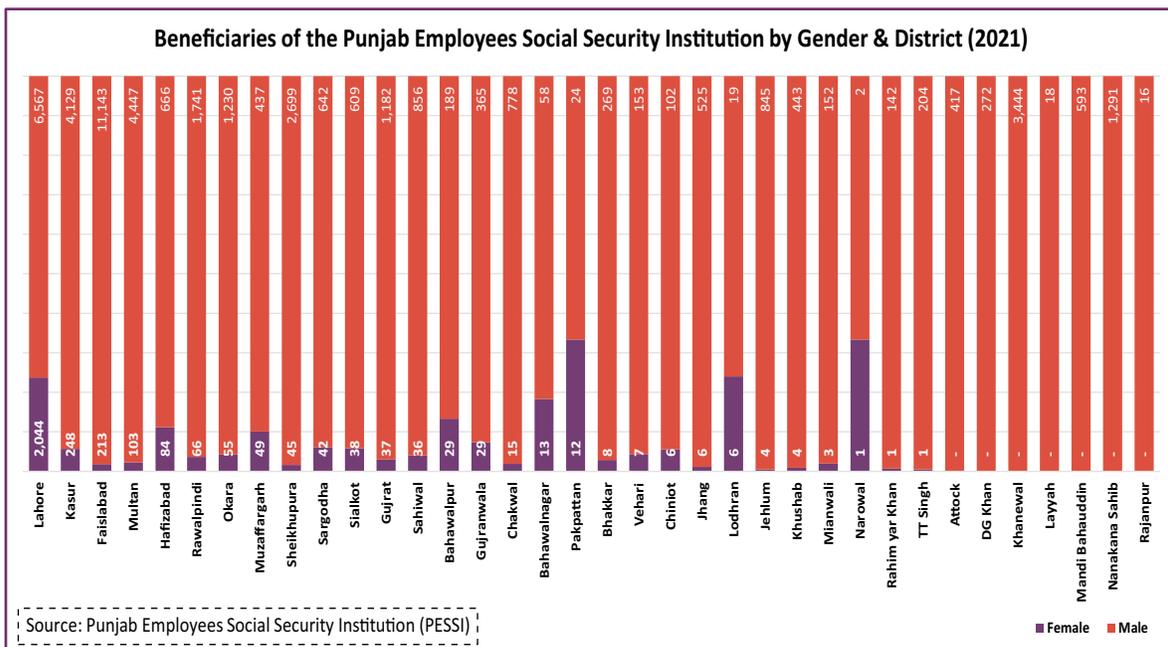


Figure 6.65

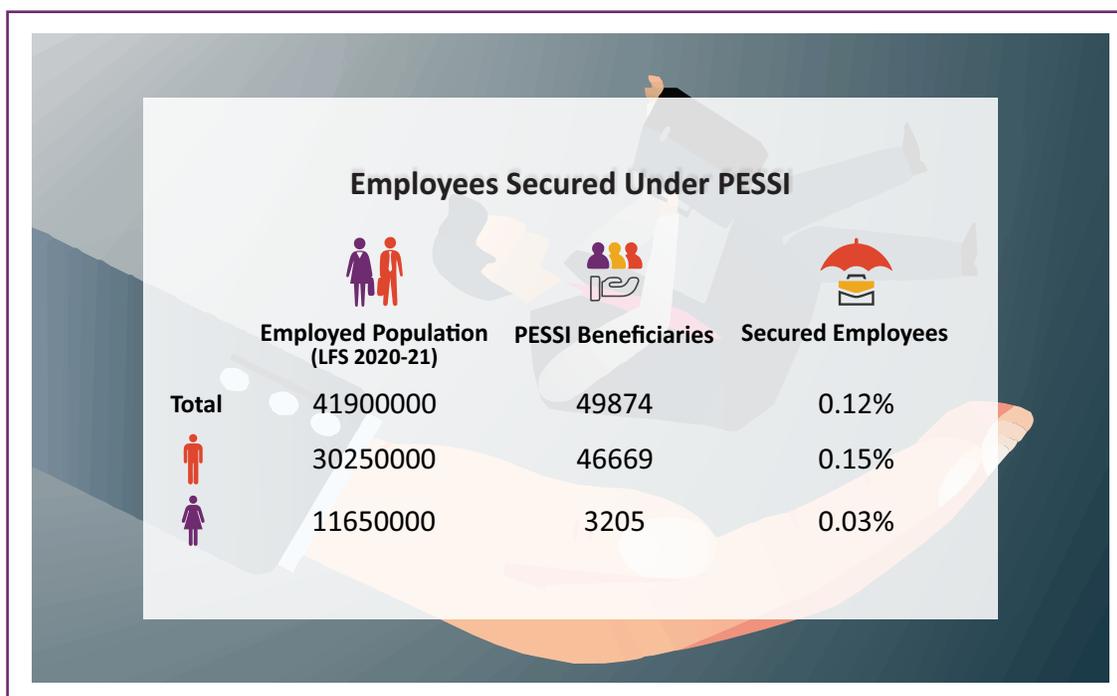


Figure 6.66

6.6.1.1 Amount Disbursed to Beneficiaries

In 2020, PESSI disbursed Rs. 320.15 million to its beneficiaries, of which, Rs. 273.70 million (85 percent) and Rs. 46.45 million (15 percent) were disbursed to women. In 2021, the disbursed amount increased by 25 percent to Rs. 401.14 million, however, the share of women in the disbursed amount further decreased. Of the total amount, Rs. 344.59 million (86 percent) were disbursed to men and Rs. 56.55 million (14 percent) to women with a very low GPI of 0.16.



Figure 6.67

Of the total 29 districts (with women's beneficiaries), Sheikhpura has the lowest share of women out of the total amount disbursed in the district. Of the total Rs. 78.96 million disbursed, Rs. 77.6 million (98.3 percent) was disbursed to men and Rs. 1.33 million (1.7 percent) to women with a GPI of 0.02 followed by Rahim Yar Khan (1.9). On the contrary, Narowal (despite having a very low share in the overall amount disbursed) has the highest share of women in the total amount disbursed. Of the total Rs. 195000, Rs. 15,000 (7.7 percent) was disbursed to men and Rs. 180,000 (92.3 percent) to women.

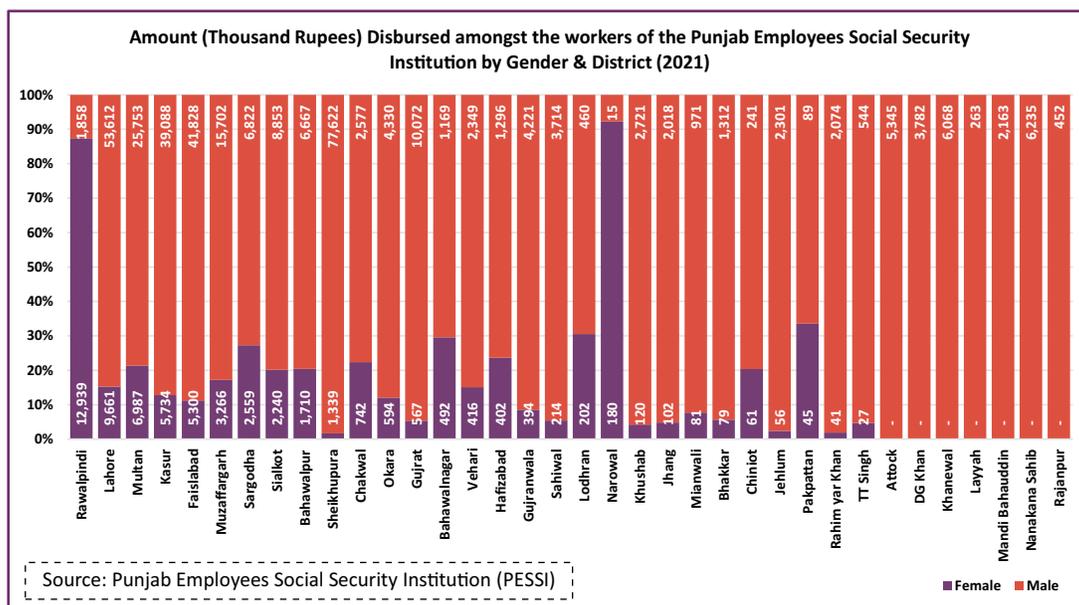


Figure 6.68

6.6.2 Benazir Income Support Program (BISP)

BISP provides Conditional Cash Transfers (CCT) to families and Unconditional Cash Transfers (UCT) directly to female beneficiaries (ever-married women) within households that are deemed eligible through the implementation of the BISP poverty scorecard.

6.6.2.1 Conditional Cash Transfers (CCT)

In 2020, BISP provided CCTs to 241,685 beneficiaries, of which, 132,139 (54.7 percent) were male and 109,546 (45.3 percent) were female. However, women's share increased in 2021 where, of the total 571,035 beneficiaries, 287,962 (50.4 percent) were male, 283,073 (49.6 percent) were female with a GPI of 0.98.

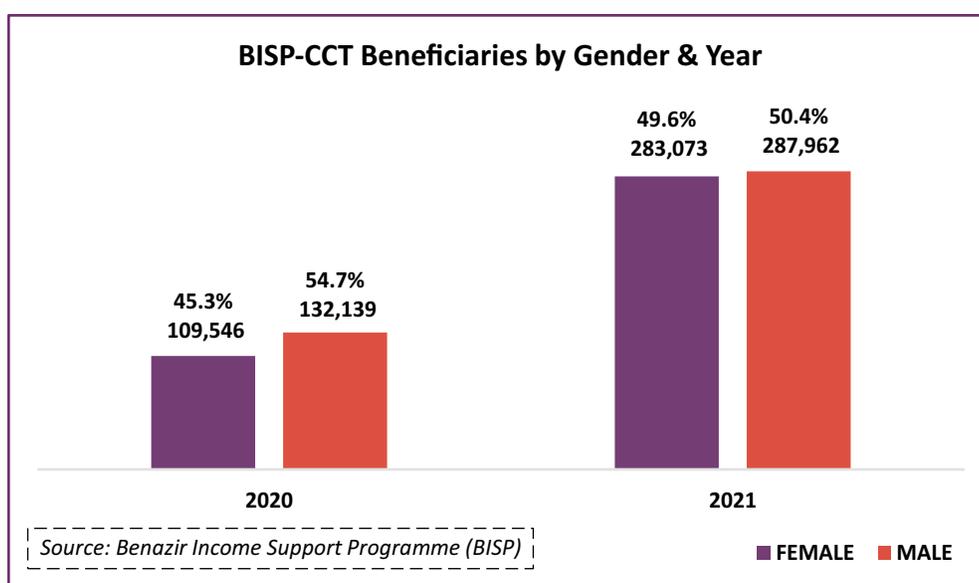


Figure 6.69

District wise data reveals that Rajapur has the lowest share of women in CCT programme. Of the total, 9,942 (56.02 percent) beneficiaries are male and 7,804 (43.98 percent) are female with a GPI of 0.78 followed by DG Khan and Mianwali (0.88). On the contrary, 19 districts of Punjab have more female beneficiaries than male of which, Narowal has the lowest share of male beneficiaries (47.13 percent) as compared to female beneficiaries (52.87 percent).

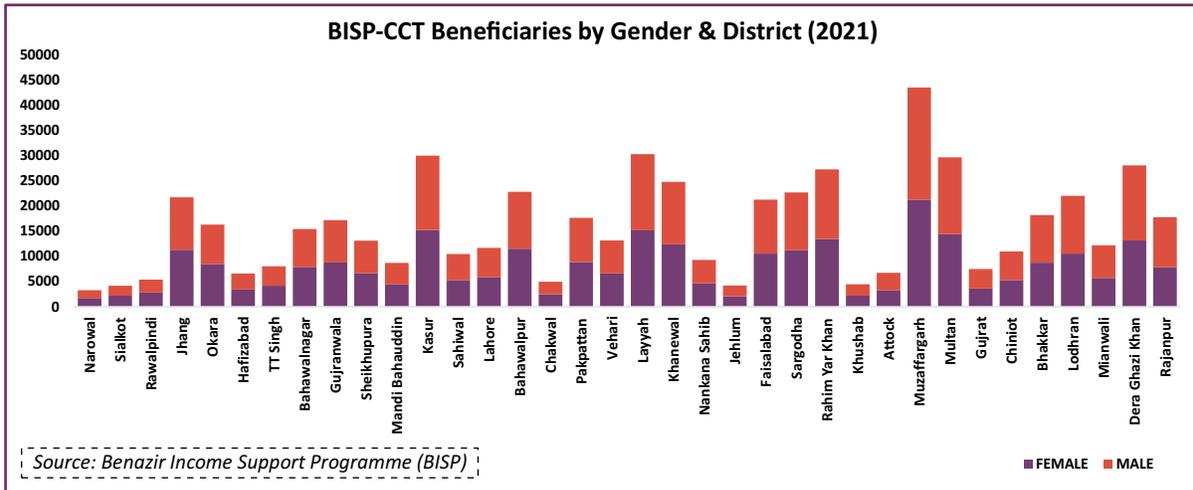


Figure 6.70

6.6.2.2 Unconditional Cash Transfers (UCTs)

In 2020, BISP provided UCTs to 1,610,100 women, of which, 1,544,574 (95.9 percent) were married and 65,526 (4.1 percent) were either divorced or widowed. However, in 2021 the number of beneficiaries increased by 47 percent to 2,370,627. Of the total, 2,279,013 (96.1 percent) were married women and 91,614 (3.9 percent) were divorced/widowed.

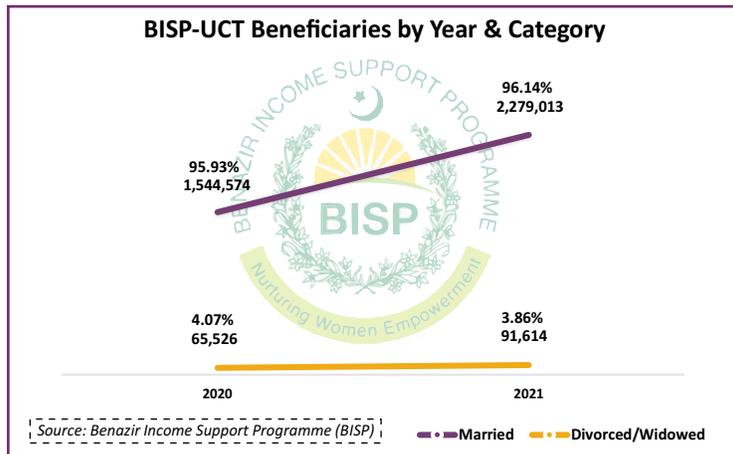


Figure 6.71

District Jehlum has the lowest number of UCT beneficiaries (9,434) followed by Narowal (14,228). On the other hand, Muzaffargarh has the highest number of UCT beneficiaries (276,791) followed by Rahim Yar Khan (234,506) and Multan (142,761).

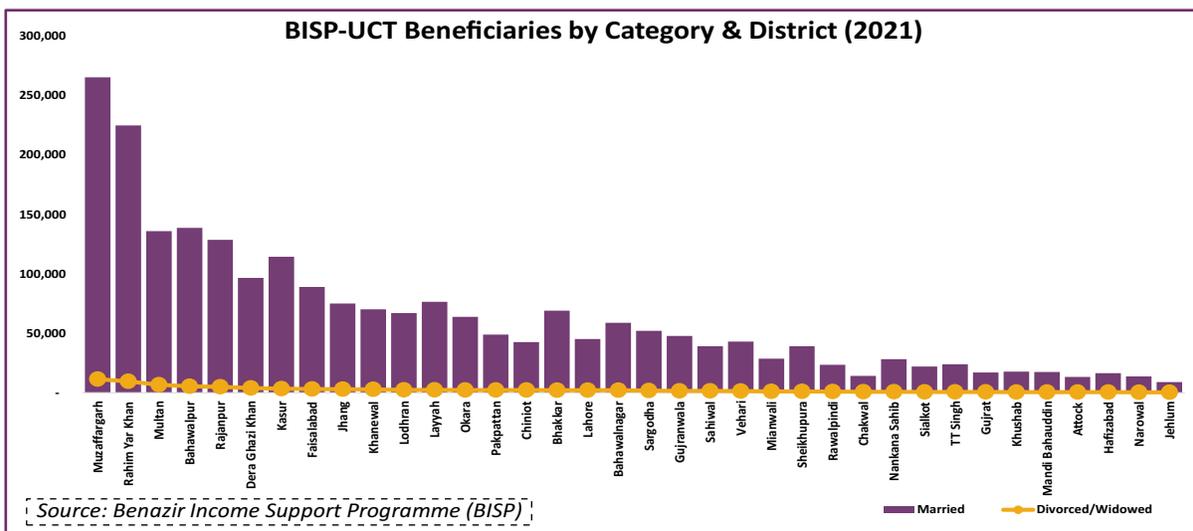


Figure 6.72

6.7 Conclusion

This chapter made an attempt to highlight the existing gender gaps in Economic Participation and Opportunities in Punjab. From a policy perspective, special focus has been made on gender gaps and situational analysis of the existing labour market, women's access to physical and financial resources, and the availability of social safety nets for women across Punjab.

Women's labour force participation is abysmal with a major chunk of employed women contributing to the informal sector. The situation is further exacerbated by additional issues like barriers at the workplace, pay gaps, discrimination in professional development & leadership opportunities, and other occupational hazards.

Women's presence in the entrepreneurial ecosystem is not even close to half that of men, which includes the availability of finance, access and agency over physical resources, and a range of institutional support.

Punjab stands to lose out on potential improvement in its contribution to the national GDP if the gender gap is not closed and equal economic opportunities are denied to women. However, this situation does not seem to be improving any time soon in absence of gender-sensitive policies and stereotypes prevalent in Punjab regarding the role of women in society.

6.8 Recommendations

6.8.1 Policy

Equip Workers Across Value Chain

- Majority of women workers are associated with the agriculture sector. Promote policies that equip workers across the value chain through value-added production, skills and enterprise. Ensure access to soft loans for women in agriculture.

Simplify The Process Of Registering Women-Led Businesses

- Initiate and simplify the process of registering women-led businesses. A woman is still limited in her ability to register her business under The Companies Act of Pakistan, despite an amendment in 2020. Married women must specify their spouse's information when signing the company memorandum due to the discriminatory provisions in Articles 31 and 37.

Incentivise Businesses Offering Gender Equitable Packages

- SECP can regulate and incentivise companies to; equate remuneration packages, especially benefits related to medical and maternity situations, transport, child care, and accommodation, tackle gender stereotypes in the workplace and ensure strict enforcement of harassment policies.

Tax Rebates

- An effective use of our tax system can open up opportunities for women. For instance, offer tax incentives to the private sector businesses for hiring more women. Reduction in the tax contribution of the second earner can increase female labour force participation.

Implementation of Minimum Wage Policy

- The literature suggests that minimum wages can make a significant contribution towards narrowing gender pay gaps. The link between minimum wages and reduced gender pay gaps has been observed in numerous countries.

Gender Responsive Budgeting

- Punjab Finance Department should prepare a 'Gender Responsive Budget' where the targets must reflect gender. For instance; gender-disaggregated statistics for indicators related to individuals, and indicators related to gender-sensitive issues must be separated. This can help identify and address the individual needs of all segments.

6.8.2 Procedural

Special Economic Zones for Women

- Create Entrepreneurship opportunities for females by enhancing local capacities and generating synergies across the ecosystem. Government should create Special Economic Zones (SEZs) for female entrepreneurs and provide them with financial and technical training.

Documentation of Small Businesses

- Encourage and incentivise the documentation of the small businesses/enterprises with the help of modern technologies and payment methods so that the size of the informal sector can be reduced and workers/individuals associated with the informal sector can benefit.

Registration of workers in Informal Sector

- There is a pressing need to recognize and register agricultural workers, daily wagers, domestic and home-based workers and self-employed females on priority basis.

Provision of Safe Travelling Facilities

- A sizeable chunk of the women abstains from working due to unsafe travelling facilities. Government can establish dedicated public transportation services for women.

Women Focused Professional Services

- Provide information and prepare women for job applications, matching skills to market demand, linkages with potential employers and outreach programmes like 'Job Asaan' piloted and initiated by PCSW.

Gender and Development Budget

- Gender and development budget should be allocated to initiatives such as microfinance pilot programme for women working in the informal sectors, training and skills development programmes etc.

Inclusion of Women in Better Returns Skills

- Skills offered and taken up by women in training are important; encourage and redirect women from traditional, low-returns skills to more market-driven better returns skills.
- Foster industry-academia linkages to produce female graduates that meet industry requirements.

Women-friendly Workplace Environment

- Monitor enforcement of Punjab Protection of Women from Harassment at the Workplace Act, 2012.
- Continue the establishment of Day Care Centers (DCCs) under the Punjab Day Care Fund Society in all districts.



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JUSTICE

KEY FINDINGS

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9734 cases of violence against women were reported in 2021. Rape was the most commonly reported act of violence against women. Conversely, cases of stove burning and wani were reported least often.
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A total of 1,415 domestic violence cases were reported in Punjab. This included 444 cases of murder, 218 cases of attempted murder and 753 cases of domestic beating. The highest number of domestic violence cases was reported in Lahore (248), while none were reported in Bhakkar and Narowal.
- 

A total of 4329 cases of rape and 269 cases of gang rape were reported in Punjab. District Lahore reported the highest number of cases (762) in 2021, while Khushab reported the lowest (22 cases).
- 

34 cases of acid burning were reported in Punjab. District Faisalabad reported the highest number of cases (7) in 2021, while none were reported in 20 out of 36 districts of the province.
- 

197 women were killed in the name of honour in Punjab. Faisalabad reported the highest number of cases (16) while Bhakkar, Chakwal, Jhelum and Toba Tek Singh reported zero cases.
- 

Of all VAW cases decided in Punjab; only 5 percent resulted in convictions and 95 percent resulted in acquittals.
- 

2021 saw a phenomenal increase (81 percent) in the number of women provided redress through the Shaheed Benazir Bhutto Human Rights Centres in Punjab.
- 

The most frequent complaint received by the VAWC in Multan in 2021 was domestic violence (678 complaints). The least number of complaints were received for psychological violence (1 complaint), property dispute (2 complaints) and physical abuse (3 complaints).
- 

Of the 1089 prosecutors working with the Public Prosecution Department only 166 (15 percent) were women; 923 (85 percent) were men, giving a GPI of 0.18.
- 

1,733 judges served in the district Judiciary, of which 1,577 (91%) were men and 156 (9%) were women.
- 

The number of women residing in social service institutions dropped significantly from 9964 in 2020 to 6389 in 2021. This amounts to a drop of 36%.

INTRODUCTION

Justice is the process of treating individuals based on two factors; the civic rights granted by the State and the individual's conduct in society²⁹⁵. The justice system is responsible for ensuring that the rights of individuals granted via law and policies are being provided to them in practice. As an independent mechanism of the State, it is required to adjudicate civil and criminal matters, ensuring that the Constitution is upheld and that law reigns supreme.

The concept of superiority of law stems from the 'rule of law' principle i.e., all individuals and the State are equal under the law. The rule of law is a critical instrument of governance for the maintenance of law and order and carrying out sustainable development. For this, governments are required to ensure an evolving legislature, good governance and efficient institutions²⁹⁶.

The criminal justice system in particular, is tasked to administer justice, address the consequences of criminal behaviour in society, and uphold laws that protect human rights²⁹⁷. Criminal justice can be defined as the "rights-respecting treatment that is deserved by virtue of criminal conduct as judged by the rule of law"²⁹⁸. This branch of the justice system comprises of the courts, judges, prosecution service, defence, police force, probation and parole department, prison department, the executive office, legislature, etc.²⁹⁹. All components of the criminal justice system perform distinct duties: the police conduct the investigation and maintain law and order, the prosecution service carries out legal proceedings in court, the defence attorney represents the accused, the judiciary adjudicates, and the prison and parole department ensure correctional measures decided by the court.

The criminal justice system's effectiveness is dependent on the performance of each of these justice system actors³⁰⁰. The World Justice Project (WJP) measures this performance globally based on two metrics: i) assessing whether the criminal adjudication system is timely and effective and ii)

whether the rights of the accused and due process of the law are ensured³⁰¹.

Data collected by the WJP suggests that individuals resort to violence less when they believe that the criminal justice system is working effectively³⁰². The lack of faith in the system leads to citizens mistrusting the accountability measures of the State. They fear unequal treatment by authorities and perceive the executive as weak or complicit under pressure or during conflict³⁰³. This is why informal justice systems such as "*panchayats*" are popular as redress mechanisms in several societies till date and many citizens are uncomfortable with recourse to the formal justice system³⁰⁴.

The Criminal Justice System of Pakistan was ranked 108 on the Rule of Law Index. This indicates shortcomings that hamper development and overall provision of justice. The backlog of cases at Courts has reached as high as 2.8 million cases. This supersedes the capacity and resources of Police and prosecution to investigate and prosecute, respectively³⁰⁵.

Justice or the lack of it significantly affects those with less power and control in society such as the poor, religious and gender minorities, persons living with disabilities and particularly women. Women have more difficulty accessing justice due to socio-economic constraints³⁰⁶ and because redress mechanisms and government institutes are not gender-sensitised. There is also a strong taboo around reporting rape/sodomy cases due to strict, unyielding gender roles. These factors often discourage women from reaching out to the justice system, reinforcing a cycle of discrimination and lack of access to justice. For instance, between 2017 and 2019, 53% of women reported experiencing a legal problem³⁰⁷. However, only 13% chose a recourse that involved assistance from an authority or third party³⁰⁸.

One of Pakistan's most significant international obligations is to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). As a State Party, Pakistan is committed and has a legal obligation to protect its women against gender-based violence and

295 (U.S. Department of Justice, 1993)

296 (Good Governance Practices For The Protection Of Human Rights, 2007)

297 ("Crime Prevention & Criminal Justice")

298 (U.S. Department of Justice, 1993)

299 (Actors in the Criminal Justice System)

300 (Botero and Ponce, 2012)

301 (What the Data Says About Criminal Justice Systems Around the World, 2019)

302 (Effectiveness And Fairness Of Judicial Systems, 2017)

303 (Doing Justice:How Informal Justice Systems Can Contribute, 2006)

304 Ibid

305 (F.S., 2022)

306 (What the Data Says About Criminal Justice Systems Around the World, 2019)

307 Ibid

308 (What the Data Says About Criminal Justice Systems Around the World, 2019)

discrimination. Pakistan is also a State Party to the Child Rights Convention which also carries legal obligations to ensure the equality of girls. The Government of Pakistan presented the fifth Periodic Report of CEDAW in 2020 to showcase the efforts toward CEDAW's agenda. The report highlighted key policy initiatives by the Government and the way forward³⁰⁹. In response, the Committee has commended Pakistan's efforts towards women's protection and empowerment. It highlighted Pakistan's initiative of monitoring provincial progress towards human rights obligations of women and children through the Human Rights Information Management System. The Committee recommended that parallel justice systems such as panchayats and jirgas that discriminate against women be discouraged, and instead, judicial remedies be preferred amongst the masses. It also urged Pakistan to enable accessible information on remedies to women with the help of technology and modern devices³¹⁰.

Other international obligations of Pakistan to safeguard women's rights include ILO Conventions, Beijing Declaration and Platform for Action, Agenda 2030 and its Sustainable Development Goals (SDGs) and the Universal Declaration of Human Rights³¹¹. The SDGs in particular have been a priority for the government to reduce poverty, improve institutional transparency and promote gender equality and women empowerment. Pakistan was also the first country to adopt the SDGs as part of its national development agenda through a National Assembly Resolution in 2016³¹². Thereafter, the Government of Pakistan began work on various fronts particularly for Goal 5 i.e. "achieving gender equality and empowering all women and girls"³¹³.

The "Pakistan Vision 2025" has also incorporated women empowerment into its agenda. The strategy envisions to achieve targets such as promoting women's self-worth, protecting their right to choose, making opportunities and resources more accessible to women, promoting and safeguarding their autonomy over life decisions inside and outside the house etc.³¹⁴. The National Policy on Ending Violence against Women (NPE-VAW) was also drafted by the government in 2019 to identify gender gaps, develop provincial correspondence and streamline reform

areas for women development³¹⁵.

The government of Pakistan has made legislative and policy changes to combat the rise in gender-based violence and discrimination. Over the last six years, the government has enacted various legislations for the protection of women such as the Criminal Law (Amendment) (Offences relating to Rape) Act, 2016, the National Commission on the Status of Women (Amendment) Act, 2018, Zainab Alert, Response and Recovery Act 2020 and the Punjab Enforcement of Women's Property Rights Act 2021. The Government also established a GBV Court in Lahore in 2019. The specialised court was designed to be a speedy, sensitised redressal system for gender-based crimes. The Court allow for special protection measures, such as in-camera trials, testimony through video-link or pre-recorded video testimony, use of screens/curtain in order to ensure that the victims/survivors and vulnerable witnesses do not have to face the accused persons etc.³¹⁶.

However, despite State efforts gender-based violence and discrimination have remained rampant in Pakistan. In 2021, Pakistan's position on the gender gap index fell by two spots since 2020. The 'Global Gender Gap Report 2021' ranked Pakistan 153rd out of 156 countries on the Gender Parity Index. The (World Economic Forum) WEF also highlighted domestic violence as a pertinent issue in Pakistan. It suggested that a staggering 85% of women in Pakistan have suffered intimate partner violence by 2021³¹⁷.

The Human Rights Watch Report 2021 has also highlighted the spike in domestic violence, indicating that there has been a 200 percent increase in domestic violence cases between January-March 2020. According to the Report, there are around 1,000 women every year that become victims to honor killings.³¹⁸

Gender norms are embedded in patriarchy, women are expected to be submissive and socialized in the same way from a young age. According to the Pakistan Demographic and Health Survey (PDHS) 2012–13, 68% of female respondents found at least one acceptable justification for wife beating. These female respondents also agreed that women who find domestic violence to be unacceptable/criminal should

309 (Annual Report, 2020)

310 (Convention on the Elimination of All Forms of Discrimination against Women, 2020)

311 (The Punjab Commission on the Status of Women (PCSW))

312 (Sustainable Development Goals, 2019)

313 (Ministry of Planning Development & Special Initiatives, 2022)

314 (Women's Empowerment)

315 (Govt Drafts Policy On Violence Against Women, Girls, 2019)

316 (Doing Justice:How Informal Justice Systems Can Contribute, 2006)

317 (The Conversation, 2021)

318 (World Report 2021, 2021)

319 (Pakistan Country Gender Assessment, 2016)

endorse resolutions inside the house³¹⁹.

In Punjab, the provincial government launched the Punjab Women Development Policy 2018 to enable and uplift women by honouring the Constitution and Pakistan's international obligations.

The Policy is intended for women empowerment across key areas such as health, education, reduction of gender-based violence, female economic participation, climate change and information technology³²⁰. In this regard, Punjab Women Development Policy Implementation Framework 2020-2024 was developed. The Implementation Framework includes carrying out awareness drives for those affected by the policy as well as other stakeholders that can facilitate the policy and also assist in monitoring and enforcement³²¹. Interventions planned under the Framework include gender-disaggregated data collection across Punjab, awareness regarding the Punjab Safe Cities Authority (PSCA) Women Safety App, departmental gender policy and guidelines development, awareness campaigns for parents regarding sexual abuse of children, low-cost progress and replication of Violence Against Women Centers³²².

Despite the Government of Punjab's efforts, data from the province shows that the status quo of gender-based violence has not changed much from the past years. The reported cases of VAW in Punjab increased by 0.34 percent between 2019 and 2020. Domestic violence reportedly decreased to 376 cases in 2020, compared to 413 in 2019. However, the number of domestic attempted murder remained constant from 2019 to 2020, with 166 reported cases in both years. There was a reduction in reported cases of rape with a 2.8 percent decrease.

While, government initiatives such as Safe Cities, Punjab Women's Helpline 1043 and PSCA Women Safety Mobile Application are steps in the right direction, it is hoped that the effects of these progressive actions will be seen in the following years. At the same time, the government's approach must be consistent in its efforts to protect and

Organisation of Analysis



320 (Punjab Women Development Policy Implementation Framework 2020-2024, 2019-20)

321 Ibid

322 (Implementation Framework For Punjab Women Development Policy, 2019)

7.1 Violence Against Women

Gender-Based Violence (GBV) refers to sexist acts directed at an individual due to their gender. It is rooted in discrimination, the abuse of power and harmful norms³²³. The United Nations Declaration on the Elimination of Violence against Women defines Violence Against Women (VAW) as "any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life"³²⁴.

Almost one out of three women (736 million) in the world are subjected to physical and/or sexual intimate partner violence, non-partner sexual violence, or both at least once in their life³²⁵.

There are many different forms of gender-based violence and it is not limited to physical abuse. The following figure highlights the different categories of VAW.

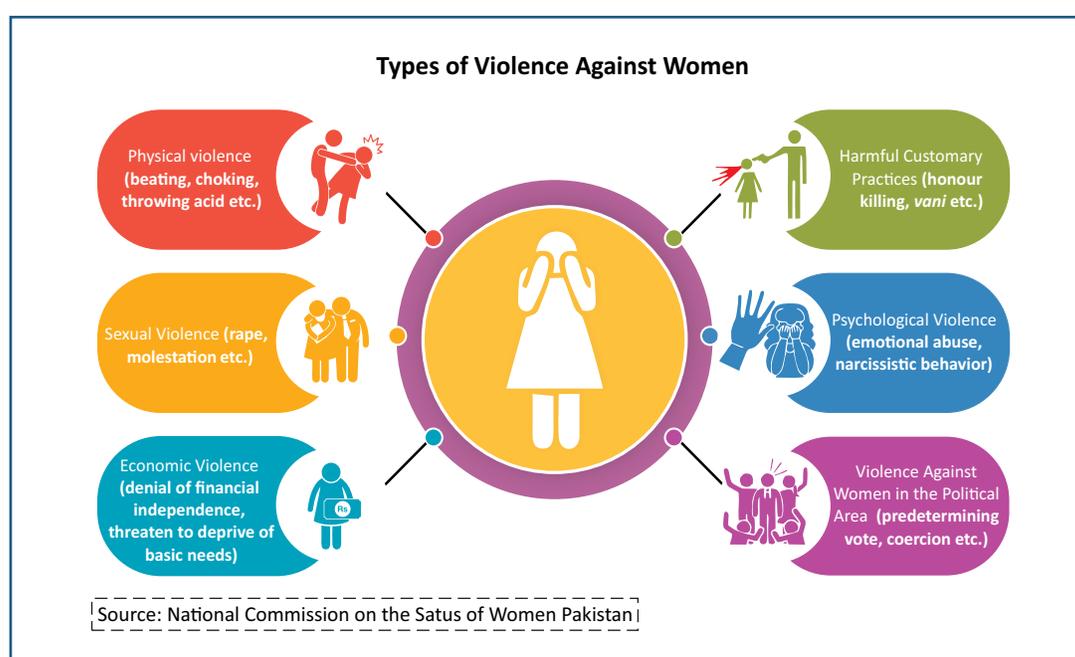


Figure 7.1

The emergence of COVID-19 and the subsequent country-wide lockdowns made matters worse as it brought women and their violent partners into closer proximity for longer durations. The UN went as far as suggesting that the increase in VAW during COVID is a "shadow pandemic". It carried out a survey in 13 countries during the pandemic and 23% of the women reported that such conflicts/arguments at home had become more frequent during the pandemic³²⁶. In Pakistan, data from domestic violence helplines suggests that domestic violence increased 200% between January and March 2020 and worsened during the COVID lockdown post March 2020³²⁷.

A Survey conducted by the National Institute of Population Studies between 2017 and 2018 in which more than 4000 Pakistani women participated, found that between the age of 15 and 49, 28% faced physical violence and 6% faced sexual violence. 7% of women who had been pregnant disclosed that they had faced violence during pregnancy³²⁸. In 2019, lifetime physical and/or intimate partner violence was at 24.5% in Pakistan³²⁹. Multiple reports suggest that the case of violence against women is an endemic and statistics often under-report the actual number of incidences. It is therefore common for Pakistani women to lead a life of fear, where they may be coerced into marriage, especially early marriages followed by early/risky childbirth and a lifetime of domestic

323 Refugees, United. "Gender-Based Violence". UNHCR, 2022, (UNHCR, 2021-22)
 324 (The National Plan to Reduce Violence against Women and their Children, 2011)
 325 ("Facts And Figures: Ending Violence Against Women")
 326 ("Measuring The Shadow Pandemic: Violence Against Women During COVID-19")
 327 ("World Report 2021: Rights Trends In Pakistan")
 328 (Court Companion On Gender-Based Violence Cases, 2021)
 329 (Nations)
 330 (Pakistan: Women Fearing Gender Based Violence, 2020)

There are many different factors contributing to violence against women globally. Socio-economic conditions and the perpetrator's mindset play a significant role. In the South Asian region particularly, generational social conditioning translates into behavioural patterns where the abuse is often not a surprise. For instance, women whose fathers beat up their wives are 2.5 times more likely to experience intimate partner violence. For the abuser as well, witnessing domestic violence as a child can adversely affect their ability for caregiving³³¹. Some of the typical factors contributing to VAW are summed up in the figure below.



Figure 7.2

In 2021, a record 52,370 cases of violence against women and children were reported in Pakistan³³². Out of these, 49% were reported in Punjab³³³.

7.1.1 Reported Cases of Violence against Women

VAW offences are amongst the most under-reported crimes and end up in acquittals more often than they result in convictions. In Pakistan, the obstacles to convictions are often embedded in gender stereotypes, cultural limitations, legislation lacunas and poor capacity of the criminal justice system³³⁴. Survivors of VAW experience victim-blaming, death threats, humiliating and unnecessary medical examination like the two-finger test³³⁵. Many choose not to report in the face of shame and stigma, the perceived impunity for perpetrators and lack of access to judicial authorities³³⁶.

In this section, data regarding VAW will showcase the status-quo of VAW in Punjab. This data is obtained from the Office of the Inspector General of Police (IGP) that collects and maintains the incidence of these crimes across the province. Figure 7.3 lists all VAW offences traced by the IGP and their yearly incidence in Punjab between 2019 and 2020. It is important to mention here that to calculate total reported offences of VAW, kidnapping/abduction have been excluded. The following figure depicts the yearly trend for violence against women. It shows that while rape and murder have marginally increased (14.7% and 0.67% respectively), offences like beating, gang rape and incest have increased considerably.

331 Early Life Exposure to Violence: Developmental Consequences on Brain and Behavior

332 (State of Violence against Women and Children in Pakistan: District Wise Analysis, 2022)

333 Ibid

334 (Gender-Based Violence Against Women, n.d.)

335 The test has been declared illegal by the Supreme Court of Pakistan re- P L D 2021 Supreme Court 550

336 (Tip of the Iceberg: Reporting and Gender-Based Violence in Developing Countries, 2013)

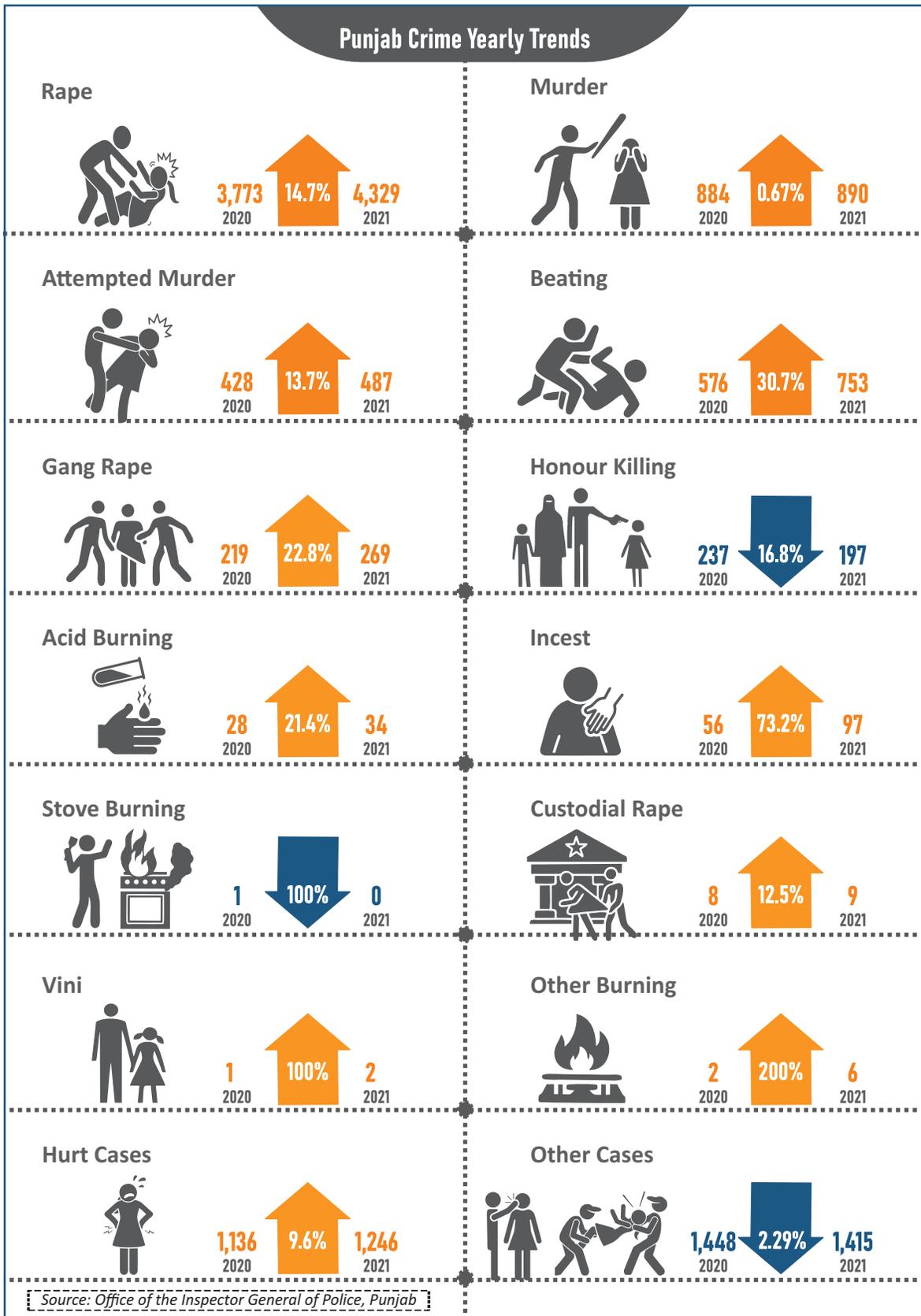


Figure 7.3

7.1.1.1 Domestic Violence

The Domestic Violence Bill 2020 in Pakistan has defined domestic violence as physical, emotional, psychological, sexual and economic abuse committed against women and/or children, vulnerable persons, or any other person that has a domestic relationship with the perpetrator³³⁷.

Domestic abuse is one of the most prevalent crimes against women. Customary practices, misinterpretation of religion and unequal socio-economic power contribute to the commission of this offence³³⁸. Women experience domestic violence in many different forms of assault such as slaps, kicks, beating, coercive sex and sometimes also murder. According to data, 35% of ever-married/partnered women (aged between 15-49 years) in South Asia experienced violence by their intimate partners in 2018³³⁹.

Domestic violence is committed predominantly in families of the lower socio-economic strata. Men with higher education are less likely to abuse their partners. Other factors such as poor wealth index, (husband's) old age and use of alcohol significantly affect a man's attitude towards his partner³⁴¹. In 2020, domestic violence was the second most prevalent crime against women in Pakistan at 21%, followed by murder at 18%³⁴².

A poll by the WJP found that 31% of men in Pakistan consider that a man has an inherent right to hit his wife if she "misbehaves"³⁴⁰

In Punjab, domestic violence has been of significant concern for the government due to the consistent spike in cases. COVID-19 has also contributed to a 25% increase in domestic violence cases reported under the Punjab Safe City Authority and the Punjab Unified Communication and Response Data³⁴³.

Over the years, the most common form of domestic violence in Punjab has been 'beating'. In 2020 and 2021, more than 50% of domestic violence cases were charged under beating. In comparison, murder comprised of 31% in 2021 and 34% in 2020 of the total.

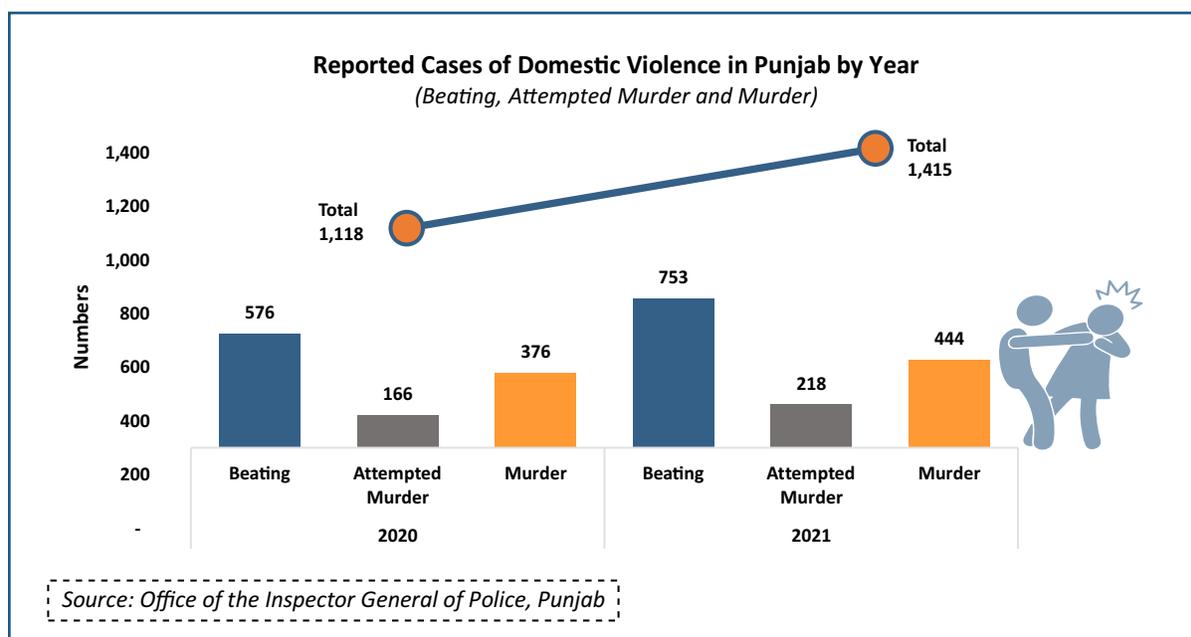


Figure 7.4

Yearly trends for domestic violence paint a worrisome picture as the number are consistently rising with less change in the rate of convictions. Between 2019 and 2021, the cases of domestic violence increased by 22%. On average, there were 1230 domestic violence cases in a year, between 2019 and 2021. A year-wise comparison of the reported domestic violence cases is shown in the figure 7.5.

337 (Domestic violence (Prevention and Protection) Act, 2020., 2020)

338 Domestic Violence Against Women: Empirical Evidence from Pakistan: Dr Muhammad Abrar ul Haq

339 WHO, on behalf of the United Nations Inter-Agency Working Group on Violence Against Women Estimation and Data (VAW-IAWGED)

340 (Eradicating Acid Violence, 2018)

341 (Imran M, Yasmeen R., IJWE. 2020)

342 (Annual Report on VAWG, 2020)

343 (National Gender Policy Framework, 2020)

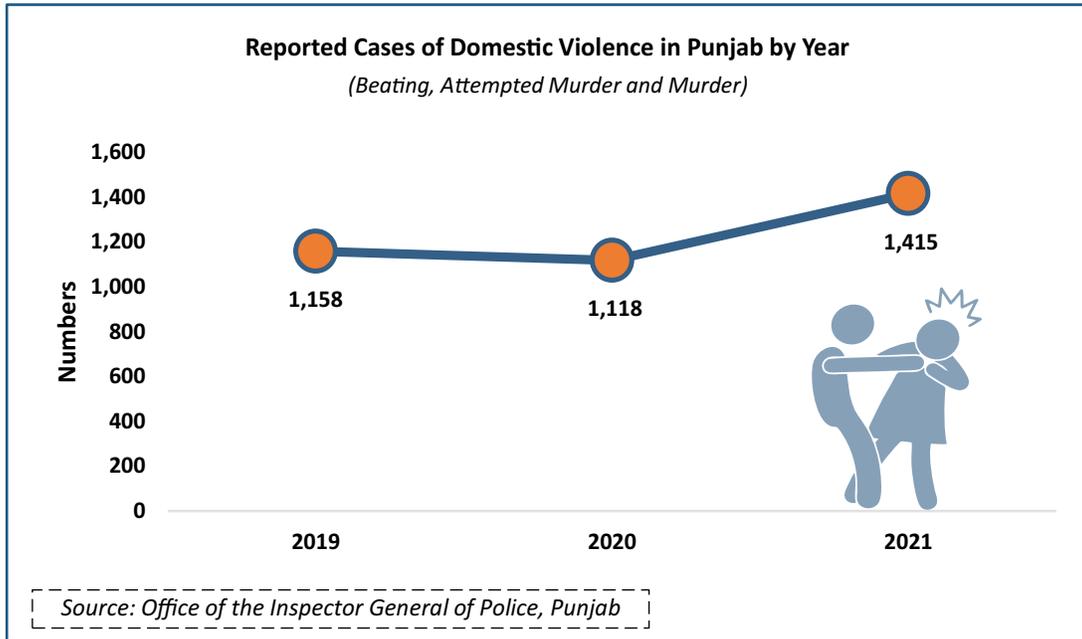


Figure 7.5

The yearly spike in cases has alarmed authorities that are making legislative changes and creating awareness regarding reporting of the offence. Under the PCSW, the Punjab Women's Helpline 1043 is working to address complaints of violence against women and follow up with distressed women calling the helpline for redress options. Similarly, the Women Safety App provides women with options to engage with a police representative for registration of complaints or queries regarding their safety. These initiatives have been monumental in the protection of women against violence increase in domestic violence incidences indicates that more needs to be done.

In 2021, Lahore reported the highest number of domestic violence cases i.e. 18% of the total, followed by Gujranwala that reported 13% of the total. Rajanpur reported 3 cases in 2021, the lowest in Punjab, while Bhakkar and Narowal were the only two cities to report zero cases.

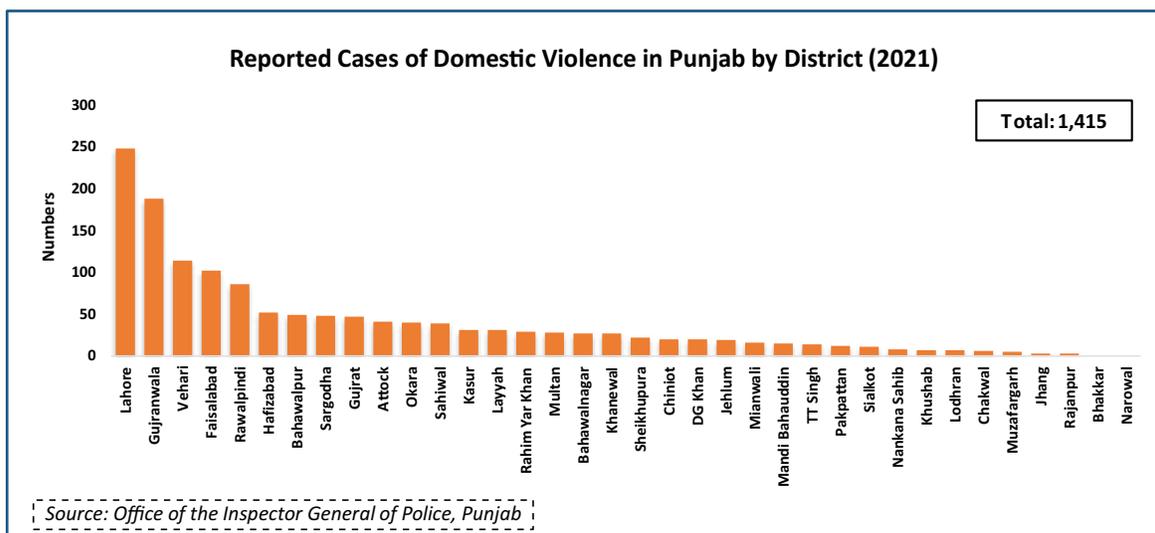


Figure 7.6

7.1.1.2 Sexual Violence against Women and Children

According to the World Health Organisation (WHO), sexual violence is an "act or attempt at sexual advances directed at a person's sexuality by way of coercion."³⁴⁴ This coercion may take the form of rape, sexual abuse, forced pregnancy, and prostitution. However, physical subjugation is not a necessary component of sexual violence, and it may also look like psychological intimidation, blackmail or other threats.³⁴⁵

Around the world, one out of three women (35%) between the ages of 15 and 49, have experienced physical violence, sexual violence, or both³⁴⁶. The offence directly results from the perpetrator's assumption of power and sense of entitlement over the victim. This mentality is aided by the cultural norms that treat women as inferior and their bodies as commodities³⁴⁷.

In Pakistan, women are commonly subjected to sexual violence, infringing upon their basic human rights and pushing them into lifelong mental and physical health issues. The criminal offence of sexual violence is reported against section 376 of the Pakistan Penal Code 1860. The categories of sexual violence maintained by the IGP include rape, gang rape, custodial rape and incest.

Between 2020 and 2021, rape has been a recurring sexual crime in Punjab, more so than other sexual crimes. In 2021, rape accounted for 92% of the total sexual crimes. This was not much different from 2020, when rape was 93% of the total sexual crimes reported in Punjab.

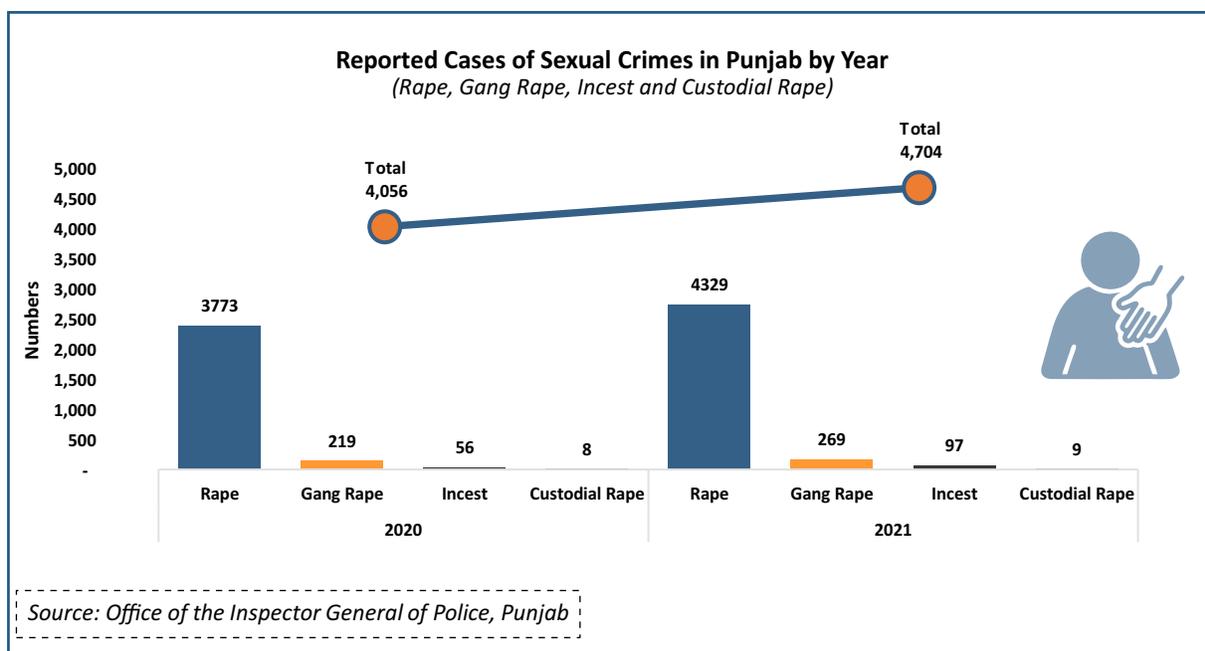


Figure 7.7

In 2020, the reporting for sexual crimes had dropped by 0.8%³⁴⁸ since 2019. However, in 2021, the percentage increased by 14%. It is particularly alarming that on average there were more than 4000 cases of sexual violence annually, between 2019 and 2021 in Punjab.

Figure 7.8 depicts the yearly situation for sexual violence in Punjab.

344 (Sexual Violence Against Women: Understanding Cross-Cultural Intersections, 2013)
 345 (World Health Organisation, 2012).
 346 (Developing Data To End Violence Against Women And Girls, 2021)
 347 (Rape Is About Power, Not Sex, 2013)
 348 PGPR 2019 AND 2020

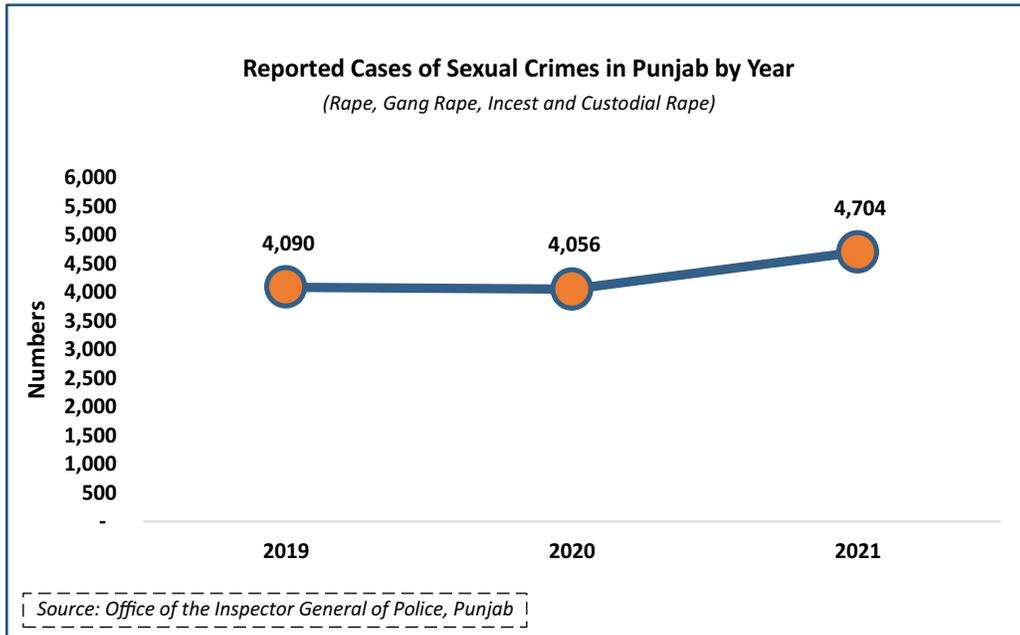


Figure 7.8

District-wise data for sexual crimes in 2021 is shown in Figure 7.9. Lahore reported the highest number of sexual violence cases in Punjab with 762 cases. Other districts have reported far lesser cases, Faisalabad reported the second highest figure which was 332 cases. Khushab reported the least number of cases i.e.22.

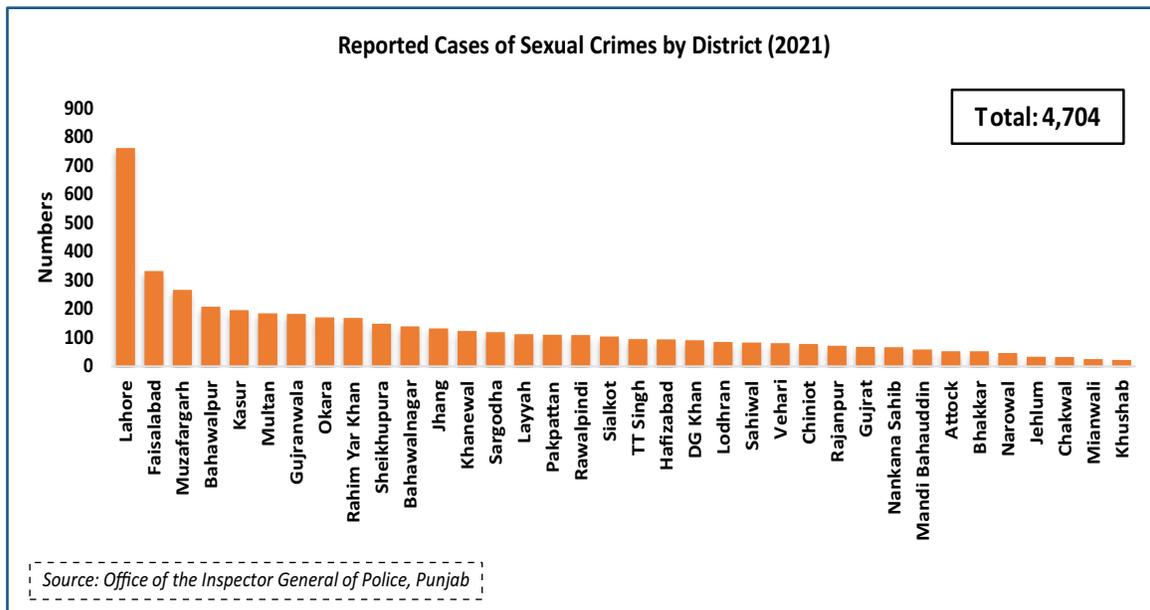


Figure 7.9

7.1.1.3 Honour Crimes

Honour crimes are violent crimes, including murder, resulting from the perpetrator's assertion that the victim has brought shame to the family or clan. Typically, such 'dishonor' results from marrying out of own choice, committing adultery or any other action deemed unacceptable by the family³⁴⁹.

In 2021, the percentage of honour crimes reported dropped across Punjab by 17%. Compared to this, the percentage had increased in 2020 by 17% since 2019. The figure 7.10 below shows the number of honor crimes reported yearly in Punjab between 2019 and 2021.

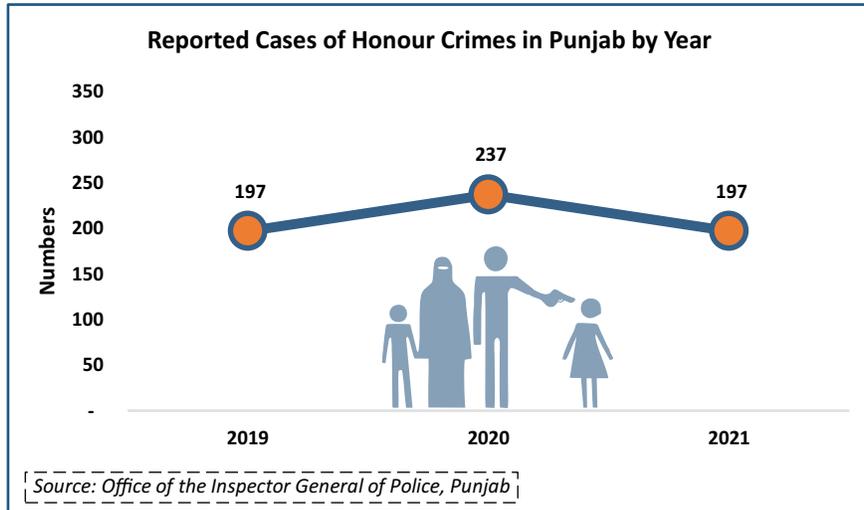


Figure 7.10

While yearly figures have dropped in 2021, certain districts remain consistently problematic. Faisalabad for instance, reported 16 honour crimes which is the highest in Punjab in 2021. It also had the highest number of honour crimes' cases (19 cases) in 2020 along with Sargodha.

The lowest number of honour crimes were reported in Narowal and Sahiwal (1 case each), while Bhakkar, Chakwal, Jhelum and Toba Tek Singh reported zero cases.

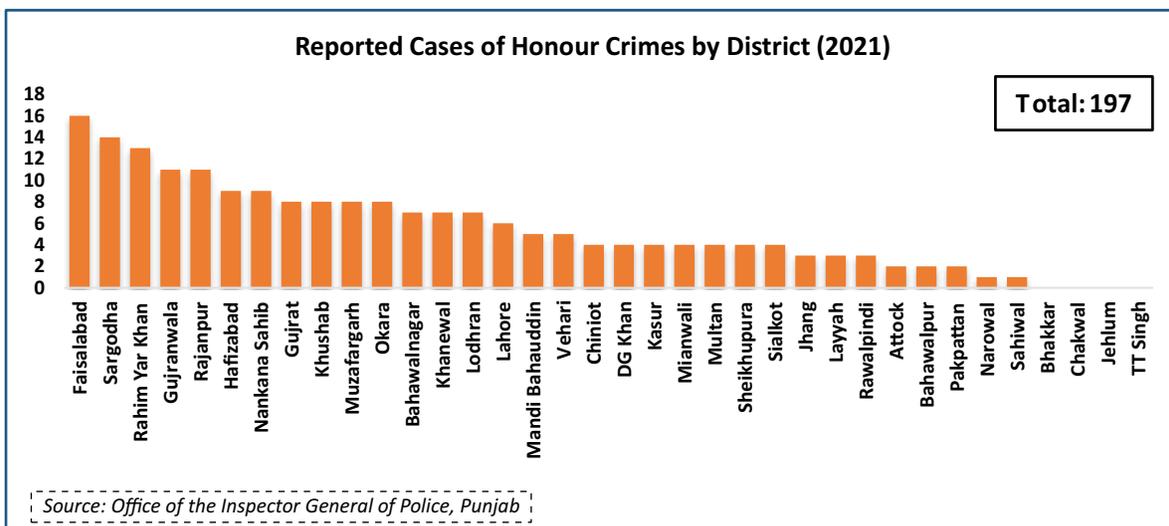


Figure 7.11

349 (Pakistan Country Gender Assessment, 2016)

Acid Burning

An acid attack is an act of violence, often premeditated, in which acid or another corrosive substance is thrown at a person in order to main, disfigure or blind them³⁵⁰. Common motives behind an acid attack are putting the victim "in her place" for disobedience, "restoring honour" of the family or avenging rejection of a marriage proposal³⁵¹.

Victims of acid burning suffer from chronic physical and psychological issues. As part of the recovery, they undergo surgical treatments and psychological rehabilitation which may last years³⁵².

In South Asian countries like Pakistan, acid attacks often lead to social isolation which further adds to the victim's pain³⁵³. The Government of Pakistan, cognizant of this offence's life-altering consequences, enacted the Acid Control and Acid Crimes Prevention Act in 2011, which indicates 14-years imprisonment for the convict. In a landmark judgment, the Supreme Court of Pakistan has further ruled that forgiveness by the victim will not allow the accused to have impunity from law as the law cannot forgive anyone who burns someone's face with acid.³⁵⁴

In 2021, there was an 18% increase in acid-throwing cases reported in Punjab compared to 2020. The following figure depicts this rise.

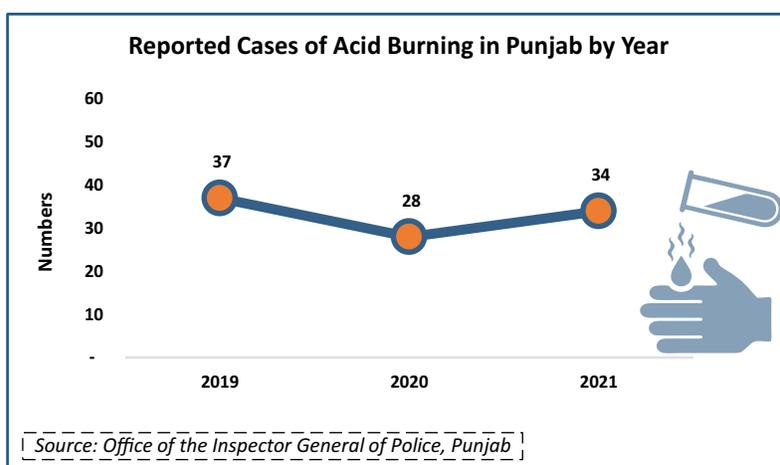


Figure 7.12

Out of all districts in Punjab, the highest number of acid-throwing cases was reported in Faisalabad (7). Sheikhpura reported 1 case, and several districts reported zero. A district-wise count is shown in the figure below.

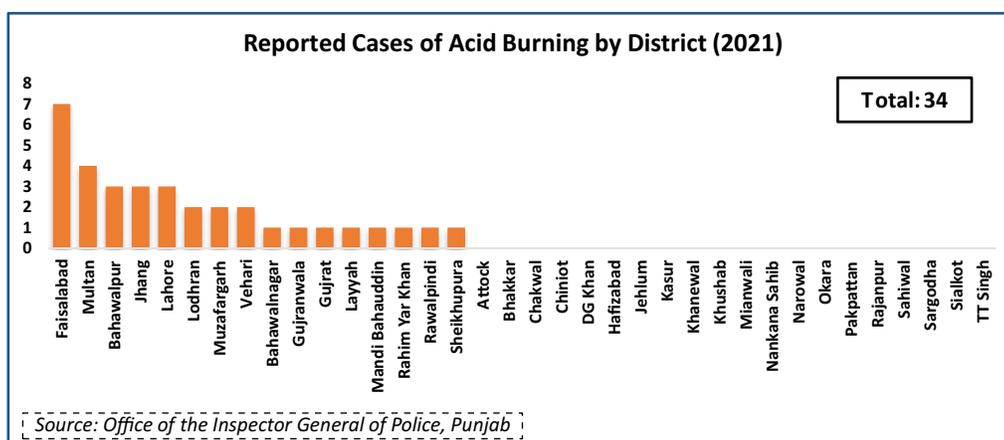


Figure 7.13

350 (Acid Attacks)
 351 (Kuriakose, 2017)
 352 (Causes and Consequences of Acid Attacks on Women, 2014)
 353 Ibid
 354 (No Forgiveness For You: Supreme Court Rejects Acquittal Plea in Acid Attack Case, 2019)

Kidnapping/Abduction

Kidnapping of women may sometimes be an offence committed to execute a larger offence such as trafficking, forced conversion, forced marriage etc. Yearly figures suggest that it is a frequent crime. However, in certain cases bogus abduction charges are pressed where a girl has run away from home to marry someone of her own choosing. The true number of kidnappings therefore, is often controversial.

In Punjab, the number of recorded abductions has continuously increased between 2017 and 2021. In 2017 reported abductions were around 136. This rose dramatically to 2395 in 2021. This amounts to an increase of over 1500% in 4 years³⁵⁵.

In 2021, a total of 16483 cases of kidnapping were reported. This is a considerable increase (25%) from 2020 where the number of cases was 12433. The figure below depicts the yearly number of cases from 2019 to 2021.

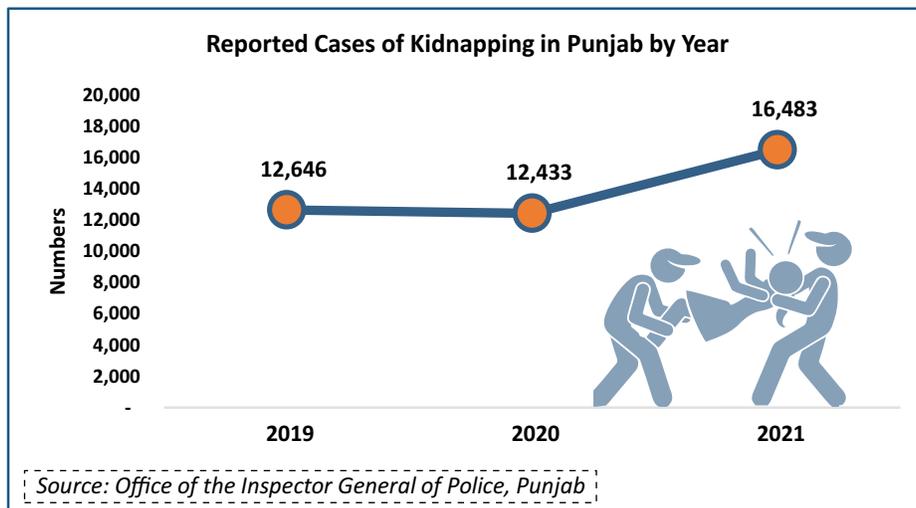


Figure 7.14

Out of all districts in Punjab, Lahore has reported the highest number of cases i.e. 3939. This number is 24% of the total cases of kidnapping in Punjab. Lahore had also reported the highest number of cases in 2020.

The lowest number of cases reported in 2021 was 103, in Chakwal. The following figure illustrates the number of cases reported in each district.

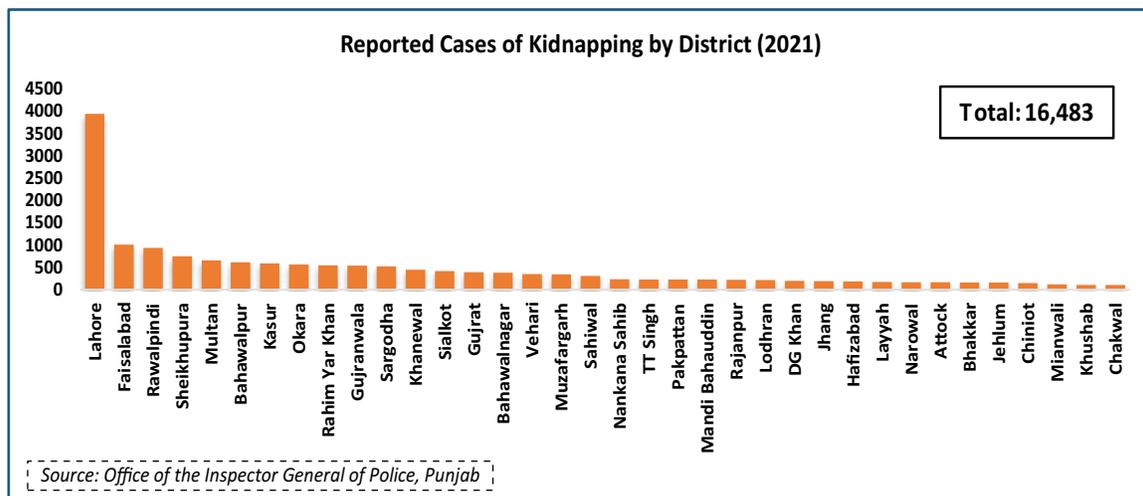


Figure 7.15

355 (Where are Punjab's missing daughters?, 2022)

Assault

The legal definition of assault varies depending on the jurisdiction, but generally, assault refers to "intentionally putting another person in reasonable apprehension of an imminent harmful or offensive contact"³⁵⁶. Under the Pakistan Penal Code, Section 354 (assault or criminal force with intent to outrage a woman's modesty) and 354-A (assault or criminal force to strip a woman of her clothes) criminalize assault against women.

In Punjab, the number of assault cases increased by an alarming 47% in 2021. In 2021, a total of 9299 cases were reported, whereas the figure was 4925 in 2020. The following figure is a yearly depiction of the reported assault against women cases in Punjab. The figure highlights the steep rise in cases between 2019 and 2021.

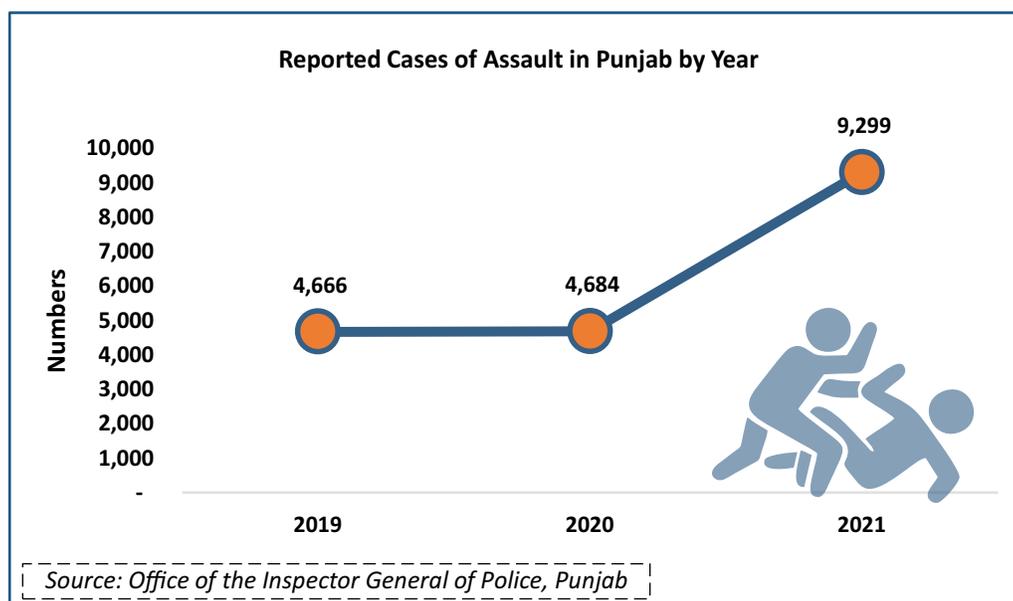


Figure 7.16

In 2021, cases of assault (2207) were most frequently reported in Lahore. The lowest number of cases was 37, reported in Khushab. In comparison, the highest figure was 669 in 2020, also reported in Lahore³⁵⁷. The following figure shows a district-wise analysis of the assault cases in Punjab.

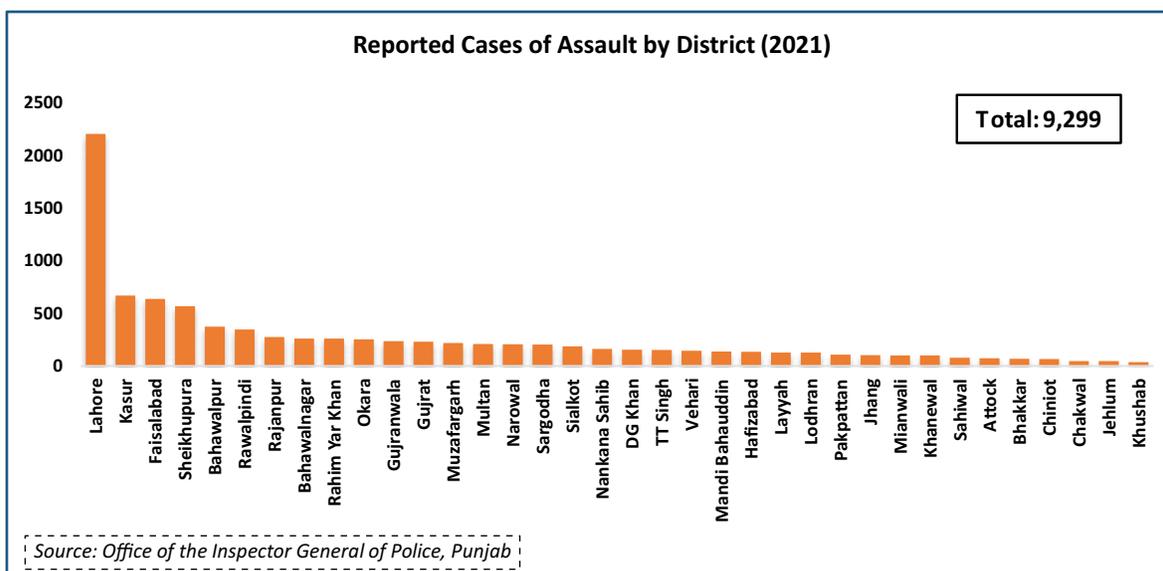


Figure 7.17

356 (Assault)
357 PGPR 2019 and 2020.

7.1.2 Outcomes of VAW Cases

The effectiveness of a criminal justice system depends on the time and efficiency of the investigation and adjudication system³⁵⁸. Pakistan ranks at 114 and 102, respectively, out of 139 in these measures. This ranking depicts the status quo of the criminal justice system in Pakistan.

A victim's access to justice in Pakistan is heavily affected by the practices of the criminal justice actors. Victims have to pass through multiple procedures to get their voices heard in a court of law. From registering a complaint to undergoing a medico-legal examination, the entire process puts a toll on the victim. Poor training of investigating officers often leads to insufficient protection of the crime scene and/or mishandling of evidence. This further results in the victims' gradual mistrust of the judicial system.

The incapacity of the justice system actors to provide victims with adequate redress leads to high acquittals in violence against women cases. In 2017 alone, the conviction rate for reported crimes of violence against women was 4%³⁵⁹.

Four years on, the conviction rate has not improved. In 2021, the conviction rate was only 5% as shown in the figure below.

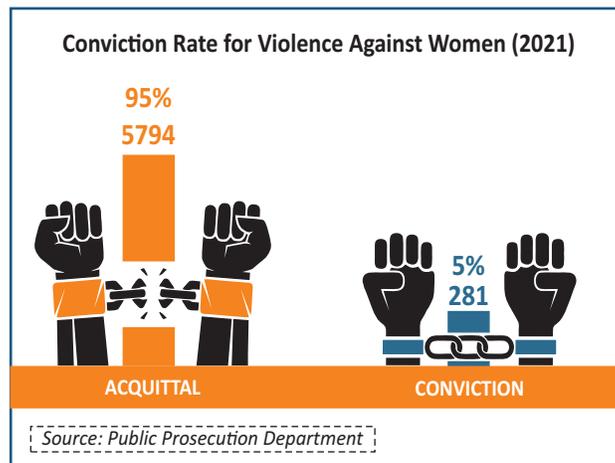


Figure 7.18

The conviction-to-acquittal ratio has not changed much between 2020 and 2021. The acquittal rate in Punjab for VAW cases was 95% in 2021 and 94% in 2020 as per the data provided by the Punjab Prosecution Department. The figure below shows the yearly percentage for acquittals and convictions which have not changed between 2020 and 2021.

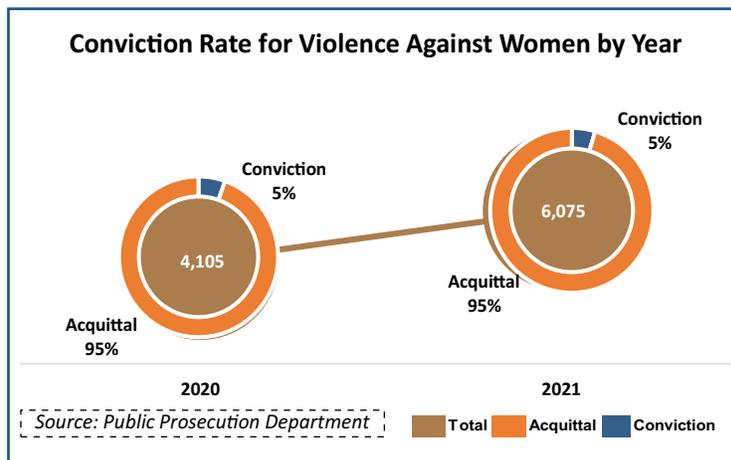


Figure 7.19

358 (What the Data Says About Criminal Justice Systems Around the World, 2019)
 359 (Improving the State's Response to Gender-Based Violence in Punjab, Pakistan)

The short and long-term effects of VAW are physical, mental, sexual and reproductive health problems. This violence leads to high social and economic costs for women, their families and societies³⁶⁰. In many cases VAW eventually turns into more serious offences such as murder or rape.

7.2 Access to Justice

Access to justice can be defined as the ability to procure formal or informal remedies from justice institutions for grievances, according to human rights standards³⁶¹. It is an important implementation tool for the SDGs and involves awareness of legal rights, having access to legal representation, legal aid and the services of justice system actors like the police, prosecutors and courts. In terms of gender parity, data suggests that women's access to justice is a worldwide predicament. As marginalised members of society, women often lack the voice or agency to seek redress. Systematic gender bias, stereotyping and cultural limitations constantly hold women back from approaching avenues that can assist in providing justice to them. The difficulty of access is not just limited to cultural norms or the patriarchal setup at home, it is also rooted in shortcomings of policy, legislation and other justice system actors³⁶². In this regard, methods to protect vulnerable victims and witnesses have been introduced into the justice system. The Punjab Witness Protection Act was enacted in 2018. Under the Act, Witness Protection Units are developed to provide vulnerable victims with provision of close protection service, relocation to a temporary safe house, change of identity etc.³⁶³. Similarly, initiatives like the gender-based violence court provide female victims with protected trial processes to avoid intimidation and residing of victim/witness. These reforms have been a welcome development in the struggle of access to justice for women but their reach must be expanded. For instance, in South Asia particularly, all 8 countries have ratified CEDAW and have domestic legal provisions that protect women against violence. However, women in these countries are not awarded the same privilege as men to access justice. Patriarchal norms at home and within justice institutions inhibit the women of this region from realizing their rights as equal citizen³⁶⁴.

7.2.1 Police

When seeking redress, the police is the first institution that comes into play. Other than maintaining peace and order, the police is also responsible for registering complaints and investigating crimes. Therefore, it plays a significant role in a victim's access to justice. In Pakistan the female police officers represent a miniscule 1.8% of the entire police force³⁶⁵.

Social and religious norms often forbid female victims to engage with the police and visit police stations. Women are especially a target of victim-shaming and have a harder time testifying after an incident. This may be a significant reason why 98% of women who suffer from violence in Pakistan do not seek help from the police³⁶⁶.

The provincial governments in Pakistan have been working to improve access of women to the police and train female police officers for gender-sensitive policing. Female police officers are being recruited in Balochistan and KP, as a first of its kind step. In 2021, the first female police station was inaugurated in Quetta. It has 19 female police officers, specifically addressing female victims³⁶⁷.

In Punjab, women help desks has been a significant initiative by the Punjab Police. Help desks were inaugurated in 2014 and are run by both, male and female officers. The aim of the initiative was. to provide a safe environment for female complainants who may engage with female police officers without hesistance or shame³⁶⁸. However, over time the Desks are only being used for generating an electronic application for the complainant. Figure 7.20 shows the total number of female police officers at women help desks in each district, as updated by the Punjab Police website.

360 (Violence Against Women , 2021)

361 (Necessary Condition: Access to Justice)

362 (Toolkit: Women's Access to Justice, 2018)

363 (The Punjab Witness Protection Act, 2018)

364 (Violence against Women and Girls, 2014)

365 (Building Trust: Pakistan Police Address Barriers To Women'S Access To Criminal Justice, 2021)

366 Ibid

367 (The Case For Effective, Gender-Responsive Policing In Pakistan, 2022)

368 (Female Help Desks in Punjab Police Stations - Status Report , 2017)

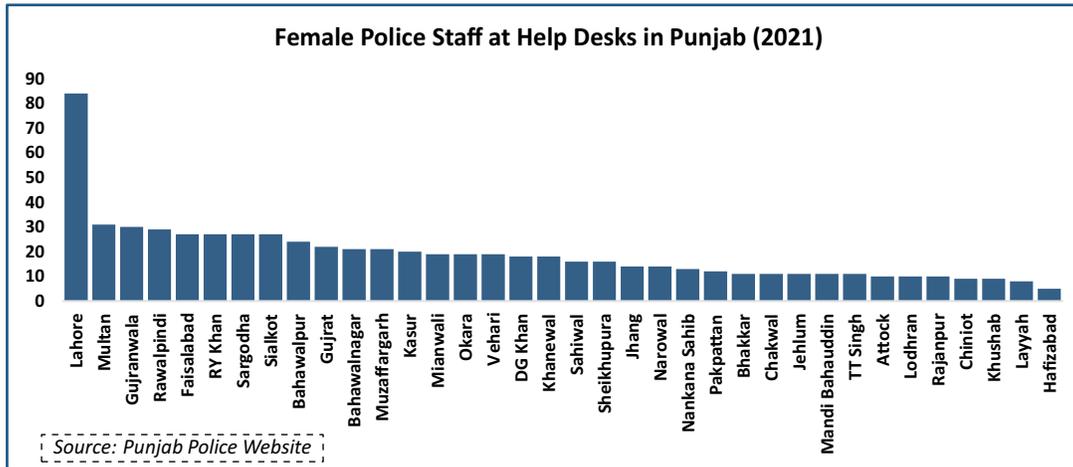


Figure 7.20

It is also commendable that initiatives like the Women and Juvenile Facilitation Center were opened in 2019 in Gujrat, Pakistan. The Center has an entire trained female police force for women and children survivors of violence. It provides redress services, psychological counselling, first aid etc.³⁶⁹.

7.2.1.1 Women in Punjab Police

Male staff typically outnumbers female police staff in Punjab. In 2021 the percentage of male police staff was 96%, and female police staff was 4% leading to a low GPI of 0.04. The figure below shows male and female police staff.

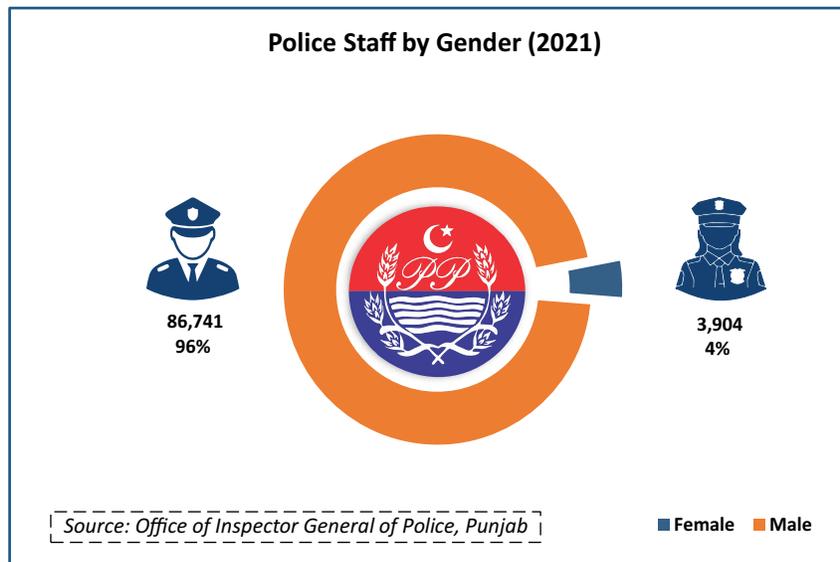


Figure 7.21

The availability of female police staff in police stations and help desks allows for gender-sensitive culture in the force that reflects on the institution and encourages young girls to join the criminal justice system. It is however, a tough road for most women in Pakistan due to multiple glass ceilings and a general stereotype that it is an office more suited to men.

Albeit slowly, female police staff is being inducted across Punjab. As the largest police force in Pakistan, this step towards inclusion of women is definitely a positive one by the Punjab Police. The map below shows the range of female police staff across 36 districts in Punjab. As can be seen, Faisalabad, Rawalpindi, Multan and Gujranwala had the highest number of female police staff. Other districts like Attock, Chakwal and Khushab had less than 50 female police staffers.

369 (Building Trust: Pakistan Police Address Barriers To Women'S Access To Criminal Justice, 2021)

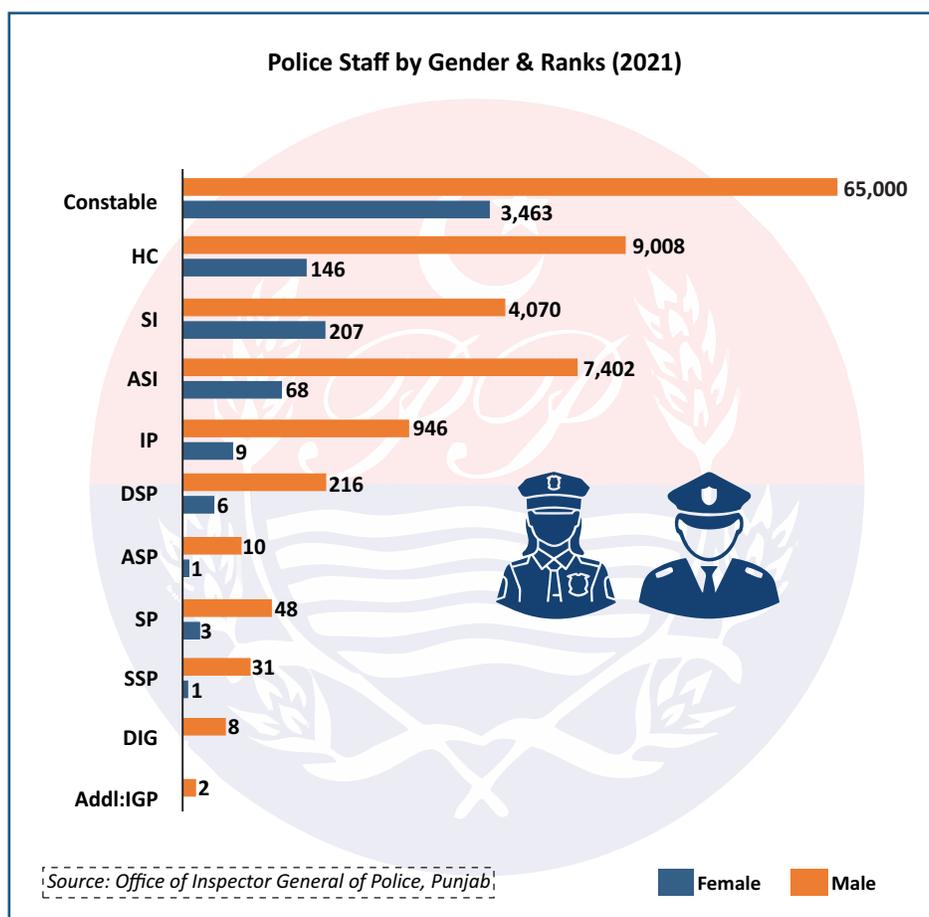


Figure 7.23

7.2.2 Prosecutors

Prosecutors are a key player in a victim's access to justice. As advocates, they analyse evidence, prepare for trial and present the case in a court of law. The prosecution service aims to charge the accused based on the evidence and the prosecutor is an officer of the government. There are 4 categories of prosecutors, depending on the seniority of the prosecutor. These categories from the lowest grade to the highest grade are: Assistant District Public Prosecutors, Deputy District Public Prosecutors, District Public Prosecutors and Additional Prosecutor Generals. These prosecutors are headed by the Prosecutor General of the province.

Female prosecutors are encouraged in the Punjab Criminal Prosecution Service (PCPS). In VAW cases especially, female prosecutors offer a more comfortable outlook for female victims and children. However, female prosecutors still make a small proportion of the total PCPS. Figure 7.24 shows a male-to-female comparison in the five categories of the prosecution service.

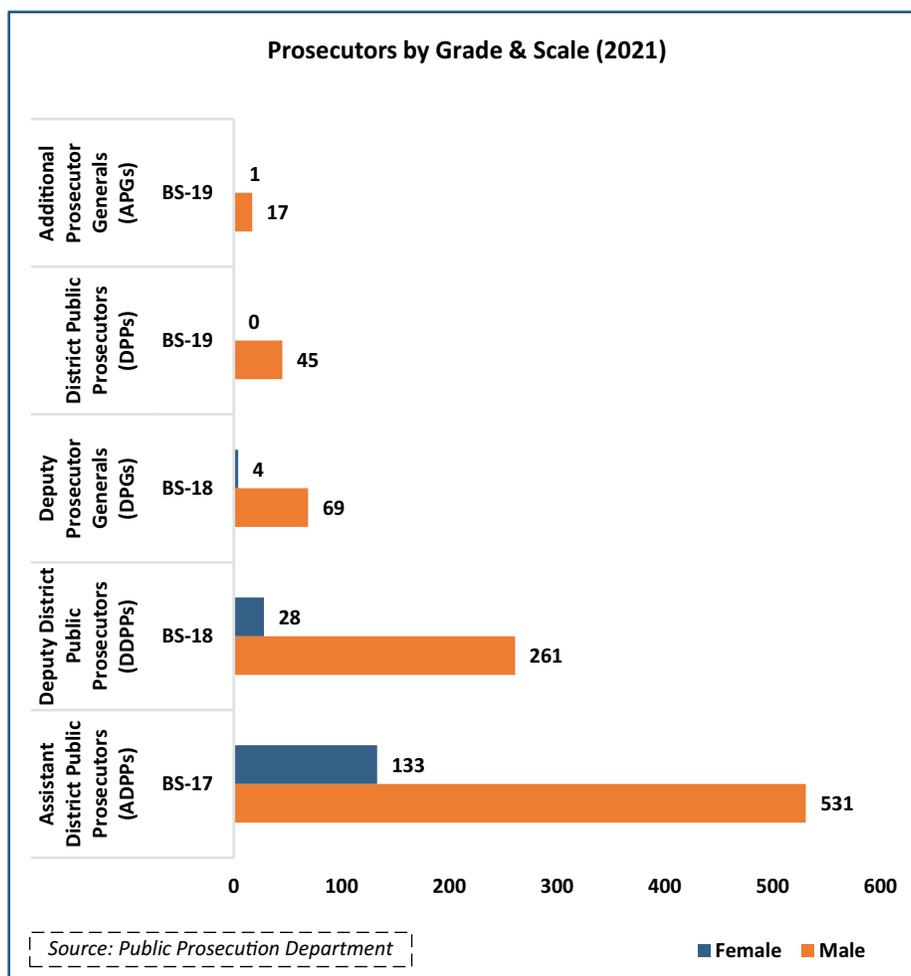


Figure 7.24

The highest number of female prosecutors was amongst the Assistant District Prosecutors, resulting in a percentage of 25% female prosecutors, compared to 75% male prosecutors- a GPI of 0.25. Within the highest rank i.e., the Additional Prosecutor General, there is only 1 female prosecutor, compared to 17 male prosecutors. This results in a GPI of 0.05.

7.2.3 Prisons

Prisons are a tool of law enforcement in any country. It protects the society by putting criminals behind bars and also provides these criminals with correctional facilities. It is common for jails to be overcrowded due to backlog in court and inefficient bail procedures.

Prison management often overlooks the specific needs of female prisoners, most importantly hygiene requirements such as sanitary pads and showers during menstruation, adequate nutrition and regular check-ups during pregnancy etc.³⁷⁰. This is often a result of lack of prison staff training around gender sensitivity. The mental health of the prisoners is not a matter of concern in many facilities, and untreated mental health issues often lead to drug abuse, especially if the prisoner has a history of drug use prior to imprisonment.

The international community has given particular importance to female prisoner rights and relaxations for those with special needs. The "United Nations Basic Principles on the Use of Restorative Justice Programmes in Criminal Matters 2002" provides guidance to states in developing appropriate responses to women issues in the criminal justice system, where appropriate. A special case has been made globally for incarcerated pregnant women and those with young children. In this spirit, the "Council of Europe, Parliamentary Assembly

370 (Women's Health In Prison, 2009)

Recommendation 1469 (2000)" had suggested the introduction of community-based penalties for mothers of infants and young children.

Additional guidance was provided to countries when the United Nations adopted the famous 'Bangkok Rules' in 2010 for the "Treatment of Women Prisoners and Non-custodial Measures for Women Offenders". The Rules were a landmark development for women protection. These Rules primarily cover admission and search procedures, healthcare, humane treatment, and children who accompany their mothers into prison³⁷¹.

However, despite these international efforts, the number of incarcerated women around the world is at an all-time high. By 2020 in most parts of the world, there are more women in prison today than 10 years ago³⁷². Across Asia there has been a dramatic 50% increase from 207,000 to 310,000 women in prison³⁷³.

Pakistan too, needs improved facilities for female prisoners. In a report to the Prime Minister of Pakistan, the Human Rights Ministry of Pakistan identified inadequate health care and poor conditions in women prisons, stating that "Pakistan's prison laws did not meet international standards and that officials often ignore laws meant to protect women prisoners³⁷⁴". In 2020, 66% of those detained had not been convicted and awaited their trial. Over 300 women were detained in facilities outside the districts where they lived, making family visits nearly impossible. And only 24 female health workers are available to provide full-time care to women and girls in prisons across the country³⁷⁵. With the onset of Covid in Pakistan, prisoners have found themselves in worse conditions, more susceptible of contracting the virus and left at the disposal of inadequate medical facilities of the State.

7.2.3.1 Prison Population

Punjab has a total of 41 central and district-level prisons, as of January 2020. These include 25 district jails, 10 central jails and 6 borstal Institutions, Juvenile/Women Jails and Sub Jails³⁷⁶. According to a report by the Ministry of Human Rights, 29 out of 41 prisons were overcrowded in 2020. Gender desegregation of prison population shows that in 2020 and 2021, the female: male ratio remained the same. The figure below shows the yearly number of male and female prisoners in 2020 and 2021.

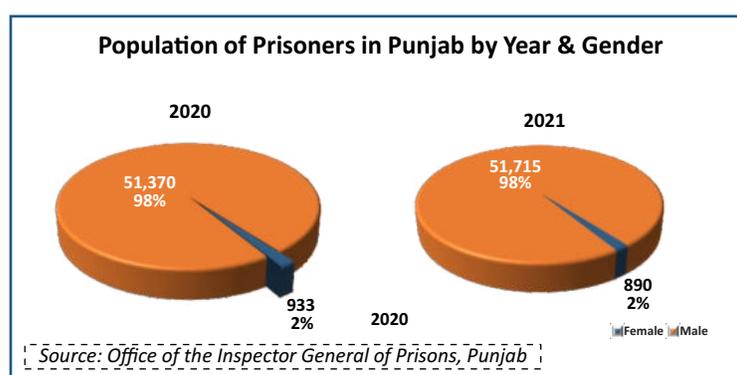


Figure 7.25

The IG Prisons Punjab desegregates its data under three categories: prisoners undertrial, convicted and condemned. It is important to note that most of the prison population in Punjab is undertrial. The total number of prisoners in 2021 were 51715. Out of this total, 33493 (65%) are under-trial. The predominance of under-trial prisoners within the prison population is a failing of the criminal justice system. An undertrial prisoner loses basic liberties of life similar to a convicted prisoner and is also incapable of preparing for his defence from inside the prison³⁷⁷. The most common reasons for overcrowding of under-trial prisoners have been identified as remission delays by competent authority, judicial officers carrying out limited visits, delay or non-payment of fines, lack of legal aid/ legal representation and non-production of prisoner in court³⁷⁸. Data suggests that women comprise a small percentage of the total number of prisoners. The following figure presents an analysis of male and women prisoners by percentage under each of the three categories.

371 (Penal Reform International)

372 (Addressing The 105,000 Increase In The Global Female Prison Population, Ten Years After The Bangkok Rules Were Adopted, 2020)

373 Ibid

374 (Pakistan: Poor Conditions Rife in Women's Prisons, 2020)

375 Ibid

376 (Punjab Prisons)

377 (Undertrial Prisoners And The Criminal Justice System, 2010)

378 (Under-Trial Prisoners And The Pandemic The Way Forward)

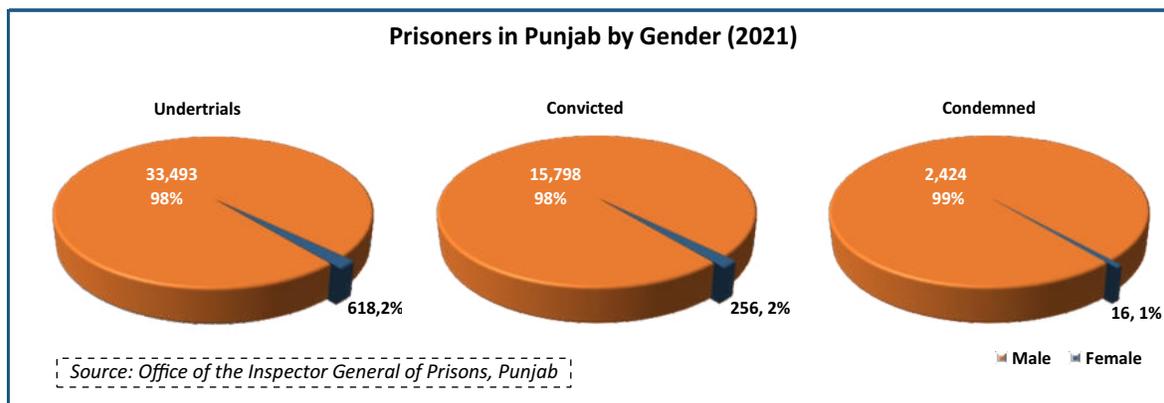


Figure 7.26

Despite being a small percentage, female prisoners face more complex risks as inmates. A shortage of female doctors results in fewer visits to the district jails. Pregnant prisoners often have to be moved from district jails to larger cities to give birth. Doctors are often substituted by midwives when pregnant prisoners cannot be moved. Moreover, mental health is deemed as an alien phenomenon. The lack of clinical psychologists available for inmates makes affects their mental stability irrespective of whether they had a mental illness at the time of entry³⁷⁹.

7.2.3.2 Female Prisoners In Punjab

According to data from the IG Prisons, 852 women were incarcerated in 2021 in Punjab. The highest number of female prisoners was found in Central Jail, Rawalpindi (143), followed by Central Jail, Lahore (132). The lowest number of female prisoners was in District Jail, Rajanpur (2) and District Jail, Bhakkar (2). The complete list of jails and their female prisoners is displayed in the figure below.

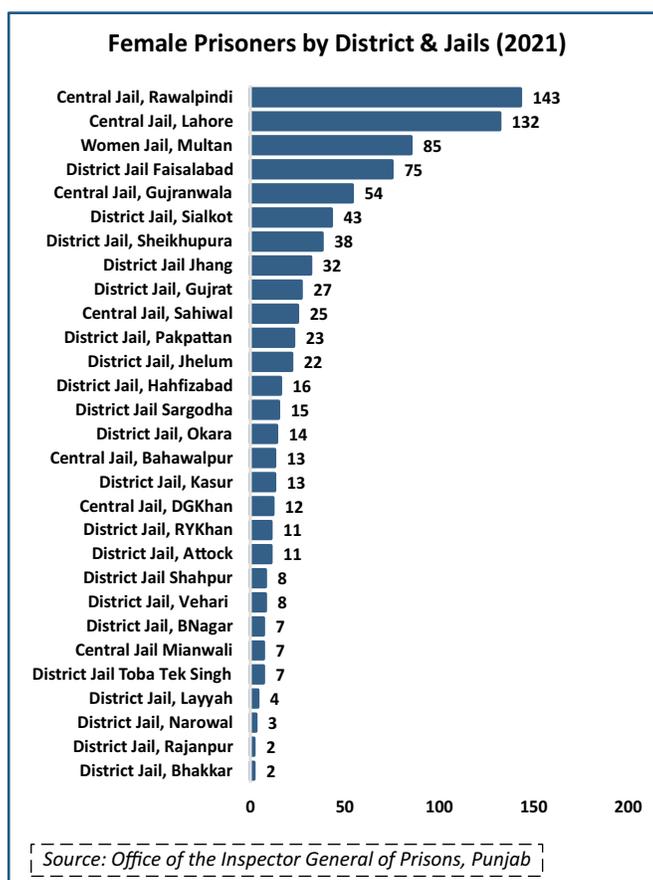


Figure 7.27

379 (Situation and Needs Assessment in Female Prisons and Barracks, Females Behind Bars)

7.2.3.3 Women with Children in Punjab Prisons

107 out of 745 (14%) female prisoners were accompanied by their children in 2021. Data from all jails in Punjab shows that the majority of female prisoners with children are under trial; fewer are convicted. This points to a delay in trials and possible inefficiency of the justice system. The highest number of female prisoners with children in 2021 was in Central Jail, Rawalpindi which holds a total of 25 prisoners with children. This is followed by Central Jail Lahore (14) and a close third is Central Jail Gujranwala (10). Data for incarcerated women with children is shown below

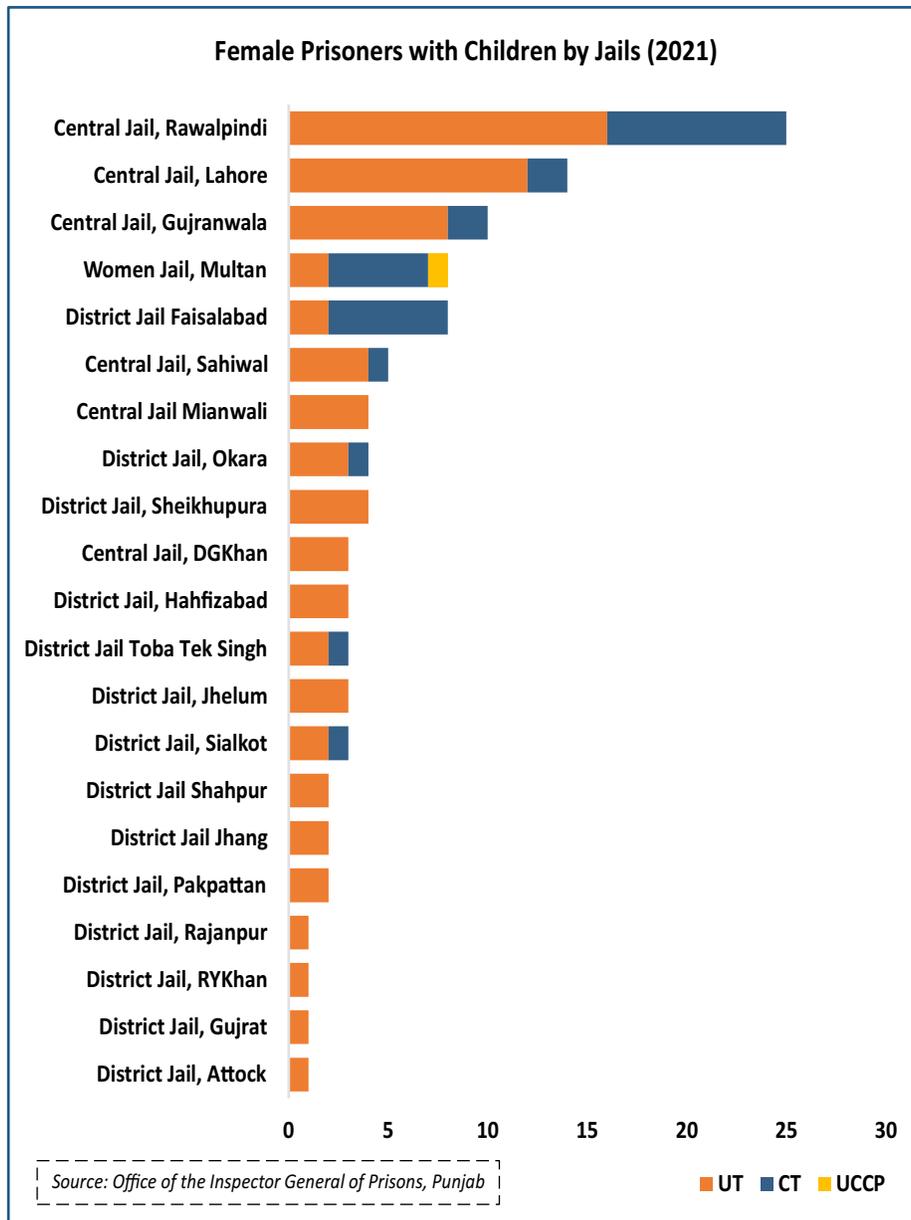


Figure 7.28

The picture of the female prison population points to policy and implementation changes that are urgent for upholding rights of female prisoners. With international standards of jails evolving and the concept of punishment translating into correction and rehabilitation, prison management ought to welcome institutional changes³⁸⁰.

7.2.4 Judiciary

Judiciary acts as the custodian of rule of law in a criminal justice system. It includes magistrates, courts and judges that adjudicate on matters and pass out a ruling. These rulings either result from a set principle in law or become a precedent for future similar matters as a result of judicial law making. Under the doctrine of "separation of power", a successful judicial system is impartial, free of bias or political considerations. This means that with the ordinary citizens as the beneficiaries, the judiciary follows the law of the land regardless of what suits the powerful entities in the country³⁸¹. Arbitrary rulings, pending cases and unfair acquittals and convictions can infect the system, leading to injustice.

To encourage impartiality within the justice system, female representation is essential. Female judges, lawyers, magistrates and clerks allow for more representation of women in the justice system and also further the 'woman cause'. According to the International Development Law Organization (IDLO), empirical research indicates that female judges understand justice requirements for women and contribute positively to women's improved access to justice³⁸². The Organisation has stressed that individual, social and institutional barriers exist around the world for women in justice and law making. In its 2018 Report, "Women Delivering Justice", the Organisation pointed out that female judges are often limited to a category of courts such as juvenile or family courts. This bars them from working on a range of legal areas, hampering their career and professional growth. Incorporating more female judges into the justice system can further the SDG cause of sustainable development and impartial justice for all.

It is important to note that Pakistan has vowed to take measures for the inclusion of women in justice and law making. It has endorsed the Beijing Declaration and Platform for Action which, at the Fourth World Conference on Women in 1995, urged states to ensure the inclusion of women into the judiciary as advocates, judges and law makers. It stressed that this gender balance must be established through positive actions by setting specific targets and implementation measures³⁸³.

The judiciary of Pakistan however, has historically been male-dominated. Female judges are few in number and naturally few are elevated. This elevation too comes after decades' old glass ceiling for female judges and the appointment is celebrated across Pakistan as a positive step towards gender equality.

Overall, however, there is low gender parity in the judiciary. In 2021, female judges made only about 4% of all of Pakistan's High Courts. There are a total of 3005 judges in the lower and higher courts of Pakistan and only 17% are women³⁸⁴.

The total number of judges in the district Judiciary in 2021 in Punjab was 1733. This includes district and session judges, additional district and additional sessions judges, civil judges and senior civil judges. Of these, 1577 (91%) were men and 156 (9%) were women.

Male and female Judges in different cadres of the District Judiciary in Punjab are depicted in Figure 7.29.

381 (Independent Judiciary and its Role in Nation- Building: Case Study of Pakistan)

382 (WOMEN DELIVERING JUSTICE: Contributions, Barriers, Pathways, n.d.)

383 (Pakistan: Women in the Law, 2016)

384 (Pakistan May Have its First Woman Supreme Court Justice, 2021)

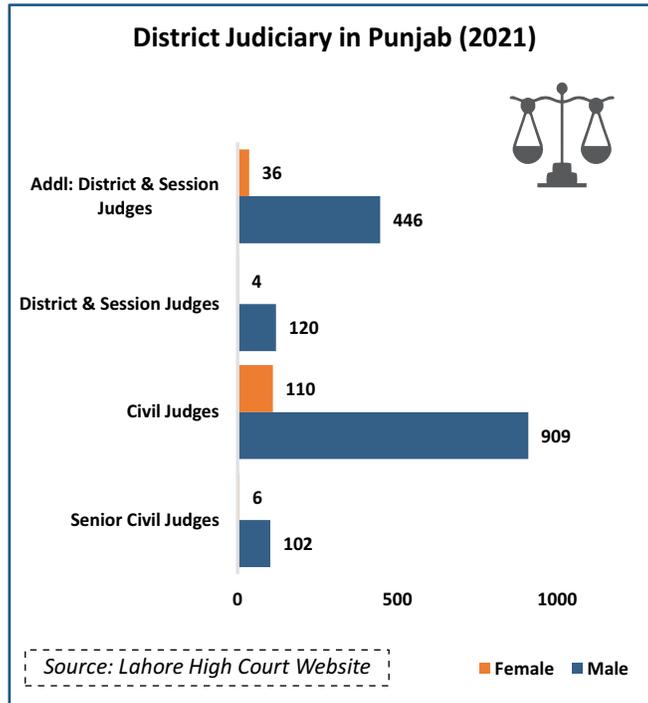


Figure 7.29

There is also significant inequality across civil, district and session courts in Punjab. The percentage of women is highest amongst the civil judges, as compared to other cadres. In 2021, there were 909 (90%) male judges and 110 (10%) female judges, making a GPI of 0.12.

Data for senior civil judges shows 102 (95%) male senior civil judges and 6 (5%) female senior civil judges, resulting in a GPI of 0.05.

Gender parity is worse within district and session court. There are a total of 120 (97%) male judges and 4 (3%) female judges in district and session courts. This makes a GPI of 0.03. Amongst the Additional District and Sessions Judges, there are 446 (93%) male judges and 36 (7%) female judges which results in GPI of 0.08.

The highest court in Punjab, the Lahore High Court had a total of 45 sitting judges in 2021. Of these 44 (98%) are male and only 1 is female (2%) with a GPI as low as 0.02. Compared to this, in the year 2020, the Lahore High Court had 2 female judges with a GPI of 0.06. The figure below shows a yearly comparison.

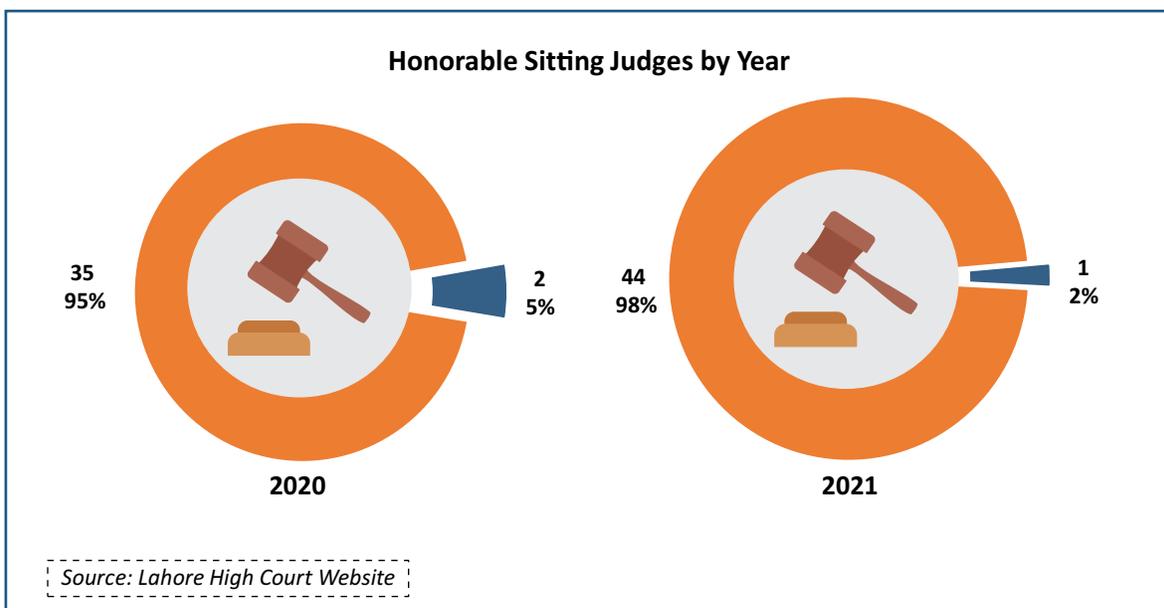


Figure 7.30

7.2.5 Punjab Judicial Academy

The Punjab Judicial Academy is an institute for judges that serves to update and teach judges on the latest laws and international best practices. The Academy regularly carries out gender-sensitivity training for judges. These are especially useful in GBV cases and help the judge see the female victim's issues from a female perspective. As the figure below suggests, a total of 27 judicial officers were trained, out of which 12 were women. 8 civil judges were trained, out of which 3 were women.

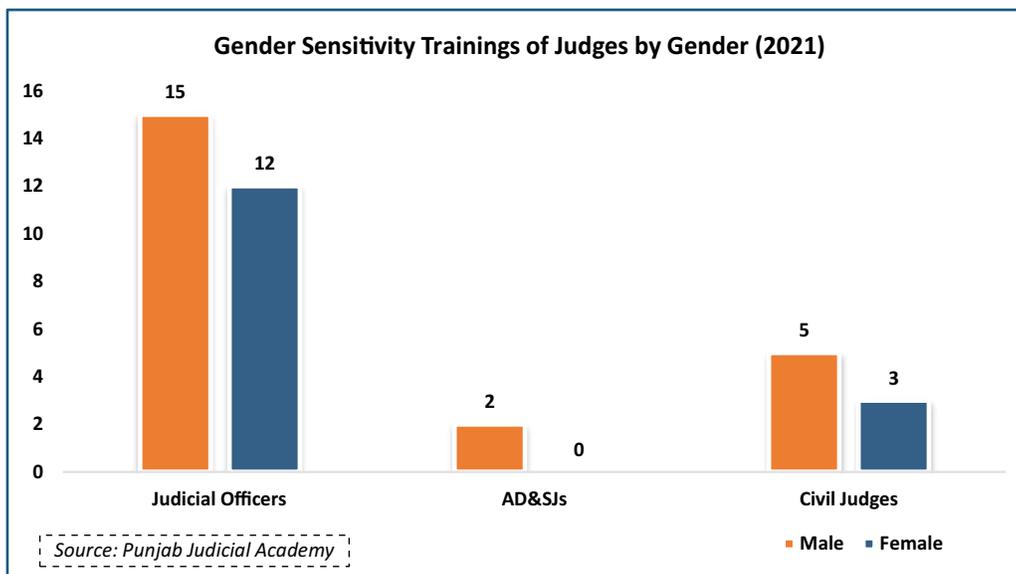


Figure 7.31

The number of gender sensitivity training increased for women and fell for men between 2020 and 2021. While no female judges were trained in 2020, in 2021 15 female judges were given the training. On the other hand, 22 men were trained in 2021 and 44 were trained in 2020.

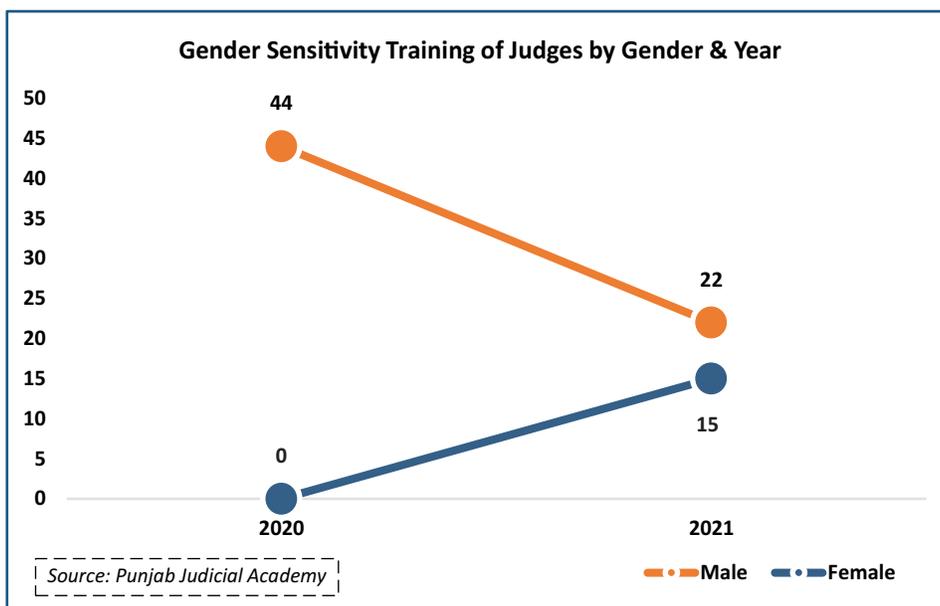


Figure 7.32

7.2.5.1 Gender-Based Violence Courts

A significant step by the Judiciary to combat high acquittals in VAW cases has been the establishment of the Gender Based Violence (GBV) Court. In 2017, the first GBV Court was set up in Lahore after the directions given by the Supreme Court in the Salman Akram Raja Case³⁸⁵. The distinct features of the GBV Courts include fast-tracking of cases, priority hearing and strict hearing schedules³⁸⁶. The victim is provided a trained "Female Support Officer" who escorts the victim to the waiting room and then to the court. In special circumstances, the victim may be allowed to testify in Court via video-link. Screens are also available to protect the vulnerable victim from having to face the accused in Court and experiencing PTSD³⁸⁷.

The GBV Court proved to be a success soon after its establishment. It fast-tracked 123 transferred cases following its inauguration and by December 2017, all 123 cases were found in the trial stage, pending adjudication. It is also noteworthy that these cases were of varying nature of VAW including rape, gang-rape, kidnapping/abduction, wrongful confinement, and sexual abuse. By December 2017, these cases were pending adjudication at different stages of trial³⁸⁸.

The creation of GBV Courts has resulted in higher conviction rates and improved gender sensitization in the judiciary. The conviction rate for rape (Section 376 PPC) which was at 2% (in 2016) prior to the formation of GBV Courts rose to 16% (in 2019) a year after the inauguration of the same³⁸⁹. The Government work for GBV Courts was also appreciated by the Committee on the Elimination of Discrimination against Women (CEDAW) in 2020³⁹⁰ although it stressed that much more needs to be done for the protection of women within the criminal justice system in Pakistan.

7.2.6 Punjab Forensic Science Agency (PFSA)

The Punjab Forensic Science Agency (PFSA) is a state-of-the-art forensic science laboratory in Lahore, Punjab. Inaugurated in 2011, it is the second largest laboratory in the world that provides crime laboratory services in 14 disciplines. The Agency provides services in audio visual analysis, forensics, crime scene investigation / death scene investigation, DNA and serology, firearms and tool marks, forensic photography, latent fingerprints, narcotics, polygraph examination, questioned documents, forensic toxicology and pathology and histology and trace chemistry.

PFSA plays a pivot role in the prosecution of VAW. DNA testing and forensics analysis help identify culprits and repeat offenders. It is also useful in absolving individuals that may be falsely accused. DNA evidence is submitted to the Agency by investigating officers which is then analyzed and matched with the DNA of the accused.

In the year 2020, PFSA submitted reports in 105453 cases of the received total 114067 cases during year 2020, resulting in a report rate of 92%. It is important to mention here that while this percentage itself is commendable, PFSA has pointed out that the remaining 8% percent also represents backlog from the year 2019³⁹¹.

In 2020, PFSA received 4,566 gender-based offences cases and developed reports in 4,018 (88%) of these. In 2021, it handled a slightly higher number of cases but reports were generated for far fewer. Out of a total of 5745 Gender-Based Violence cases, PFSA had developed reports on 3258 cases i.e., a 57% report rate. 704 (12%) out of the total cases were in process and in 1783 (31%) of the cases, sample had not been submitted to the Agency.

Figure 7.23 shows the 2020 vs 2021 yearly comparison with regards to PFSA's reporting in gender-based offences.

385 (Salman Akram Raja versus The Government of Punjab, 2013)

386 (Asian Development Bank, 2021)

387 (Sicangco, 2021)

388 (Women, 2020)

389 (Law: Protecting Women From Violence, 2021)

390 (Aziz, n.d.)

391 (Agency, 2020)

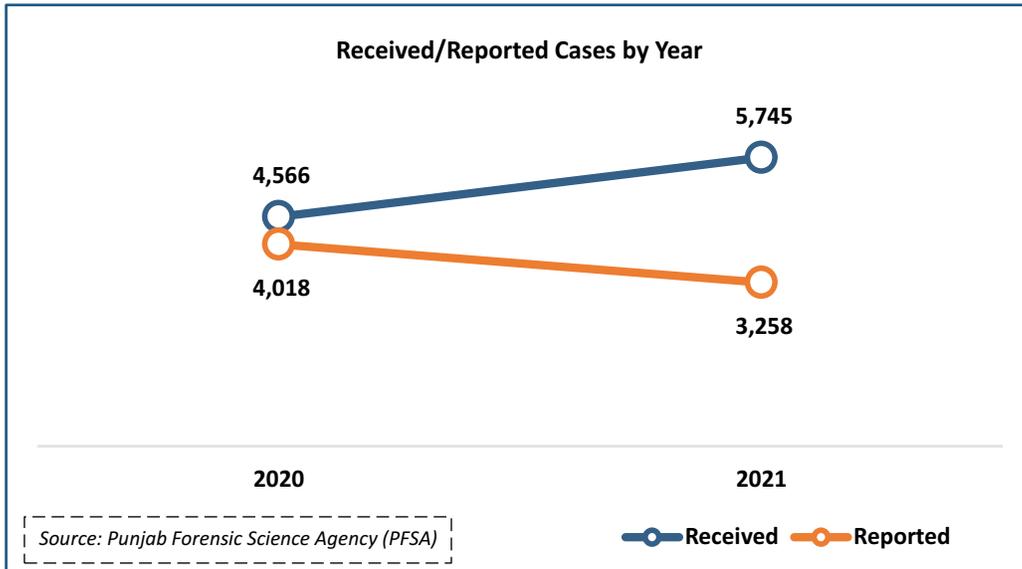


Figure 7.33

In Lahore, where the highest number of cases (539) were received, 334 reports were developed, resulting in a percentage of 62%. The graph below shows the number of cases received district-wise and the number of reports developed by PFSA.

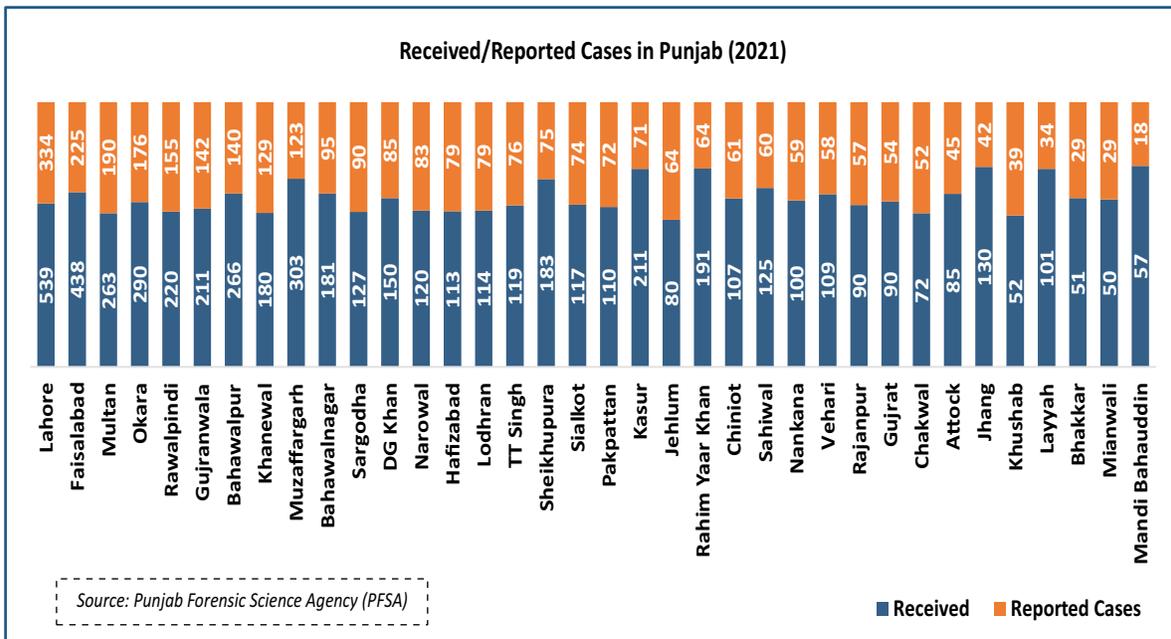


Figure 7.34

7.2.6.1 Acid Burning Cases PFSA

According to data by the Punjab Forensic Science Agency (PFSA), a total of 61 acid burning cases were brought for examination and analysis in 2021. The figure was 65 cases in 2020.

The number of female victims of acid burning dropped to 33 (54%) in 2021 from 39 (64%) in 2020.

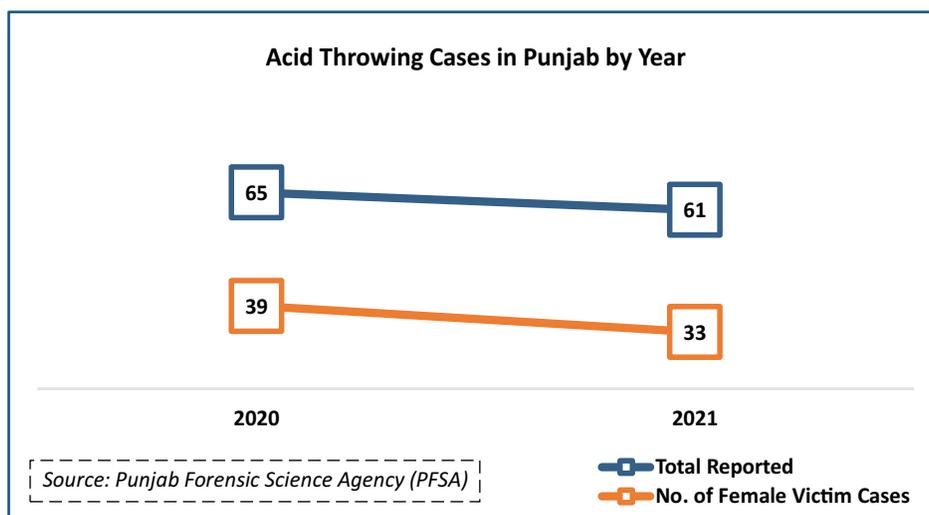


Figure 7.35

The highest number of cases was reported from Lahore (8). Ten districts only reported of a single case each: Bhakkar, Jhang, Jhelum, Layyah, Mandi Bahauddin, Nankana Sahib, Sargodha and Sheikhpura.

However, it is important to consider that these cases are not limited to female victims of acid throwing. Lahore, for example, reporting the highest number of cases, had 5 male victims and 3 female victims.

Amongst the total reported cases of acid throwing in Punjab in the year 2021, the male-to-female ratio was 0.64.

The highest number of female victims were reported in Bahawalpur. The figure below showcases the district-wise male-to-female analysis in acid throwing cases.

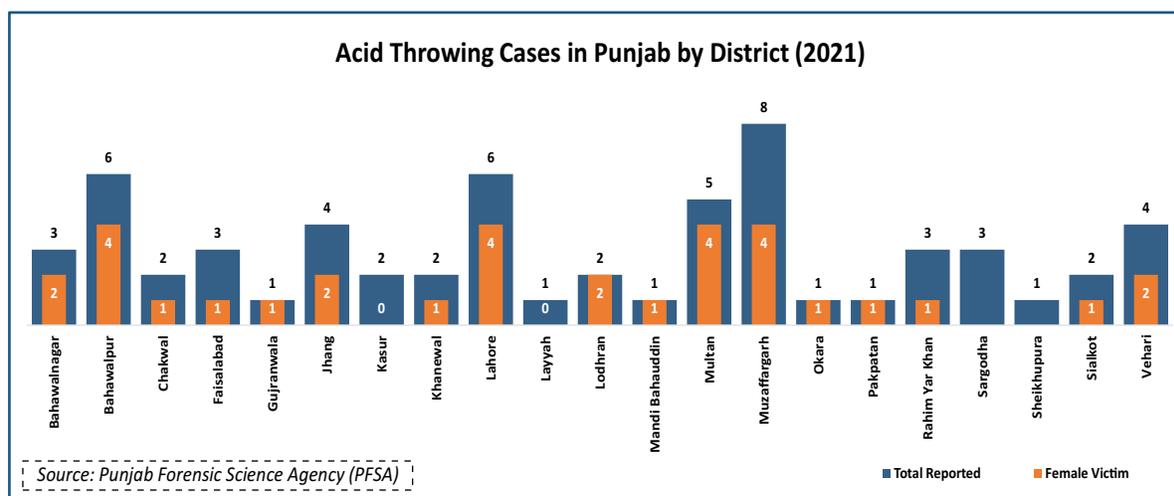


Figure 7.36

7.2.7 Punjab Safe City Authority (PSCA) Women Safety Mobile Application

The PSCA Women Safety Application (The App) was launched in 2017 by the Punjab Safe Cities Authority (PSCA). The App is an initiative to provide women with a prompt response to their emergencies such as harassment at public places or threats of violence against them. The App can be downloaded on smartphones and with an activated GPS, the location of the user can be tracked by the Police for effective response and timely arrival at a possible scene of crime. The App also allows women to choose safe routes for their movement. These routes are

predetermined by the Police based on the number of safe areas/neighbourhoods. Further, the App allows women to have a "live chat" with a PSCA representative for a quick query.

The following figure shows the number of installations, active users, total calls received and total number of chats between the PSCA representatives and the user till 2021.

In 2021, PSCA app was installed 139,000 times compared to 43000 installations in 2020,³⁹² indicating a 70% increase between 2020 and 2021. The total number of active users also increased significantly. In 2021, the total number of active users was 56,385, whereas the number was 15, 463 in 2020, This increase in the number of active users is indicative of the Application's success. The total number of chats has also increased (73%) to 4503 in 2021 from 1233 in 2020.

7.2.8 Punjab Women's Helpline 1043

The Punjab Women's Helpline 1043 was operationalized in 2014 as a 24/7 helpdesk service for women across the province. The all-women team working for the Helpline includes three legal advisors, supervisors and management staff to address inquiries and complaints from women. The types of complaints addressed and other services rendered are listed in table 7.1.

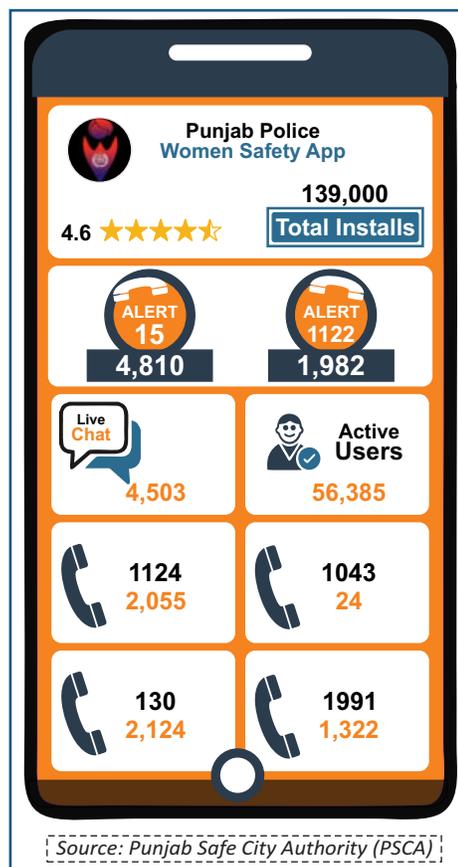


Figure 7.37

Table 7.1

Punjab Women's Helpline 1043 Services
• Workplace harassment
• Gender discrimination
• Property disputes and inheritance rights
• Domestic Violence
• Hostels, day-care centers and other facilities for working women
• Increased women's participation in government decision making bodies
• Quota for women in Public sector jobs
• Skill development
• Changes in employment policies
• Various other economic and social issues

Source: Women Development Department

In 2021, the Helpline received a varied range of complaints. The majority of complaints were around violence (54%). The second largest type of complaint was regarding property (16%). Fewer complaints were lodged for education or health issues. Figure 7.38 shows a comparison of enquiries and related complaints in 2021.

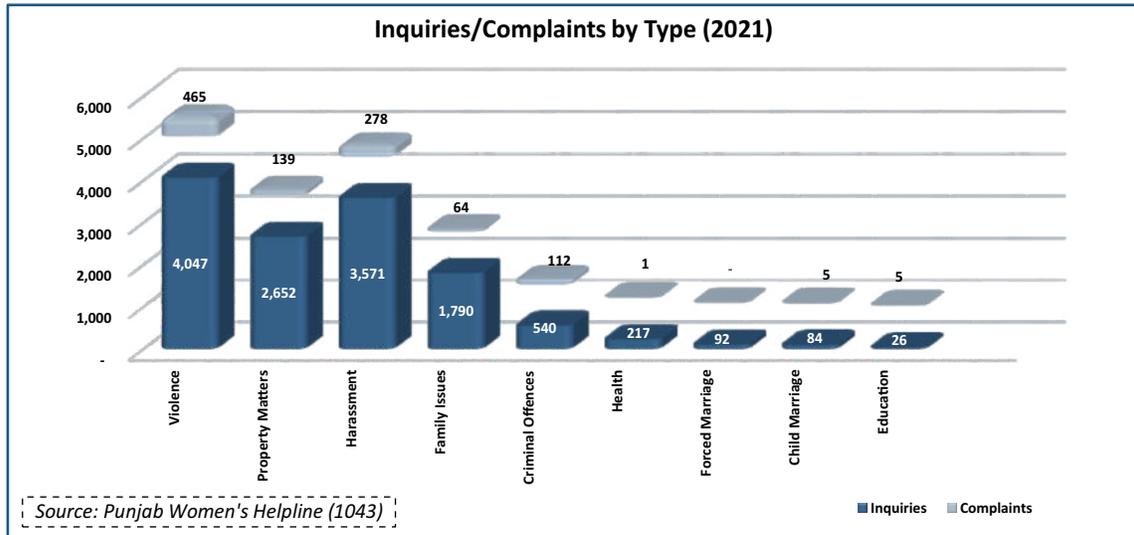


Figure 7.38

The Helpline also projects data for the top 10 districts that report the highest number of complaints. According to this data, out of these top 10 districts, Lahore had the highest number of complaints (40%). The lowest number of complaints was recorded in DG Khan (2%).

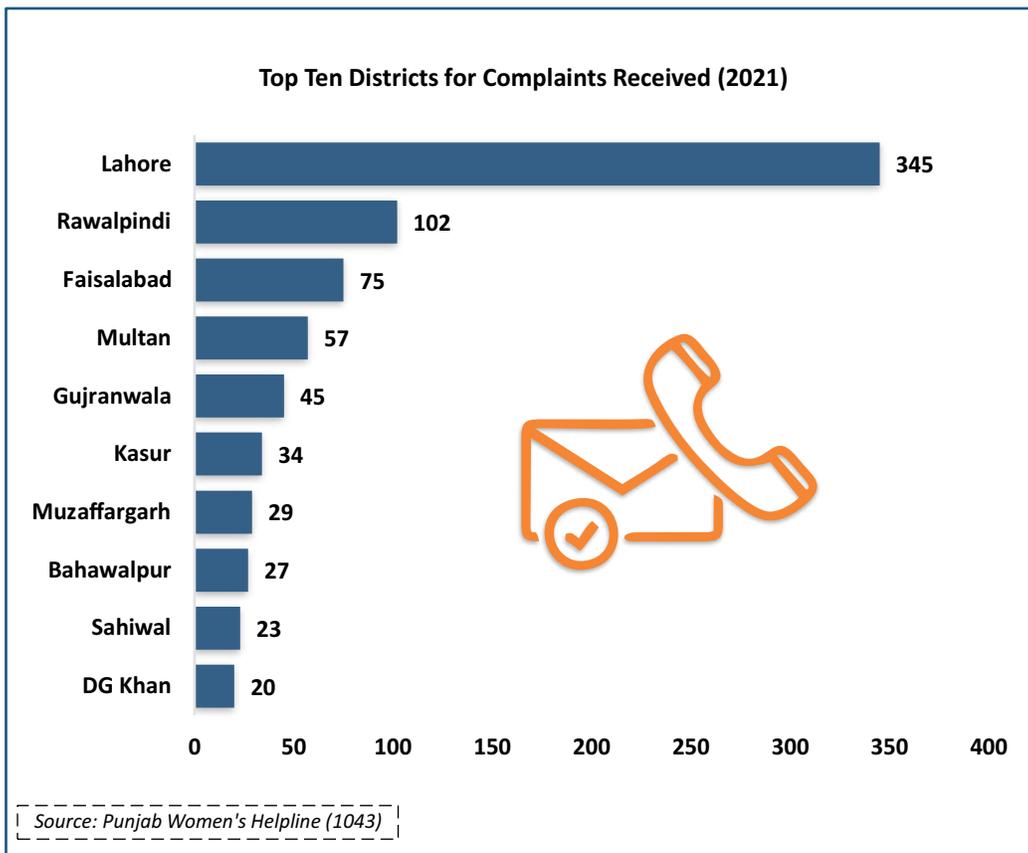


Figure 7.39

According to yearly data shared by the Helpline, the number of complaints received dropped by 57% in 2020. However, the complaints received by the Helpline increased by 53% in 2021.

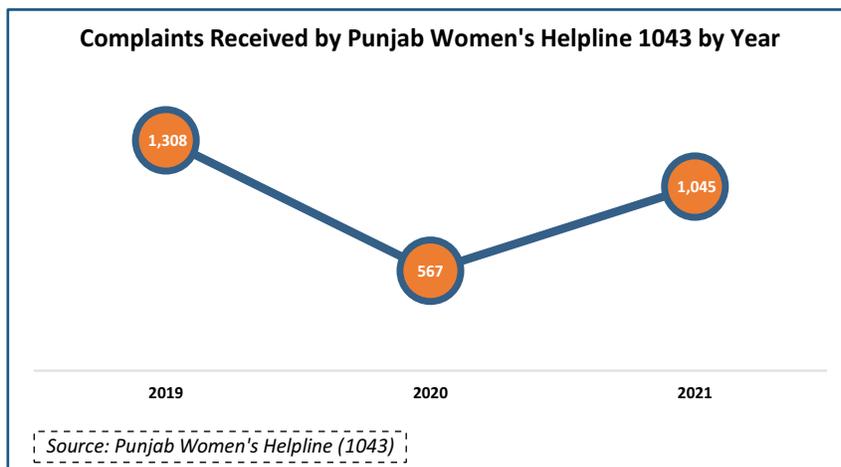


Figure 7.40

7.3 Government-Run Social Services Institutions

The Social Welfare and Punjab Bait-ul-Maal Department works towards uplifting the underprivileged through relief and rehabilitation, medical and educational assistance etc. *Dar-ul-Amans* (women's shelter homes) operating under the Government of Punjab are present in each of the 36 districts. These homes can accommodate 20 to 50 residents at a time.

There are also 36 government-run industrial homes commonly known as *Sanatzars* that are working in Punjab at District Head Quarters. The *Sanatzars* aim to train women to learn arts and crafts. The trained women are given paid arts and crafts assignments which are aimed at improving their financial circumstances.

The total number and other types of Social Service Institutes under the Government of Punjab can be seen in the figure below.

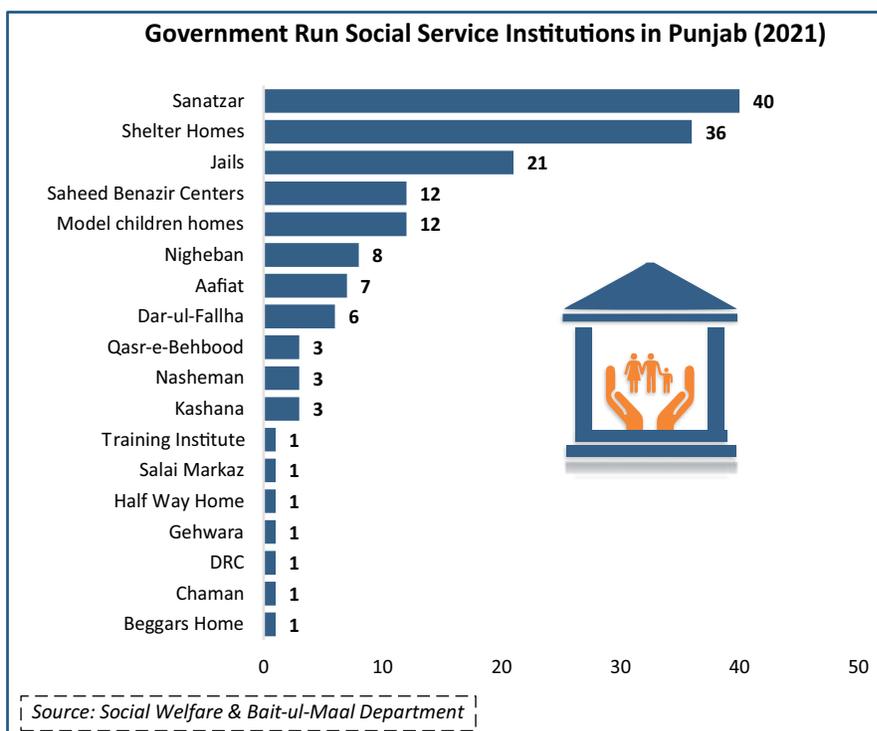


Figure 7.41

Trends in women residing in these social service institutions are depicted in Figure 7.42.

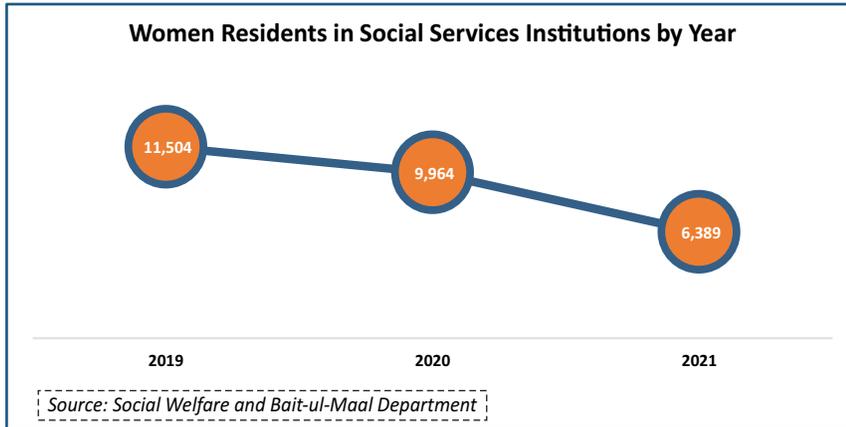


Figure 7.42

As data suggests, there has been a constant decrease in the number of women residents at social service institutes. A 13% decrease in the number of residents in 2020, fell to a 36% decrease in 2021. This decrease in the number of residents could be attributed to the closure of some institutes during COVID and may increase again after all institutes are fully functional post-pandemic.

Beneficiaries residing in social service institutions across 36 districts of Punjab have been showcased in the map below.

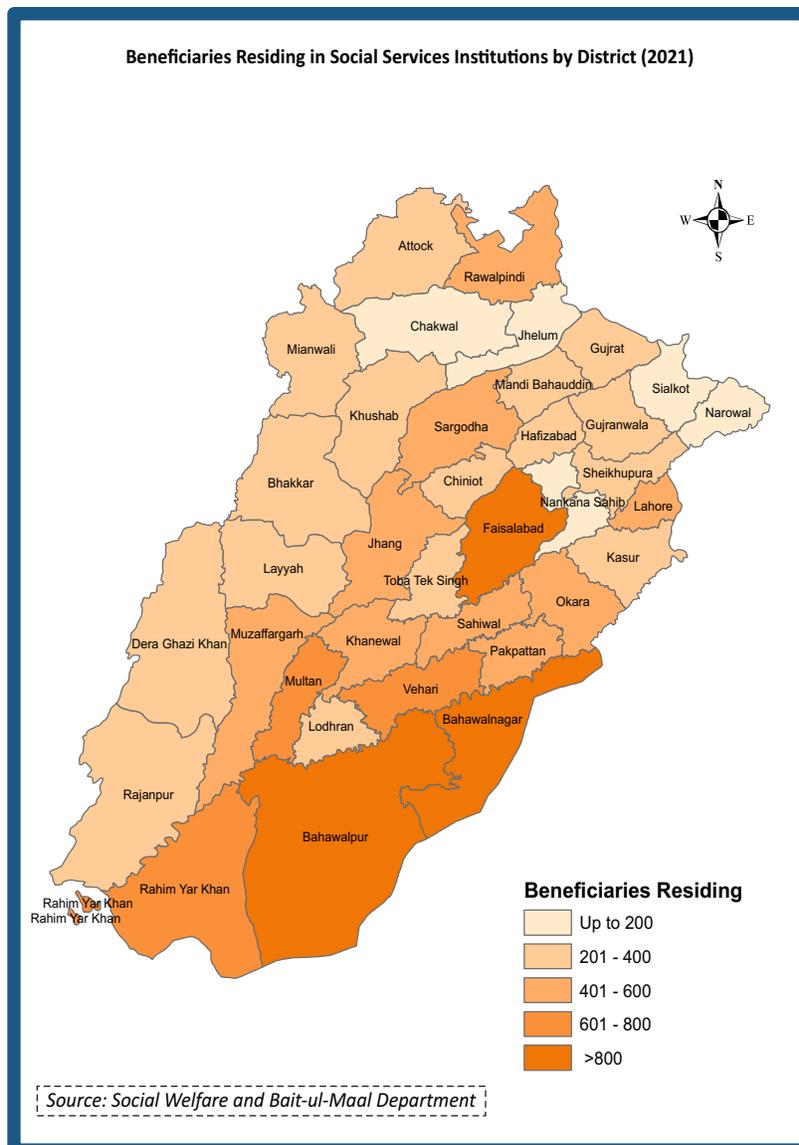


Figure 7.43

7.3.1 SBB Human Rights Centers for Women

Introduced as shelter homes under the federal government, the Shaheed Benazir Bhutto HRC were put under the provincial government after the 18th Amendment to the Constitution in 2014. These Centers cater to victims of violence by providing them with temporary shelter, first aid, legal assistance and counselling³⁹³. Currently, there are 12 operational Centers in Punjab. These are situated in Bahawalpur, Dera Ghazi Khan, Faisalabad, Muzaffargarh, Khushab, Lahore, Multan, Rawalpindi, Sahiwal, Mianwali, Sialkot and Vehari.

Over the years, the number of women provided redressal in these crisis centres fell. However, in 2021, the number dramatically increased by 81%. A reason for this increase could be the increased violence against women during COVID-19 and victims seeking justice through any accessible institutions. The total number of women provided redressal through crises centres between 2019 and 2021 is shown in table 7.2.

Table 7.2

2019	2020	2021
5553	1747	9201

Divided over 12 districts, the Crisis Centres have a varying number of women residents in each district crisis centre. The figure below shows the number of women in each Centre.

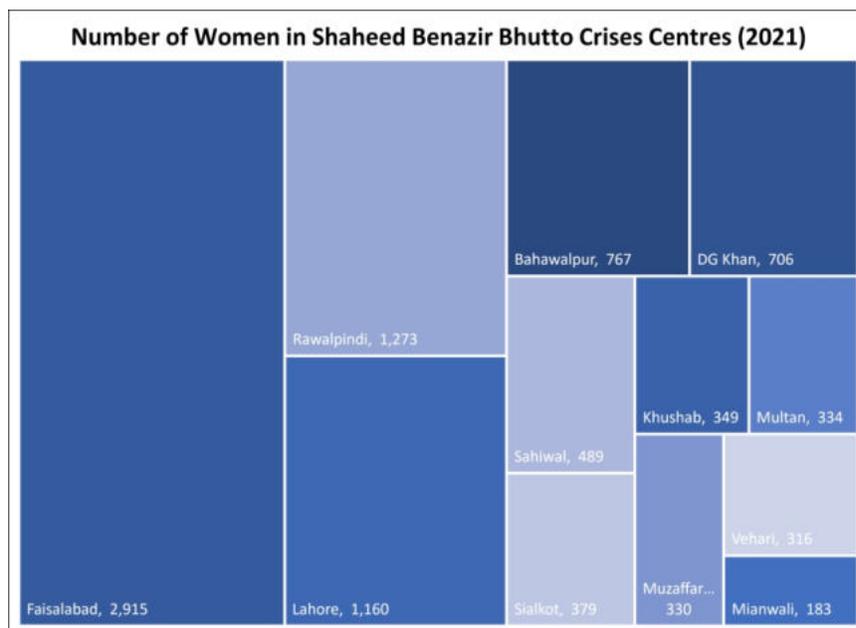


Figure 7.44

7.3.2 Punjab Women Protection Authority (PWPA)

Under the Punjab Women Protection Authority Act 2017, the PWPA was established as a rescue and protection system for the relief and rehabilitation of women suffering from violence. The PWPA oversees the implementation of social services by the Social Welfare and Bait-ul-Maal Department, under the Punjab Protection of Women Against Violence Act 2016. The PWPA also oversees the operations of the Violence Against Women Centers. The hierarchical structure for the Social Welfare Department and the PWPA is shown in Figure 7.55.

393 (Department, n.d.)



Figure 7.45

7.3.3 Violence Against Women Centers (VAWCs)

The first VAWC was established in 2017 in Multan under the Punjab Protection of Women Against Violence Act 2016. The vision behind VAWCs was to bridge institutional gaps between the reporting and follow-up stages of a VAW complaint. For this reason, the VAWC houses the registration of FIR, medical examination, psychological counselling, prosecution and legal aid services. Temporary shelter is also available for survivors of violence.

It is therefore more convenient for the VAW survivor to avail these services under one roof of the VAWC, who may have to make frequent visits to the police station, the hospital and the prosecutor otherwise.

The VAWC regularly registers and provides redress in various types of cases. These involve domestic violence, rape, child custody, harassment etc. The chart below shows a complete picture of the type of complaints received in 2021 and their share in the total number of complaints.

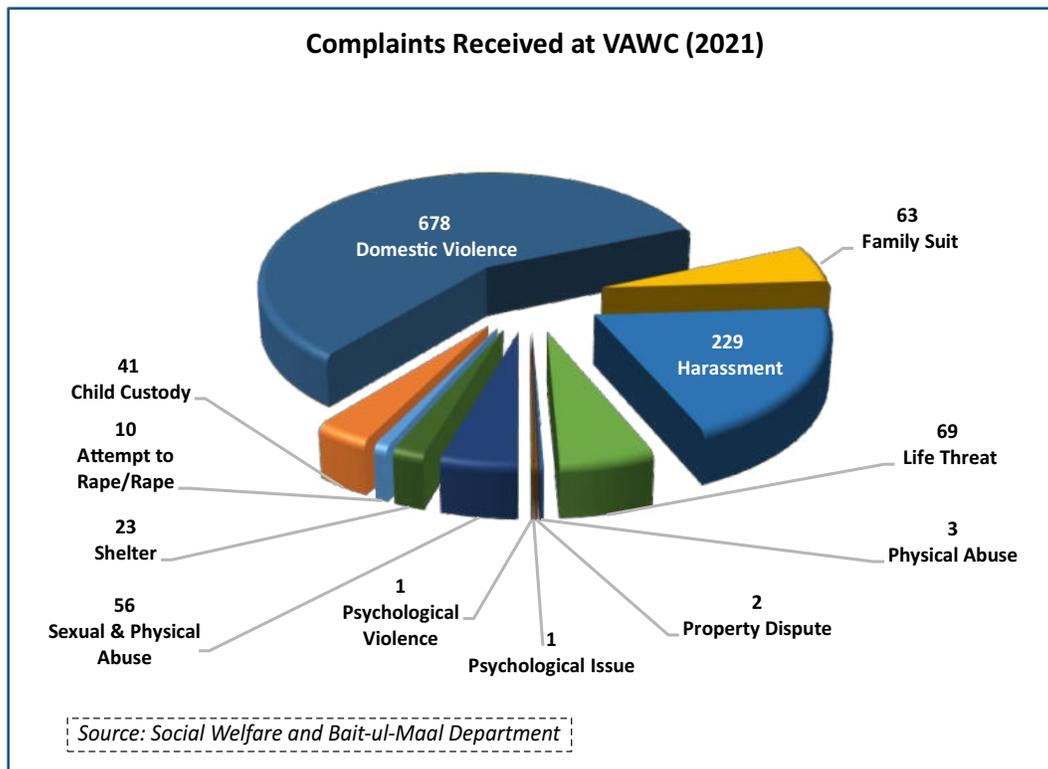


Figure 7.46

As is evident, the majority (58%) of complaints in 2021 were of domestic violence which is similar to 2020 where the percentage of domestic violence was the highest (60%)³⁹⁴.

The chart above also shows that the second highest complaint type was of harassment (20%). This is also similar to the percentage of harassment in 2020 where it was 16%, also the second highest complaint type.

394 (Women, 2020)

7.3.4 Child Protection and Welfare Bureau

Child protection and welfare is a pressing matter for Pakistan owing to its constitution and international obligations. Article 37(a) of the Constitution indicates that "no child shall be subjected to torture or other cruel, inhuman or degrading treatment or punishment". Pakistan is also a signatory to the United Nations Convention on the Rights of the child [UNCRC] which urges States to treat all children with equality, provide them with education, healthcare, socio-economic assistance etc.

The Child Protection and Welfare Bureau in Punjab was established in 2004 with the aim of rescuing and protecting children, providing them with food and shelter and allowing them access to education. The Bureau has developed the Child Protection Courts (CPCs) under section 22 of the Punjab Destitute & Neglected Children Act, 2007. These CPCs carry out proceedings for legal custody or reunification of destitute and neglected children with their families and trail of cases registered under the Act³⁹⁵. Every rescued child is presented before the Court by a Child Protection Officer. If the Court is satisfied that the child is neglected, he or she is placed under the protection of the Child Protection Institute.

According to data, a total of 8236 children were rescued by the Bureau between 2020 and 2021. Out of this total, 7538 were boys and 698 were girls.

The Bureau has also established Child Protection Institutes and Child Protection Schools for the welfare of children. The Child Protection Institutes provide shelter to rescued children, ensure provision of food, education, health care, psychological counselling and recreation.

The Bureau's next step after rescuing children is reuniting them with their families. From 2004 till 2020, the Bureau managed to reunite a total of 3092 children with their families across Punjab³⁹⁶.

According to latest data, the number largely increased between 2020 and 2021 as a total of 8233 children were reunited with their families in the said period. 7918 (96%) of these were boys and 315 (4%) were girls with a low GPI of 0.04.

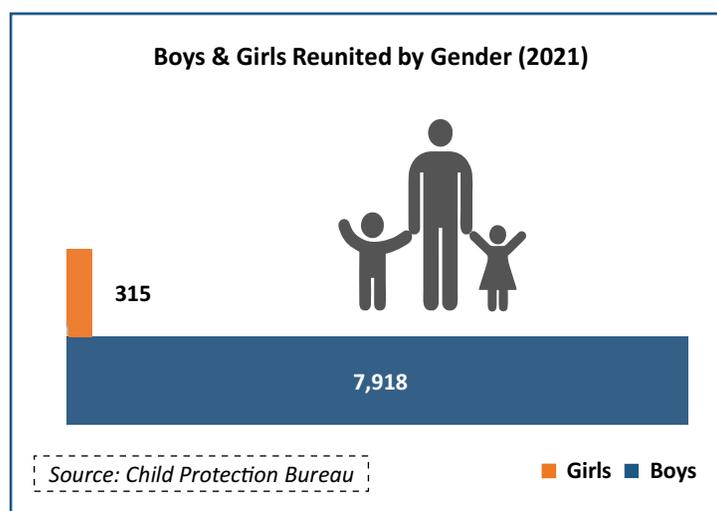


Figure 7.47

The Child Protection Schools ensure basic education to destitute children up till middle school.

In 2021, the Bureau enrolled 6744 students into the Child Protection Schools. Out of these, 6090 (90%) were male and 654 (10%) were female with a low GPI of 0.11.

Data also shows the enrollment of girls and boys into each grade between 2020-2021. The following figure represents this data:

³⁹⁵ (Child Protection Institutes , n.d.)

³⁹⁶ (Child Protection Institutes , n.d.)

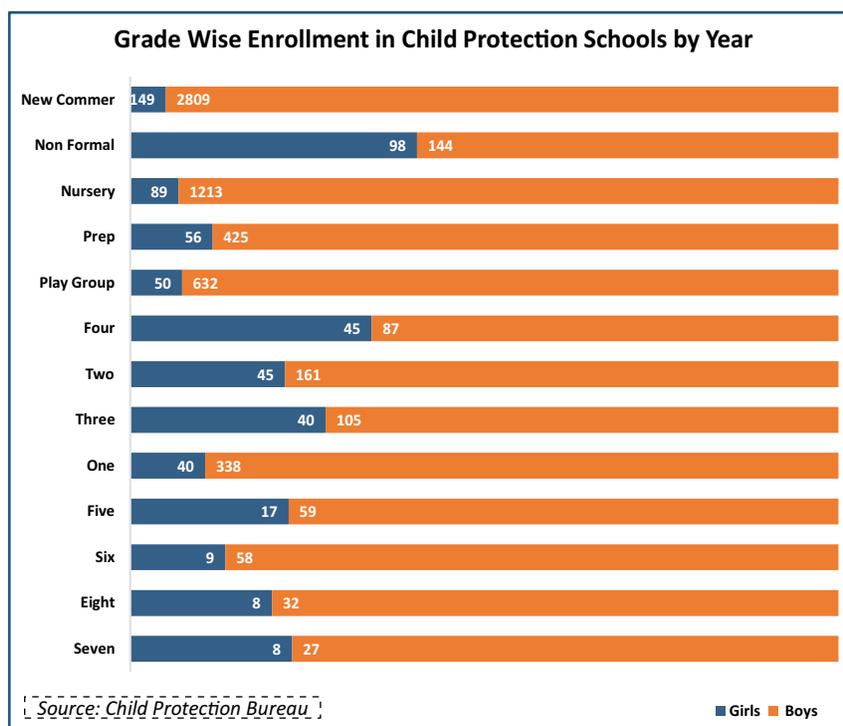


Figure 7.48

The lowest GPI recorded up until grade seven was 0.07 in Nursery. The highest GPI, 0.51 was in Grade 4.

7.4 Conclusion

Violence against women has wide-ranging after-effects on survivors, their families, communities, and the wider society³⁹⁷. Women experience physical health issues and mental health deterioration that often lasts a lifetime. Unsupportive families often isolate victims of abuse and employers are not always keen on providing job security and financial support to survivors. The taboo in sexual violence cases especially makes it difficult for female survivors to lead a normal life.

Data from the IG office shows a continuing rise in violence against women over the years. Not only is this concerning for Pakistan's international and local obligations for protection of women, it also contributes to a cycle of inequality in education, economic and political participation. This inequality further isolates women from the public sphere and inhibits sustainable growth in the country.

For the purposes of addressing violence against women, the local redressal system remains inadequate. The Punjab Public Prosecution Department has indicated over the years that the majority of accused in violence against women cases are acquitted. While low convictions cannot be directly attributed to a failure of the justice system, it raises questions about pendency in court and capacity of the police and prosecution departments. Naturally, a direct consequence of this is the collapse of public faith in the criminal justice system.

For justice to reach all individuals of society, it is important that justice is people-centric and delivered as a public service³⁹⁸. This means that work carried out by the justice institutions must identify the need of the people and reflect the government's priority on human rights. In Punjab, the Government's initiatives like VAWC Crisis Center, Gender Courts, the Women Safety App and the Punjab Women's Helpline have been instrumental in women's access to justice and these must be sustained and expanded for the protection of women. Capacity building of justice system actors and integration of departments can also enhance their performance and increase accountability.

397 (Women U. , n.d.)
398 (Development, 2019)

7.5 Recommendations:

7.5.1 Policy

- Revise and update guidelines and SOPs as per the Lahore High Court directions and requirements of the Criminal Law (amendment) Act 2021 and Anti Rape (Investigation & Trial) Act, 2021

7.5.2 Procedural

Expansion of Social Service Institutes

- Upgradation and expansion of social service institutions to balance load of female residents across Punjab.
- Developing VAWCs in more districts (that currently exists in Multan only) to ensure easier access to justice for victims of violence.

Capacity Building of Justice System Actors

- Early Coordination of Police and Prosecution in VAW cases to expedite investigation procedure.
- Capacity building and training of Police for DNA evidence collection and preservation.
- Awareness and training of investigating officers and prosecutors regarding prohibition of two-finger/virginity testing.

Awareness of Interventions for Women's Safety

- Awareness campaigns for woman across Punjab regarding helplines such as 1043 and the PSCA Women Safety App.

Establishing Anti-Rape Crisis Cells

- Establishing Anti-Rape Crisis Cells in designated hospitals to facilitate the registration of cases, timely medico-legal examinations and other necessary measures as required in the case.

Increase Recruitment of Women in the Criminal Justice System

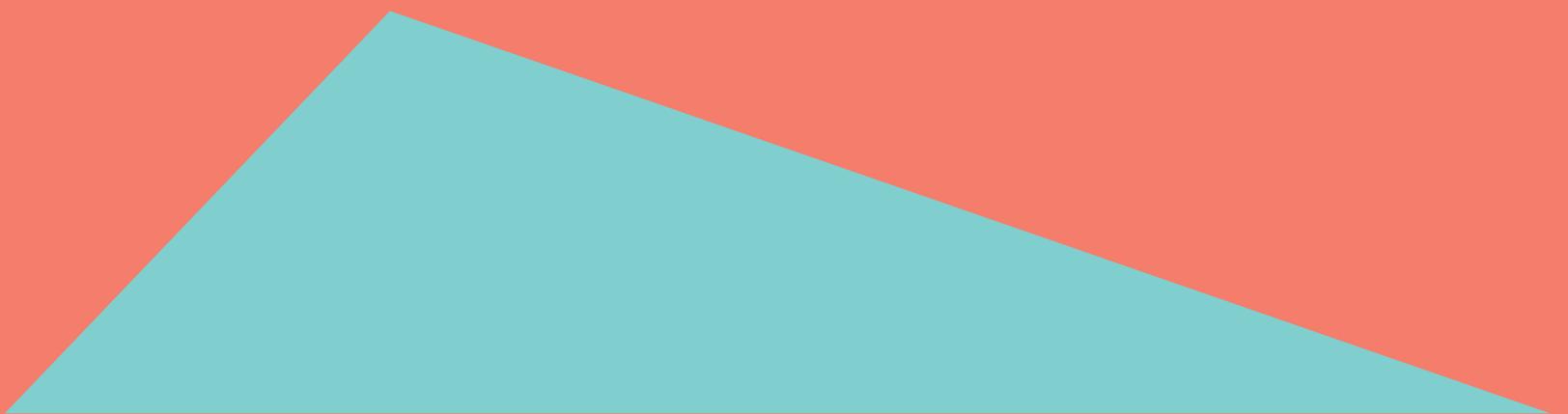
- Capacity building of female police officers within constable rank and female prosecutors at ADPP rank to help equip for promotion to higher ranks.
- Induct and promote more female judges in the district judiciary and the Lahore High Court.

Revamp Help Desks to not just provide electronic copies of complaints but also be capable of registering a complaint and providing information about legal assistance/aid etc.

Implementation of GBV Courts

- Ensure establishment of GBV courts across all districts of Punjab.
- Reform the Prison Manual and related rules to reflect Mandela Rules and Bangkok Rules for Treatment of Female Prisoners.
- Amend Lahore High Court data sharing protocols for compliance with data collection mandate of PCSW.
- Ensure provision of legal aid to female prisoners who are unable to afford legal representation in Court.

03



INTRODUCTION

Uplifting women requires that the Government proactively targets areas where female participation and representation are lacking. This calls for identifying potential initiatives that can advantage women and place them on a closer footing with men. In this way, special initiatives introduced by a government play a key role in creating an enabling environment for sustainable women empowerment.

Just the fact that women comprise half of the world's population means that there can be no sustainable development without them. Their improvement begins with the legal right and the access to the same means that men have³⁹⁹. Unfortunately, women in developing countries face various types and degrees of discrimination. It ranges between cultural, institutional and legal⁴⁰⁰. As a result of this exclusion, national economic, social and political policies often omit the experiences of and impact on women.

Workplace discrimination is a common product of the women's lack of agency in society. Discrimination at work acts as glass-ceiling for women that inhibit their economic participation and subsequently their contribution in the GDP. As of 2021, almost 2.4 billion women that are of working age do not have the same economic opportunity as men. A major contributor to this discrimination is policymaking that disadvantage women. In 2021, 178 countries have actively maintained legal barriers that block women from their full economic participation. In 2020, South Asia had the lowest percentage of female economic participation⁴⁰¹ (21%).

On top of that, gender stereotyping, in developing countries especially, hampers women's careers and often even prohibits entry into male-dominated industries. That women in Pakistan are not given the same privilege as men to register a business is testament to the inaccessibility of economic opportunities for women⁴⁰².

Female workers in most industries also face career obstacles due to parenthood. Maternity leaves and motherhood in general often put women at the risk of being discriminated at work or being laid off altogether⁴⁰³. Even though the concept of maternity leaves is widely accepted now and 97% of the countries in the world offer maternity leaves in some form, only 115 countries provide at least 14 weeks of paid maternity leaves⁴⁰⁴.

Female political participation is also obstructed worldwide in different ways. In 2021, only 25% of all national parliamentarians in the world were women⁴⁰⁵. More alarming is that this percentage has only incremented by 11% since 1995.

All legal and cultural impediments that subjugate women indicate the need for active efforts to empower and encourage women to claim their status as an equal citizen of society. Women must be accommodated through special initiatives of the government. Pakistan has various target areas for special initiatives for women such as schemes for education, health and socio-economic welfare. In Punjab, the government has introduced various Annual Development Program (ADP) schemes like hostels for working women, awareness campaigns for women's legal rights, day-care centres etc. This chapter provides a detailed overview of the special initiatives taken by the Punjab Government and the number of women that have benefitted from the schemes.

399 (Persson)

400 Ibid

401 (Bank, 2020)

402 (Bank T. W., 2022)

403 (Schulz, 2020)

404 Ibid

405 (Women, 2022)

8.1 Public Amenities

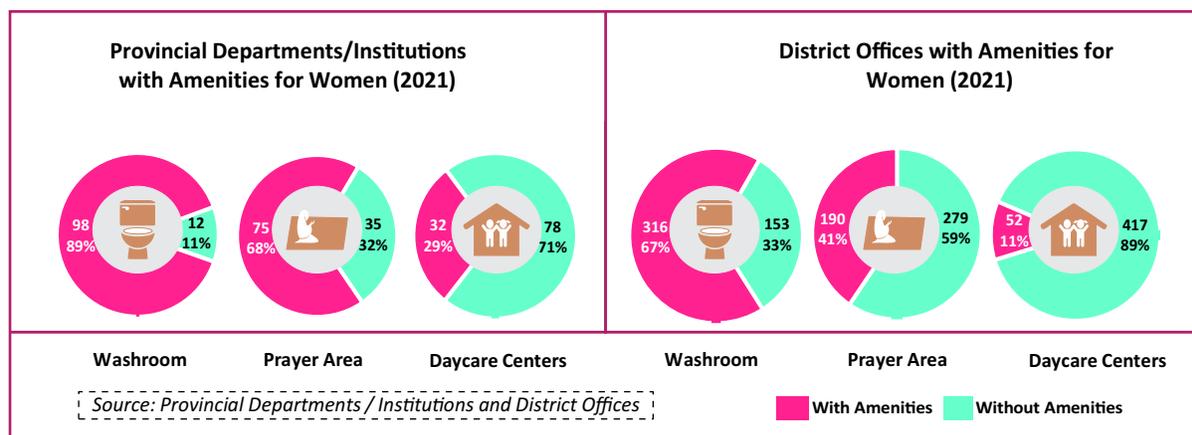


Figure 8.1

In Punjab, 89% of the provincial departments had washrooms for women. In comparison, 67% district offices had washrooms for women. Prayer areas were present in 68% of the provincial departments and 41% of the district offices. Day-care centres have also been made in provincial departments and district offices. However, the percentage is low overall i.e., 29% of the provincial departments have day-care centres. The percentage is lower for district offices (11%).

8.2 Hostel Facilities in Public Offices

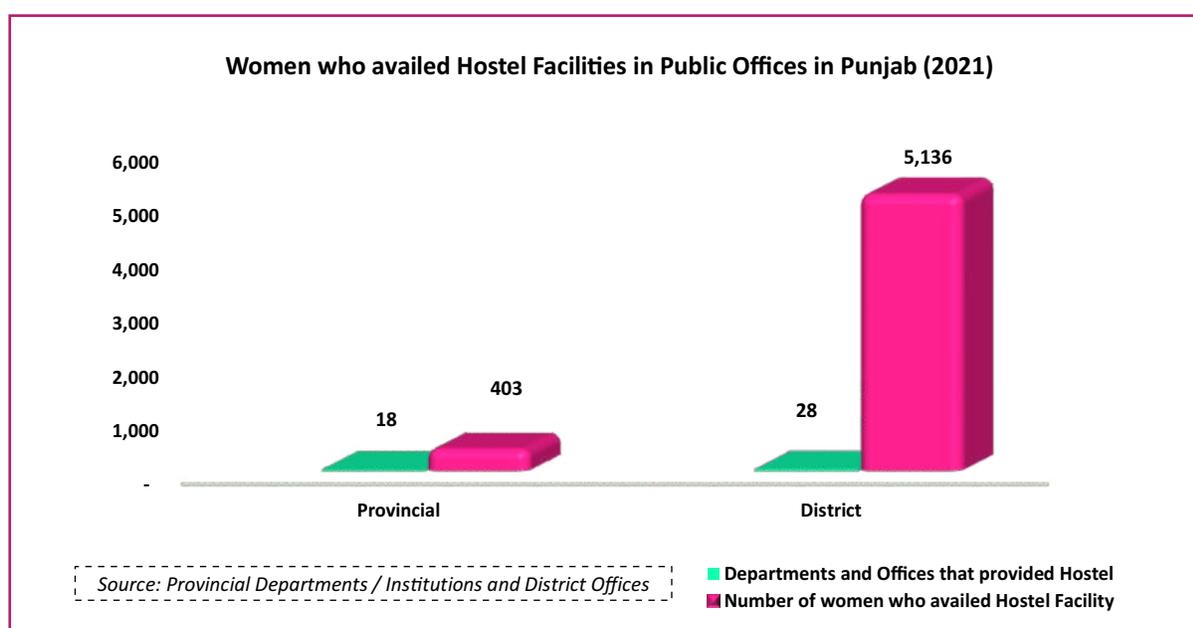


Figure 8.2

There are 18 out of 105 provincial departments that provide hostel facilities. In these hostel facilities under provincial departments, 403 women are residing. On the other hand, in 28 hostels in district offices, 5136 women are residing.

8.3 Age Relaxation

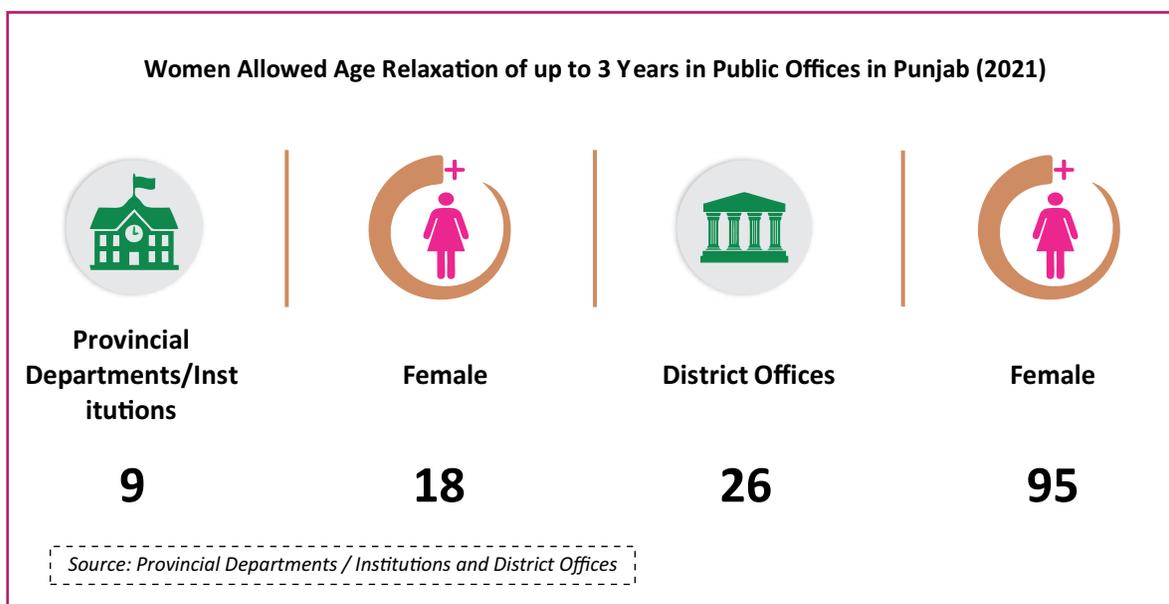


Figure 8.3

8.4 Maternity

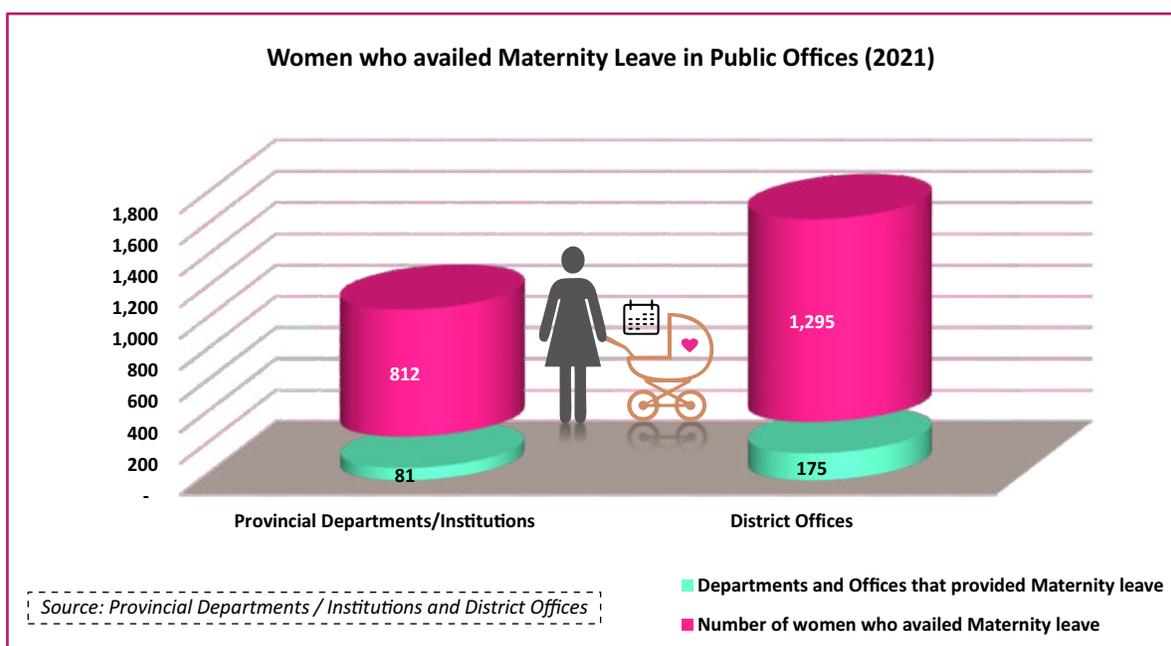


Figure 8.4

Out of 105 provincial departments, 81 provided maternity leave to 812 women in 2021. In 482 district offices, 175 provided maternity leave to 1295 women in 2021.

8.5 Paternity

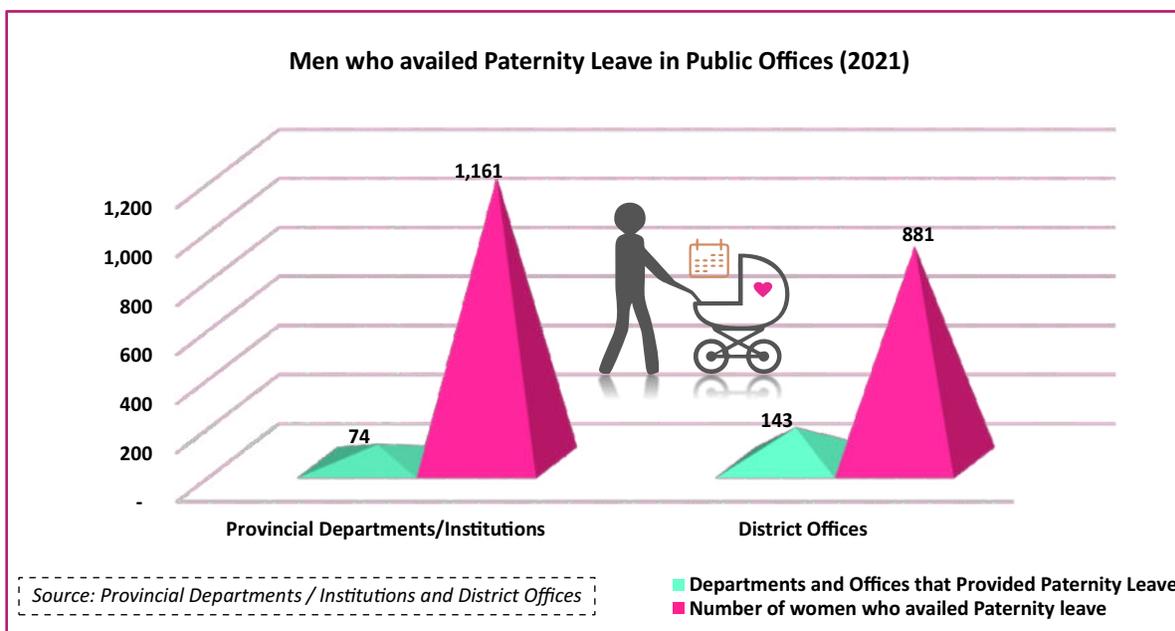


Figure 8.5

In 105 provincial departments, 74 provided paternity leave to 1161 men in 2021. In 482 district offices, 43 provided paternity leave to 881 men.

8.6 Ramp Access

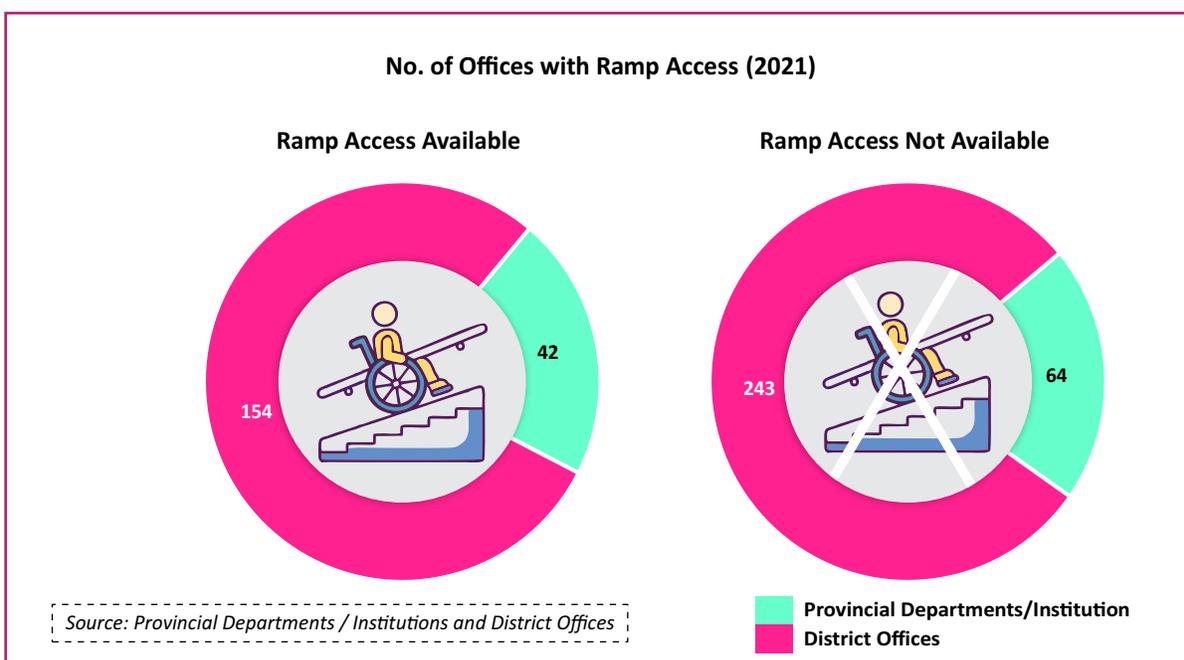


Figure 8.6

In 2021, 42 out of 106 provincial departments had ramp access and 154 out of 397 district offices had ramp access.

8.7 Gazetted and Non-Gazetted Employees Regularized under the Regularization Act 2018

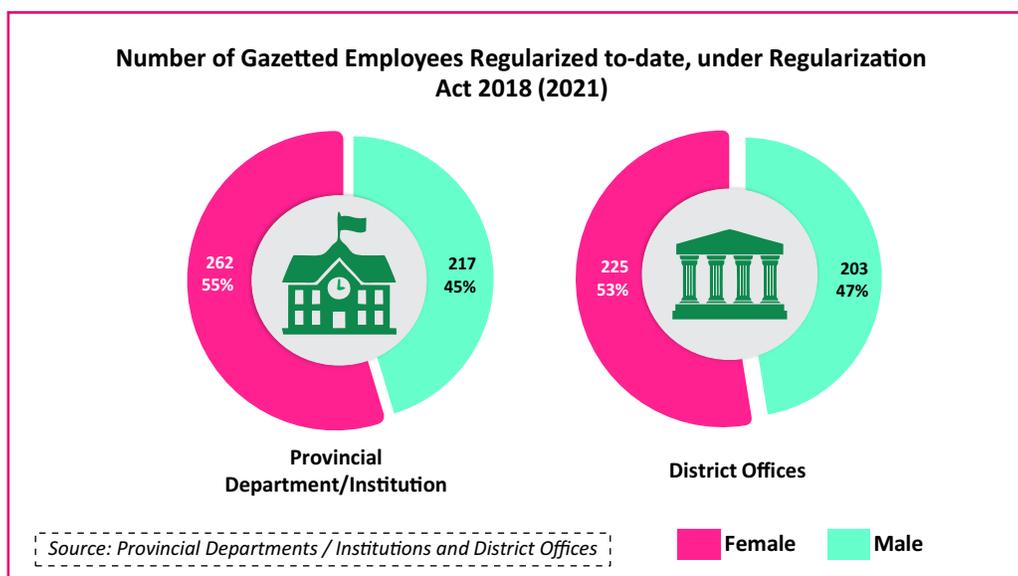


Figure 8.7

In 2021, there were 479 gazetted employees in provincial departments who were regularized under the Regularization Act 2018. Out of these, 55% (262) were female and 45% (217) were male. In district offices, there were 428 gazetted employees. Out of these, 53% (225) were female and 47% (203) were male.

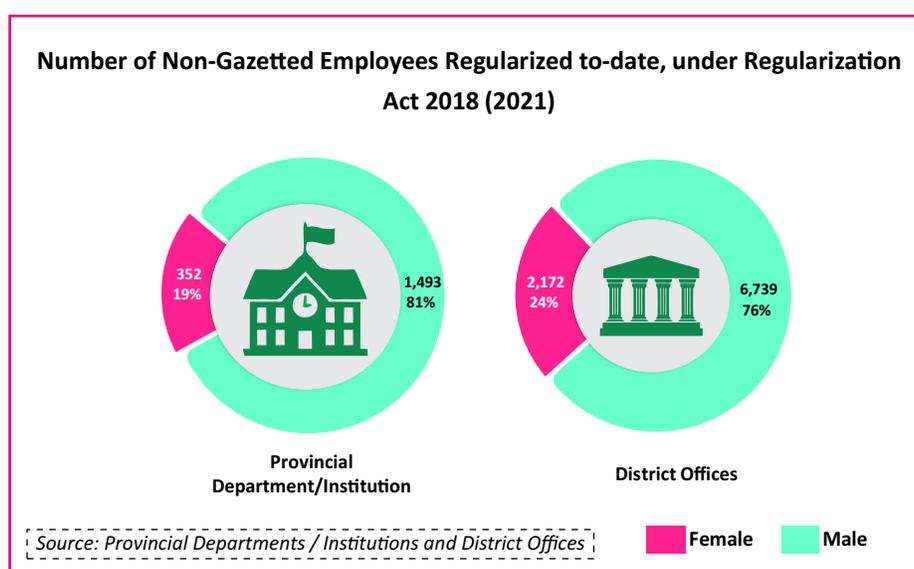


Figure 8.8

In 2021, there were 1845 non-gazetted employees in provincial departments regularized to date. Out of these, 19% (352) were female and 81% (1493) were male. In district offices, there were 8911 non-gazetted employees regularized to date, out of which 24% (2172) were female and 76% (6739) were male.

8.8 Display of Code of Conduct

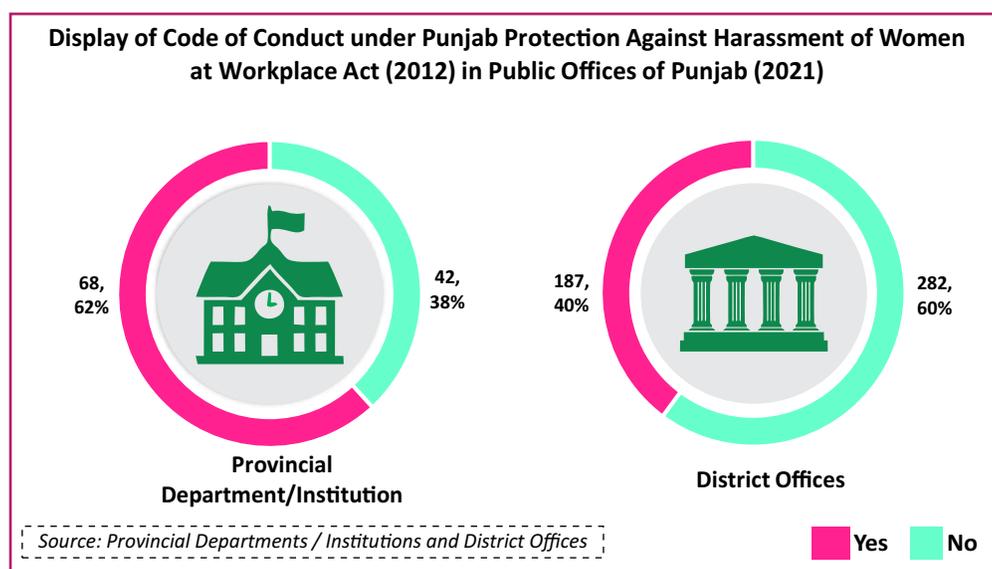


Figure 8.9

In 2021, out of 105 provincial departments, 68 had a display of the Code of Conduct under the Punjab Protection Against Harassment of Women at Workplace Act (2012). Amongst district offices, 187 out of 482 had the display.

8.9 Harassment Committee

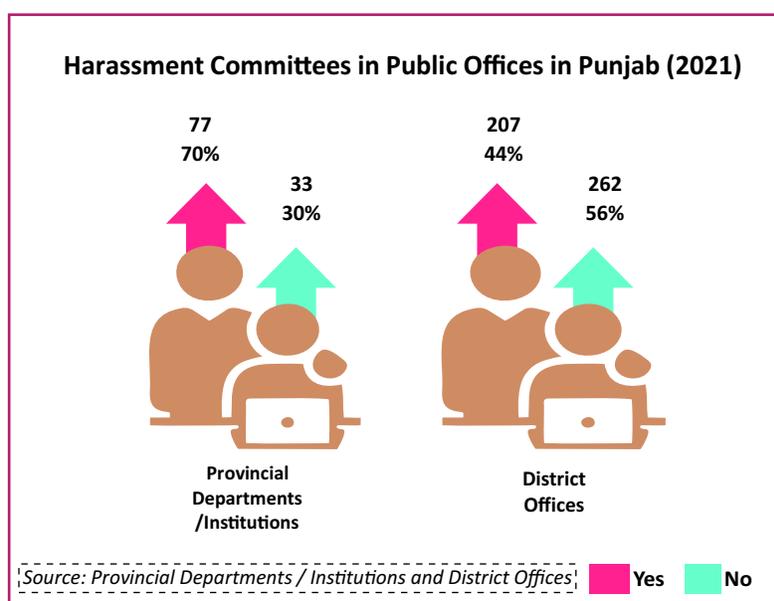


Figure 8.10

In 2021, there were 77 out of 105 provincial departments with harassment committees and 207 out of 482 district offices that had harassment committees.

8.10 No. of Employees who availed Transfer/Posting under Wedlock policy

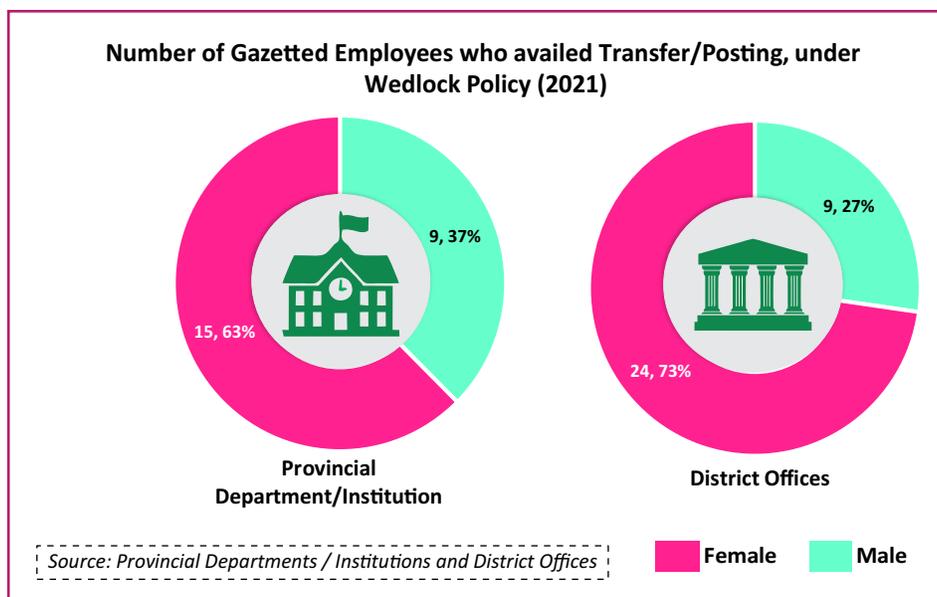


Figure 8.11

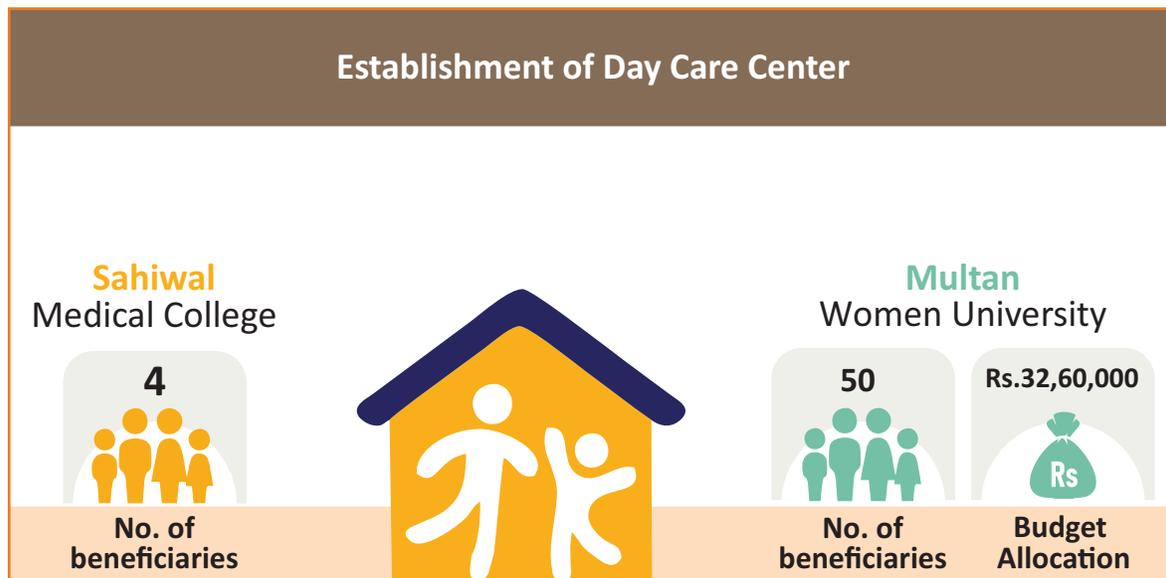
In 2021, there were 15 female employees in provincial departments who availed transfer/Posting under wedlock policy as compared to 9 men. In District offices, 24 female employees in provincial departments who availed transfer/Posting under wedlock policy as compared to 9 men.



ADP SCHEMES

ADP SCHEMES FOR SOCIO-ECONOMIC WELFARE

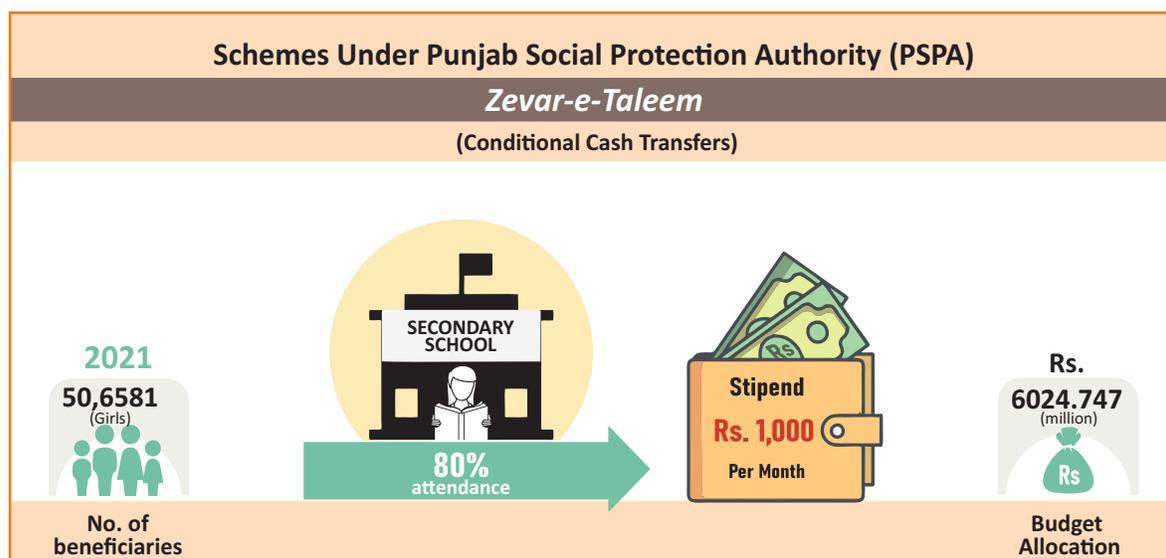
Establishment of Day Care Center



Schemes Under Punjab Social Protection Authority (PSPA)

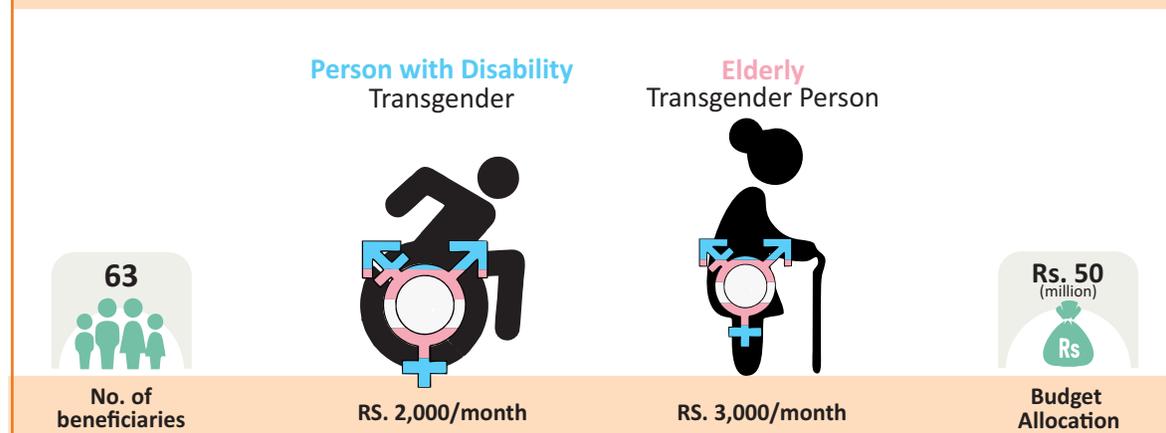
Zevar-e-Taleem

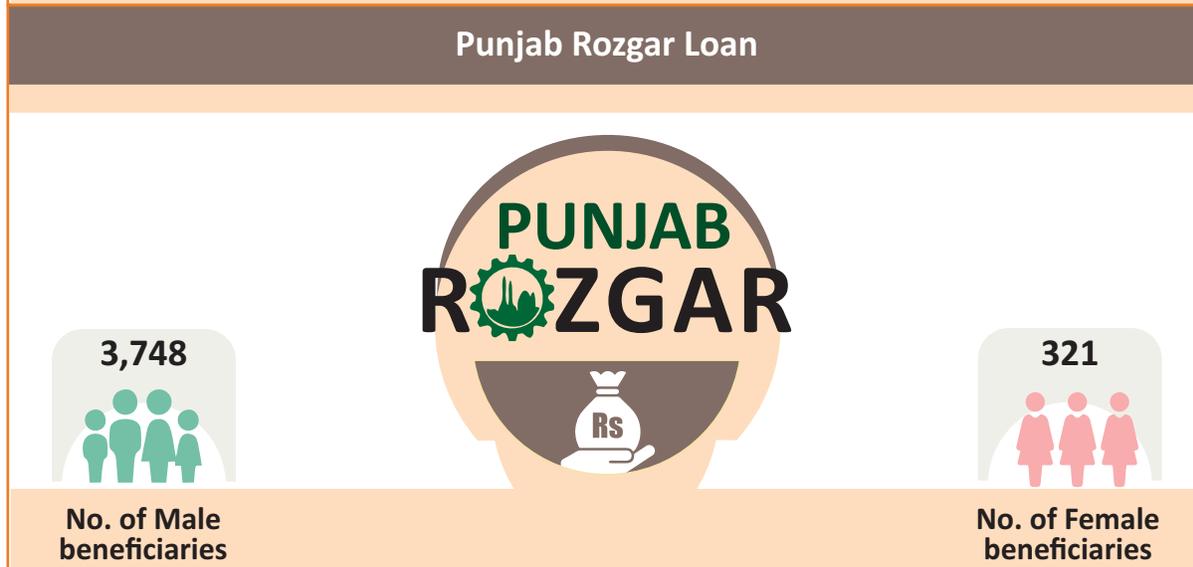
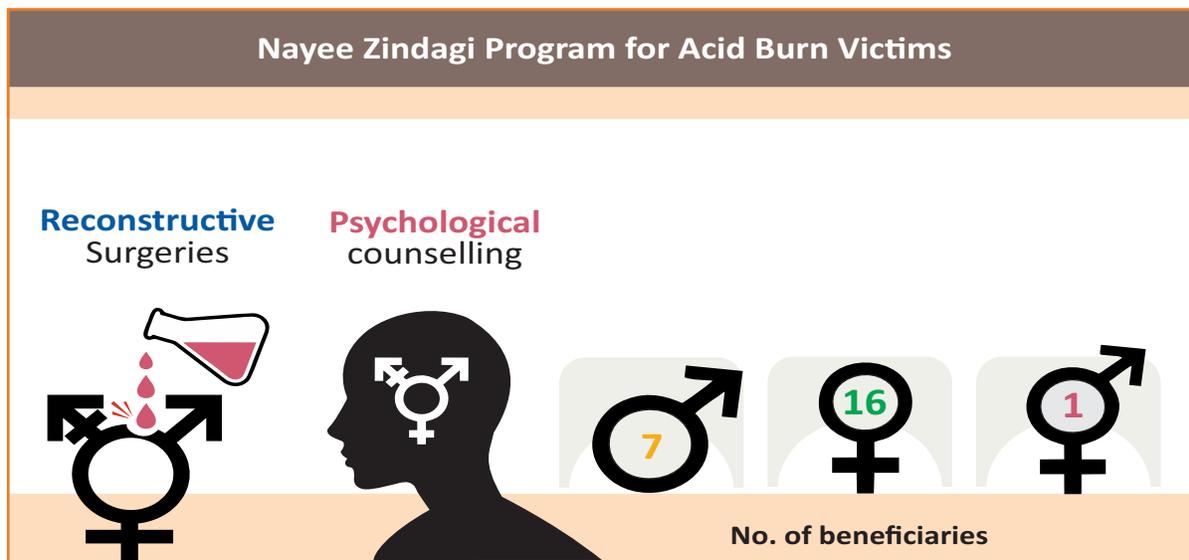
(Conditional Cash Transfers)



Masawat Program for Transgender Persons

(Unconditional Cash Transfers)





Recruitment in District

Sahiwal

4

Female Patwaris



have been recruited for the first time in history

Prime Minister's 'Skill for All' Hunarmand Pakistan Program

Office of research & Innovation (ORIC) at Women University Multan



Female Students

50



No. of
beneficiaries

Rs.

24,65,000



Budget
Allocation

Construction of Sports Grounds

Waqar-un-Nisa College for Women Rawalpindi

Hockey Stadium



Mouza Bunga Bahawalpur

Cricket Ground



ADP SCHEMES FOR HEALTH & EDUCATION

Establishment of Women's Institute

Toba Tek Singh

Government Associate College for Girls, Sandhilianwali



Enrolment
(2021-22)

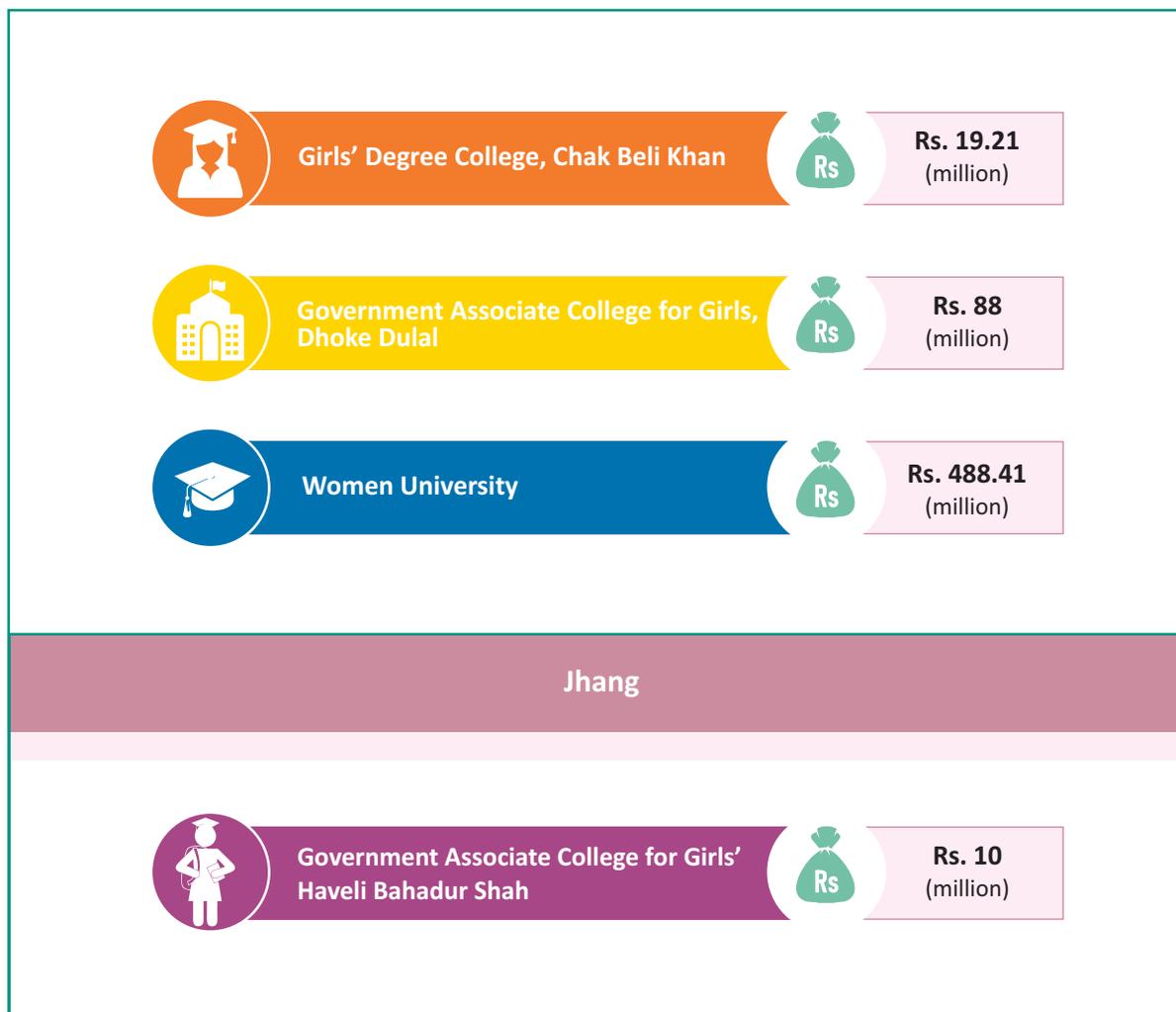


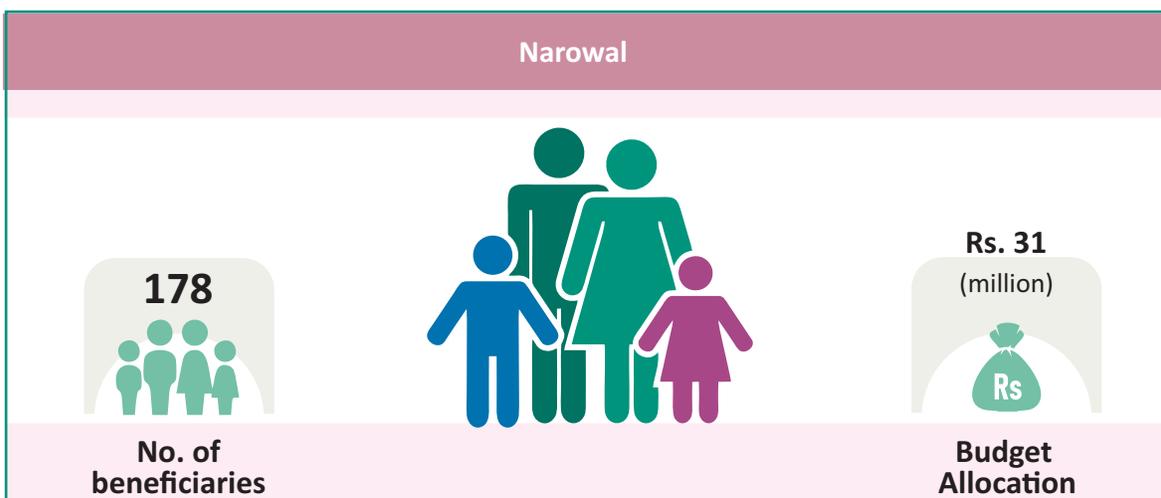
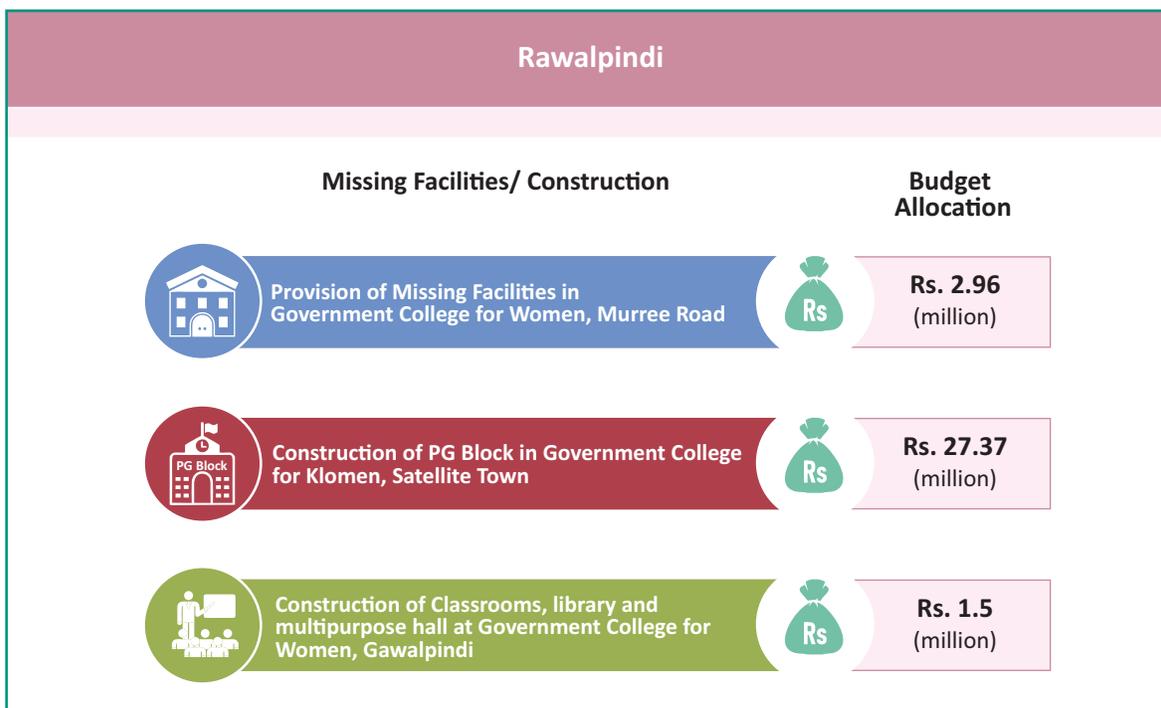
Rawalpindi

School/College/University

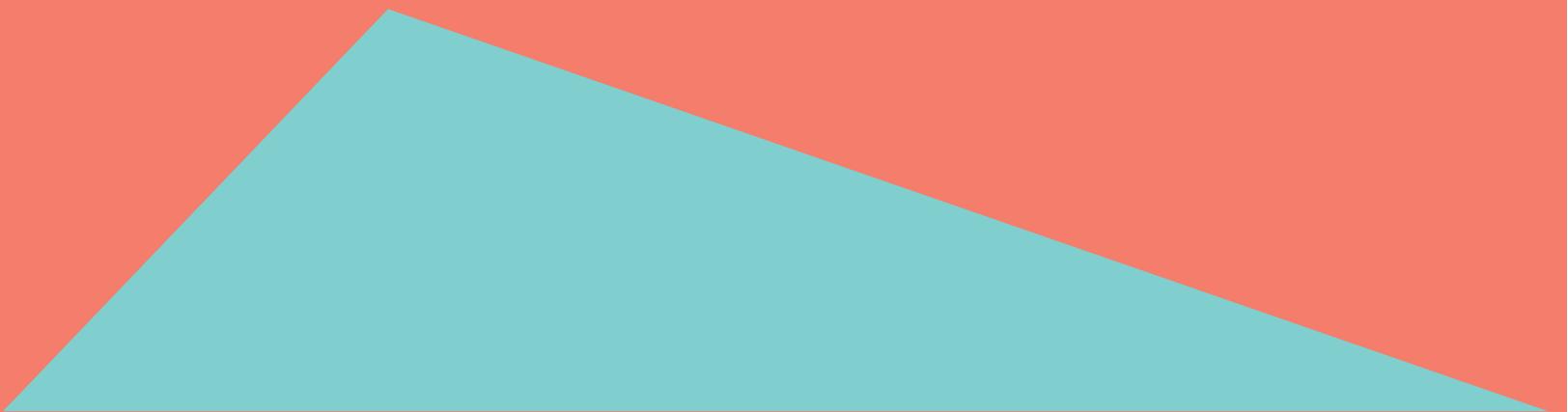
Budget
Allocation

	Girls' High School, Taxila		Rs. 15 (million)
	Girls' High School, Malikabad		Rs. 15 (million)
	Government Associate College for Girls, Jatha Hathyal		Rs. 33 (million)
	Government Degree College for Women Kalariala		Rs. 6.48 (million)





04



Legislation is the backbone of democracy and good governance in the country. It protects and organises society by determining the rights and responsibilities of individuals and the authorities to whom the legislation applies⁴⁰⁶. Different types of legislation are implemented worldwide, including Bills, Ordinances, Codes, Regulations and Rules. The primary source of legislation is an Act; however, it only attains its legislative status after it has been passed by both Houses, where it is tabled for voting as a Bill i.e. a legislative proposal. This law-making process allows for constructive debate on the proposal and is an essential element of democracy.

Legislation promotes the principle of rule of law which requires that governance is led by a durable system of laws under which all citizens are held accountable. Legislation is, therefore, the tool that allows rule of law to be implemented. The Parliament acts as the primary source of legislation and it is through elected members of the Assembly that laws are introduced and amendments to laws are proposed. A parliament thus bears the responsibility of repealing obsolete discriminatory laws and noting gaps in the legal system⁴⁰⁷.

However, certain discriminatory laws divert from the principle of the rule of law. Women are often the direct victims of such discriminatory laws. In Pakistan legislation around employment, education, political participation, family and citizen identity is skewed in favour of men. In many countries, a woman's legal status or identity is tied to her father or husband. Women worldwide still have only $\frac{3}{4}$ of the legal rights that men enjoy. Women in South Asia, specifically have $\frac{2}{3}$ the legal rights as men⁴⁰⁸. These figures indicate that a loop of discriminatory laws revolving around education, work, marriage and maternity continues to undermine women and their progression.

Laws rooted in patriarchy do not adversely affect women only, but are regressive for the society at large. Legislation that empowers women on the other hand, is bound to benefit the entire

population in the short and long term, especially in a developing country. A study by IMF suggests that when girls are given better educational facilities, fertility rates drop and labour force participation rates increase. This ultimately improves the human capital quality for the future of the country⁴⁰⁹.

Several efforts have been made internationally to achieve women's empowerment through law and policy making. The UN Sustainable Development Goal (SDG) Agenda 2030 is a global initiative aimed to fulfil 17 goals by 2030 which are tied to human dignity, human rights, non-discrimination, the rule of law and justice. In this spirit, it highlights gender equality as a requirement for sustainable growth. Goal 5 urges countries to empower women through education, employment and political participation. It also stresses the need to eliminate violence against women⁴¹⁰.

In 2016, Pakistan adopted the SDGs and through its National Commission, it devised the National SDGs in 2018. These national SDGs are formulated keeping in mind gaps in the local system and alignment with the original SDGs. The government has focused on equality in job opportunities and access of rights such as education, land ownership, inheritance, financial services etc. Deterring and punishing violence against women has also been prioritised.

The Government presented its progress on the SDGs via the Voluntary National Review (VNR-2020). Commendable work around health was shared. The review put forth that public investment in the health sector grew by 410 percent in 2020 and that 152 health facilities were equipped across all districts in Pakistan during COVID-19. The review also updated that the Sehat Sahulat Card, which is a significant health insurance scheme had covered 60 percent of the population by 2020. The initiative has been a welcome step, especially for women with limited access to healthcare, particularly antenatal and postnatal care, as well as diseases like tuberculosis (the reported cases for tuberculosis in women increased by 44% between 2020 and 2021).

Pakistan has also been committed to international

406 (Importance of Legislation, 2000)

407 (The Power of Legislation for Women's Empowerment and Sustainable Development, 2016)

408 (Nearly 2.4 Billion Women Globally Don't Have Same Economic Rights as Men, 2022)

409 (Women are the key to economic development in third-world countries, 2019)

410 (Achieve gender equality and empower all women and girls, 2022)

conventions advocating for women's empowerment and protection against all forms of discrimination. The first was its adoption of the Universal Declaration of Human Rights (UDHR). Article 2 of the Declaration emphasises that the rights and freedoms stated are equally applicable to men and women⁴¹¹. Key ratification for the advancement of women's rights was that of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1996. Under CEDAW, Pakistan must pursue all appropriate means to address discrimination against women in all spheres, especially political participation, education, employment and household. With the CEDAW committee's recognition of violence against women as a form of discrimination, Pakistan is particularly required to provide immediate access to justice to the victims of violence⁴¹².

The international conventions that Pakistan has ratified (with the exception of ICCPD) are listed below:

Table 9.1

	Convention/Treaty	Year of Signing/Adoption	Ratification Status
1.	Universal Declaration of Human Rights (UDHR)	1948	1966
2.	UN Convention of the Rights of Persons with Disabilities (CRPD)	2008	2011
3.	International Convention for the Protection of All Persons from Enforced Disappearances (ICPPED)	2006	Not ratified
4.	Convention against Torture and Other Cruel Inhuman or Degrading Treatment or Punishment (UNCAT)	2008	2010
5.	Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)	1979	1996
6.	International Convention on the Elimination of All Forms of Racial Discrimination (ICERD)	1966	1966
7.	International Covenant on Economic, Social and Cultural Rights (ICESCR)	2004	2008
8.	UN Convention on Rights of the Child (UNCRC)	1990	1990
9.	International Covenant on Civil and Political Rights (ICCPR)	2008	2010
<i>Source: OHCHR</i>			

411 (Universal Declaration of Human Rights, n.d.)

412 (Pakistan's Obligations Under International Law, n.d.)

It is important to note that while adopting several international conventions, Pakistan has reserved ratifying Articles of some Conventions that may potentially affect the sovereignty of State or may be in conflict with the spirit of the Constitution of Pakistan. Many of these relate to the equality of individuals as per the United Nations or the authority of the Convention's Committee to rule in a dispute. Details of Pakistan's reservation is listed against the concerned article/convention in the table below:

9.1 Reservations and Declarations

Table 9.2

International Convention Article	Reservation
Article 29 of CEDAW suggests that a dispute between two State Parties not resolved through negotiation may be submitted to the Convention for arbitration and after six months any party may submit the same to the International Court of Justice.	Pakistan declared that it does not consider itself bound by paragraph 1 of article 29 of the Convention.
Article 3 of ICCPR requires all State Parties to ensure the equal right of men and women to the enjoyment of all civil and political rights set forth in the Covenant.	Pakistan declared that the provisions of Article 3, shall be so applied to the extent that they are not repugnant to the provisions of the Constitution of Pakistan and the Sharia laws.
Article 25 of the ICCPR requires that all citizens be provided with equal opportunity, to be able to take part in public affairs, to vote and to be elected and to have access to public service in the country.	Pakistan declared that the provisions of Article 25 shall be applied to the extent that they are not repugnant to the provisions of the Constitution of Pakistan.
International Covenant on Economic, Social and Cultural Rights	Pakistan suggested that it aims to achieve the realisation of rights declared in the Covenant subject to the maximum of its available resources.

These reservations may seem to dampen women's empowerment that is envisioned universally. With Pakistan reserving the authority on utilising resources or determining the Constitution's alignment with the Conventions, marginalised groups, especially women may be further at risk of discrimination.

9.2 Legislative Measures

Internally, Pakistan has been working on targeted areas of women's rights that have been overlooked in the past. On the federal level, noteworthy laws were enacted in 2021: the Anti-Rape (Investigation and Trial) Act, the Criminal Law (Amendment) Act, and the Protection of Journalists and Media Professionals Act. In Punjab, the Punjab Enforcement of Women's Property Rights Act was enacted in 2021 which repeals the Punjab Enforcement of Women's Rights in Property Ordinance, 2019. Features of the Acts have been listed below:

Table 9.3

Law	Salient Features
Punjab Enforcement of Women's Property Rights Act 2021	<ol style="list-style-type: none"> 1. Property-related complaints are directed to the ombudsperson for speedy resolutions who assess the complaints and has authority to deliver possession and/or ownership of property to woman complainants. 2. Where the ombudsperson evaluates that detailed investigation or further evidence is required, he may refer the case to the Court. 3. For women who are illegally deprived of possession of their property, the ombudsperson may direct payment of amount equivalent of rent for the property at market rate for the duration that such deprivation took place.
The Criminal Law (Amendment) Act, 2021	<ol style="list-style-type: none"> 1. The amendment elaborates on the definition of rape, adding incriminating scenarios. 2. It also expands on the legal parameters of consent. 3. The amendment has added "Gang Rape" as an offence under Section 375-A. All offenders charged under the Section will be punished for common intention, irrespective of their role in the offence. 4. Rape and Gang-rape have been declared as "non-compoundable" offences i.e. no settlement will be allowed and the Court will make the final decision. 5. The amendment has also introduced "chemical castration" as punishment for "exceptional first-time offenders or repeat offenders" of rape. 6. The punishment of imprisonment for life" has also been clarified by stating "imprisonment for the remaining period of his natural life"
Anti-Rape (Investigation and Trial) Act 2021	<ol style="list-style-type: none"> 1. Anti-Rape Crisis Cells to be established for prompt FIR registration, medico-legal examination and forensics. These Cells however, have not yet been established. 2. Medico-Legal examination to be carried out within 6 hours of the offence. 3. Independent Support Adviser introduced by the Act as individuals appointed by the Anti-Rape Crisis Cell to accompany victims to court proceedings to reduce the risk of duress or victimisation. 4. Special courts are to be set up across Pakistan to expedite trials of rape. 5. Video testimonies or trials may be allowed by Court to protect a vulnerable victim. 6. To protect victims' reputation and dignity, the evidence against "immoral character" are barred under the law. 7. The law abolishes the two-finger test for the victim. 8. Identity of the victim is to be concealed and disclosure may be punished under the law.
The Protection of Journalists and Media Professionals Act, 2021.	<ol style="list-style-type: none"> 1. The Act protects journalists and media personnel against any harassment in private or public sphere. The aggrieved can file a complaint with the Federal Ombudsperson within 14 days of the incident.

The federal government has also initiated other legislative reforms for women in 2021. The following Bills have been passed by the National Assembly, keeping women's empowerment as a key concern. Their enactment is awaited as of 2021.

The federal government has also initiated other legislative reforms for women in 2021. The following Bills have

Table 9.4

Bill/Amendment	Salient Features
Muslim family law ordinance 1961 amendment 2021	The amendment breaks down the inheritance calculation for women and children of the deceased following the Ahl-e-Teshih sect. It protects the rights of widows that may otherwise be left without legislative support for their rightful inheritance.
Domestic Violence (Prevention and Protection) Bill 2021	The Bill was introduced to address domestic violence cases in Islamabad Capital Territory. Sindh, Punjab, Balochistan and KP have already enacted legislation for domestic violence. The Senate has passed this Bill.
Protection Against Harassment of Women at the Workplace (Amendment) Act, 2021.	<ol style="list-style-type: none"> 1. The amendment seeks to define harassment and its parameters under law. 2. A new clause has been added to define "sexist harassment" separately. 3. Punishment for false complaints has also been stated under the amendment. 4. Discrimination based on sex is also criminalised under the amendment. Such discrimination is not necessarily sexual in nature but actively prohibits women from advancing in their workplace or undermines their performance in any other way.
Prevention of Electronic Crimes Act, 2016, Pakistan Penal Code, 1860 (Amendment 2021)	<ol style="list-style-type: none"> 1. The amendment defines sexually explicit content as part of a new clause and also expands on the sexual abuse of a minor.

The Bills above are definitely a positive set of actions for women in Pakistan as they promote empowerment and protection of women in different spheres. However, more needs to be done. For example, in 2021 while the Sindh government removed restrictions on women working at night in factories⁴¹³, women still do not have the same privilege as men to register a business in Pakistan. For instance, the Companies Act still requires a married woman to provide details of her husband when submitting the memorandum and articles of association⁴¹⁴.

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ABOUT THE TEAM

DIRECTOR PROGRAMS PCSW



Mr. Muhammad Waheed Iqbal

Mr Iqbal has expertise in Project/Program Management, implementation, monitoring, evaluation and coordination particularly in Gender and development, Child Rights and related strategic and operational matters. He holds an MPhil degree in Sociology.

GMIS RESEARCH TEAM

SENIOR RESEARCH ANALYST



Ms. Fizza Behzad Sethi

Fizza is a Public Policy Analyst. Her research interest lies in policy processes, inclusive and sustainable development, social protection and gender. She holds an MS degree in Economics.

RESEARCH ANALYST



Ms. Saltanat Ansari

Saltanat is a Research professional passionate about public policy, development and administration. She holds a degree in International Relations.

RESEARCH ANALYST



Ms. Maria Rizwan Khan

Maria is an Advocate by profession. She holds a deep interest in policy-making, gender analysis and capacity building.

IT MANAGER GMIS



Mr. Adeel Rauf

Adeel is an IT professional with advanced skills in .Net core, web APIs, front-end development, and data visualisation. He holds a master's degree in Computer Science.

STATISTICIAN / GRAPHIC DESIGNER GMIS



Mr. Syed Khalid Shah

Khalid is a Statistician with advanced abilities in graphic design. He has a profound understanding of datasets and quantitative analysis skills. He holds a master's degree in Statistics and Visual Graphics.

DIVISION COORDINATORS GMIS

Mr. Qaiser Mahmood



Rawalpindi

Mr. Tilawat Hussain



Sargodha

Ms. Shumaila Iqbal



Sahiwal

Mr. Muhammad Ali



DG Khan

DATA PROCESSING TEAM GMIS

Mr Naeem Hussain



Mr Abdul Samad



Mr Abdul Qayyum





PUNJAB COMMISSION ON THE STATUS OF WOMEN

88 SHADMAN II LAHORE PAKISTAN

+92 042 99 26 8000-4

